

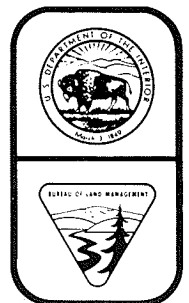
FES 87-30

MONUMENT

FINAL

ENVIRONMENTAL IMPACT STATEMENT

WILDERNESS



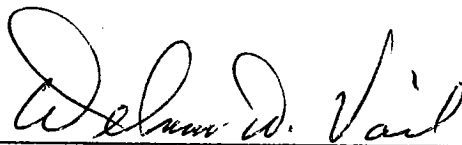
FINAL ENVIRONMENTAL IMPACT STATEMENT

MONUMENT WILDERNESS STUDY

FES 87-30

Prepared by

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SHOSHONE DISTRICT OFFICE

A handwritten signature in cursive script, reading "Delmar D. Vail", is written over a horizontal line.

Delmar D. Vail
Idaho State Director

MONUMENT WILDERNESS ENVIRONMENTAL IMPACT STATEMENT

Responsible Agency: United States Department of the Interior
Bureau of Land Management

Draft ()

Final (X)

Administrative Action ()

Legislative Action (X)

Abstract: This EIS assesses the environmental consequences of managing six Wilderness Study Areas (WSAs) as wilderness or nonwilderness, and of managing a parcel adjacent to one of the WSAs as wilderness. The alternatives assessed in this EIS include: (1) a No Wilderness Alternative for each WSA, (2) an All Wilderness Alternative for each WSA, and (3) an Enhanced Wilderness Alternative for the Sand Butte WSA. The six WSAs are listed below with an identification number, acreage, and Proposed Action for each WSA.

WSA Name	WSA Number	Acres of Public Land	Proposed Action
Bear Den Butte	ID-57-14	9,700	No Wilderness Alternative
Little Deer	ID-57-11	33,531	No Wilderness Alternative
Raven's Eye	ID-57-10	67,110	All Wilderness Alternative
Sand Butte	ID-57-8	20,792	Enhanced Wilderness Alternative
Shale Butte	ID-57-2	15,968	No Wilderness Alternative
Shoshone	ID-59-7	6,914	No Wilderness Alternative

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MONUMENT WILDERNESS ENVIRONMENTAL IMPACT STATEMENT

SUMMARY

The purpose of the Proposed Action is to manage and preserve the wilderness characteristics on 87,902 acres in two wilderness study areas (WSAs) and 1,751 acres in a parcel adjacent to one of the WSAs. Another purpose of the Proposed Action is to manage 66,113 acres in four WSAs for non-wilderness uses. This environmental impact statement (EIS) assesses the environmental consequences of managing the six WSAs as wilderness or non-wilderness and managing a parcel of land adjacent to one WSA as wilderness.

The Proposed Action is the result of land use decisions made in the Monument Resource Management Plan (RMP). Alternatives analyzed for each WSA are no wilderness/no action and all wilderness. An enhanced wilderness alternative is analyzed for Sand Butte WSA.

The significant environmental issues developed during the scoping process common to all WSAs are impact on wilderness values, impact on livestock grazing operations, and impact on fire management. The impact on development of locatable minerals is analyzed for Shale Butte WSA. The impact on development of locatable and saleable minerals is analyzed for Shoshone WSA. The impact on recreational off-road vehicle (ORV) and hunting use is analyzed for Raven's Eye WSA and Sand Butte WSA.

Alternatives and Impact Conclusions by WSA

Bear Den Butte WSA

Proposed Action (No Wilderness Alternative). All 9,700 acres of the Bear Den Butte WSA would be recommended unsuitable for wilderness designation.

There would be no significant impact under this alternative. Natural values and opportunities for solitude and primitive recreation would be reduced slightly in portions of the WSA. There would be a 65 animal unit month (AUM) increase in active preference. Existing range developments would be maintained and 0.6 mile of fence would be constructed. Brush control on 1,340 acres would improve ecological condition from poor to fair.

All Wilderness Alternative. All 9,700 acres of the Bear Den Butte WSA would be recommended as suitable for wilderness designation.

The major impacts under this alternative relate to restrictions on fire suppression tactics, increasing costs of maintenance and construction of range developments, and long-term protection of wilderness values.

Wilderness values would receive long-term Congressional protection. Wilderness values would be maintained or enhanced on all 9,700 acres.

Livestock grazing would continue at existing levels. Permittee labor costs for construction, repair, and inspection of range developments would increase by 50 percent. There would be no change in ecological condition.

Full fire suppression including use of pumper trucks and helicopters within the WSA would not occur. Fire size and frequency would not be affected.

Little Deer WSA

Proposed Action (No Wilderness Alternative). All 33,531 acres of the Little Deer WSA would be recommended nonsuitable for wilderness designation.

The primary impact under this alternative is the loss of natural values on 460 acres as a result of brush control and crested wheatgrass seeding.

There would be no significant impact on livestock grazing operations. There would be a 33 AUM increase in active preference. Approximately 107 acres could improve one condition class annually.

There would be no impact on fire management.

All Wilderness Alternative. All 33,531 acres of the Little Deer WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative relate to restrictions on fire suppression activities and the long-term protection of wilderness values.

Wilderness values would receive long-term Congressional protection and would be maintained or enhanced on all 33,531 acres.

Existing livestock grazing practices would continue. There would be an 82 AUM decrease in active preference. Approximately 267 acres could improve one condition class annually.

Full fire suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

Raven's Eye WSA

Proposed Action (All Wilderness Alternative). All 67,110 acres of the Raven's Eye WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative relate to long-term protection of wilderness values, the increased costs of livestock facility maintenance, and restrictions on prescribed burning.

All wilderness values would receive long-term Congressional protection. All wilderness values would be maintained on approximately 65 percent of the WSA. Wilderness values in the remainder of the WSA would be seasonally impacted by grazing related vehicle use.

Recreational ORV use of 500 visitor days would be forgone annually.

Existing livestock grazing practices would continue. There would be a 482 AUM decrease in active preference. Permittee labor costs for range development inspection and maintenance would increase by 25 percent. The 1,000 acres burned could improve one condition class.

Full fire suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

No Wilderness Alternative. All 67,110 acres of the Raven's Eye WSA would be recommended unsuitable for wilderness designation.

The primary impact under this alternative relates to livestock grazing actions reducing wilderness values.

All wilderness values would be maintained on approximately 55 percent of the WSA. Wilderness values on the remainder of the WSA would be lost or reduced by brush control and crested wheatgrass seedings, grazing-related vehicle use, and ORV use.

There would be no impact on recreational ORV and hunting use.

Existing livestock grazing practices would continue. There would be a 120 AUM decrease in active preference. Existing range development inspection and maintenance would continue. A change from poor to seeded ecological condition class would occur on 1,740 acres. Wildfire could result in 250 acres improving one condition class each year.

There would be no impact on fire management.

Sand Butte WSA

Proposed Action (Enhanced Wilderness Alternative). All 20,792 acres of the Sand Butte WSA and an additional 1,751 acres adjacent to the WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative relate to the long-term protection of wilderness values, restrictions on fire suppression, and restrictions on construction of new range developments.

All wilderness values would receive long-term Congressional protection and would be maintained or enhanced on 22,543 acres.

Recreational ORV use of less than 500 visitor days would be forgone annually.

Existing livestock grazing practices would continue. There would be a 422 AUM decrease in active preference. Planned range developments would be built outside the area recommended suitable.

Full fire suppression including use of pumper trucks, helicopters, and bulldozers within the area would not occur.

No Wilderness Alternative. All 20,792 acres of the Sand Butte WSA would be recommended nonsuitable for wilderness designation.

The primary impact under this alternative relates to the effects of grazing operations and additional range developments on wilderness values.

There would be an across-the-board reduction in wilderness values from range developments, grazing-related vehicle use, ORV use, and fire related surface disturbance.

There would be no impact on recreational ORV and hunting use.

Existing livestock grazing practices would continue. There would be a 101 AUM decrease in active preference. Planned range developments would be built within the WSA.

There would be no impact on fire management.

All Wilderness Alternative. All 20,792 acres of the Sand Butte WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative relate to restrictions on fire suppression, restrictions on construction of new range developments, and the long-term protection of wilderness values.

All wilderness values would receive long-term Congressional protection and would be maintained or enhanced on 22,072 acres.

Recreational ORV use of less than 500 visitor days would be forgone annually.

Existing livestock grazing practices would continue. There would be 404 AUM decrease in active preference. Planned range developments would be built outside the WSA.

Full fire suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

Shale Butte WSA

Proposed Action (No Wilderness Alternative). All 15,968 acres of the Shale Butte WSA would be recommended nonsuitable for wilderness designation.

The primary impact under this alternative relates to the reduction of wilderness values from fire suppression, grazing management, and ORV use.

Surface disturbing fire suppression activities, grazing related vehicle use, and ORV use would slightly reduce all wilderness values.

There would be no impact on development of locatable mineral resources. Potential mineral resources would be available for development.

Existing sheep grazing operations would continue. There would be a 40 AUM decrease.

There would be no impact on fire management.

All Wilderness Alternative. All 15,968 acres of the Shale Butte WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative relate to restrictions on fire suppression and long-term protection of wilderness values.

Wilderness values would receive long-term Congressional protection and would be maintained or enhanced on 15,958 acres.

Development of potential mineral resources would be forgone, adversely impacting locatable mineral resources of low potential in the Shale Butte WSA.

Existing sheep grazing operations would continue. There would be a 161 AUM decrease.

Full suppression including the use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

Shoshone WSA

Proposed Action (No Wilderness Alternative). All 6,914 acres of the Shoshone WSA would be recommended nonsuitable for wilderness designation.

The major impacts under this alternative relate to removal of common variety slab lava and the loss of wilderness values.

All wilderness values would be lost on 50 acres of the lava rock community pit and degraded on an additional 400 acres in the surrounding viewshed.

There would be no impact on development of locatable and saleable mineral resources. Potential mineral resources, including approximately 2,000 tons of common variety slab lava, would be available for development.

Existing cattle grazing operations would continue. There would be a 3 AUM decrease.

There would be no impact on fire management.

All Wilderness Alternative. All 6,914 acres of the Shoshone WSA would be recommended suitable for wilderness designation.

The major impacts under this alternative would be the long-term protection of wilderness values and restrictions on fire suppression and development of mineral resources.

Wilderness values would receive long-term Congressional protection and all existing wilderness values would be maintained on 6,914 acres.

Development of potential mineral resources would be forgone. This includes approximately 2,000 tons of common variety slab lava.

Existing cattle grazing operations would continue. There would be a 3 AUM decrease.

Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

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CHAPTER 1

INTRODUCTION AND PLANNING PROCESS

PURPOSE AND NEED

The purpose of the Proposed Action is to preserve wilderness characteristics on 87,902 acres in two wilderness study areas (WSAs) and 1,751 acres in a parcel adjacent to one of the WSAs. Another purpose of the Proposed Action is to manage 66,113 acres in four WSAs for non-wilderness uses.

This environmental impact statement (EIS) assesses the environmental consequences of managing six WSAs as wilderness or non-wilderness, and managing a parcel of land adjacent to one WSA as wilderness.

The Federal Land Policy and Management Act of 1976 (FLPMA) directs the Bureau of Land Management (BLM) to manage the public lands and their resources under the principles of multiple use and sustained yield. Section 603 of FLPMA requires a wilderness review of BLM roadless areas of 5,000 or more acres and roadless islands. The BLM wilderness inventory process identified WSAs which have the mandatory wilderness characteristics of size, naturalness, and outstanding opportunities for solitude and/or primitive recreation. Suitable or nonsuitable wilderness recommendations for each WSA will be presented to the President by the Secretary of the Interior. The President will then make recommendations to the Congress. Areas can be designated wilderness only by an act of Congress. If designated as wilderness, an area would be managed in accordance with the Wilderness Act of 1964.

The six WSAs being studied are within the Monument Planning Area. These study areas are listed in Table 1-1 below.

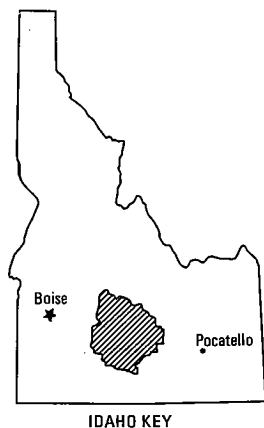
TABLE 1-1

LIST OF WILDERNESS STUDY AREAS

WSA Name	WSA Number	Acres of Public Land	Location by County
Bear Den Butte	ID-57-14	9,700	Blaine, Minidoka
Little Deer	ID-57-11	33,531	Blaine, Lincoln, Minidoka
Raven's Eye	ID-57-10	67,110	Blaine, Lincoln
Sand Butte	ID-57-8	20,792	Lincoln
Shale Butte	ID-57-2	15,968	Lincoln
Shoshone	ID-59-7	6,914	Lincoln

LOCATION

The WSAs are located in south-central Idaho in the BLM's Shoshone District. Map 1 shows the relative location of the WSAs. Map 2 illustrates contiguous WSAs in the Monument Resource Area.

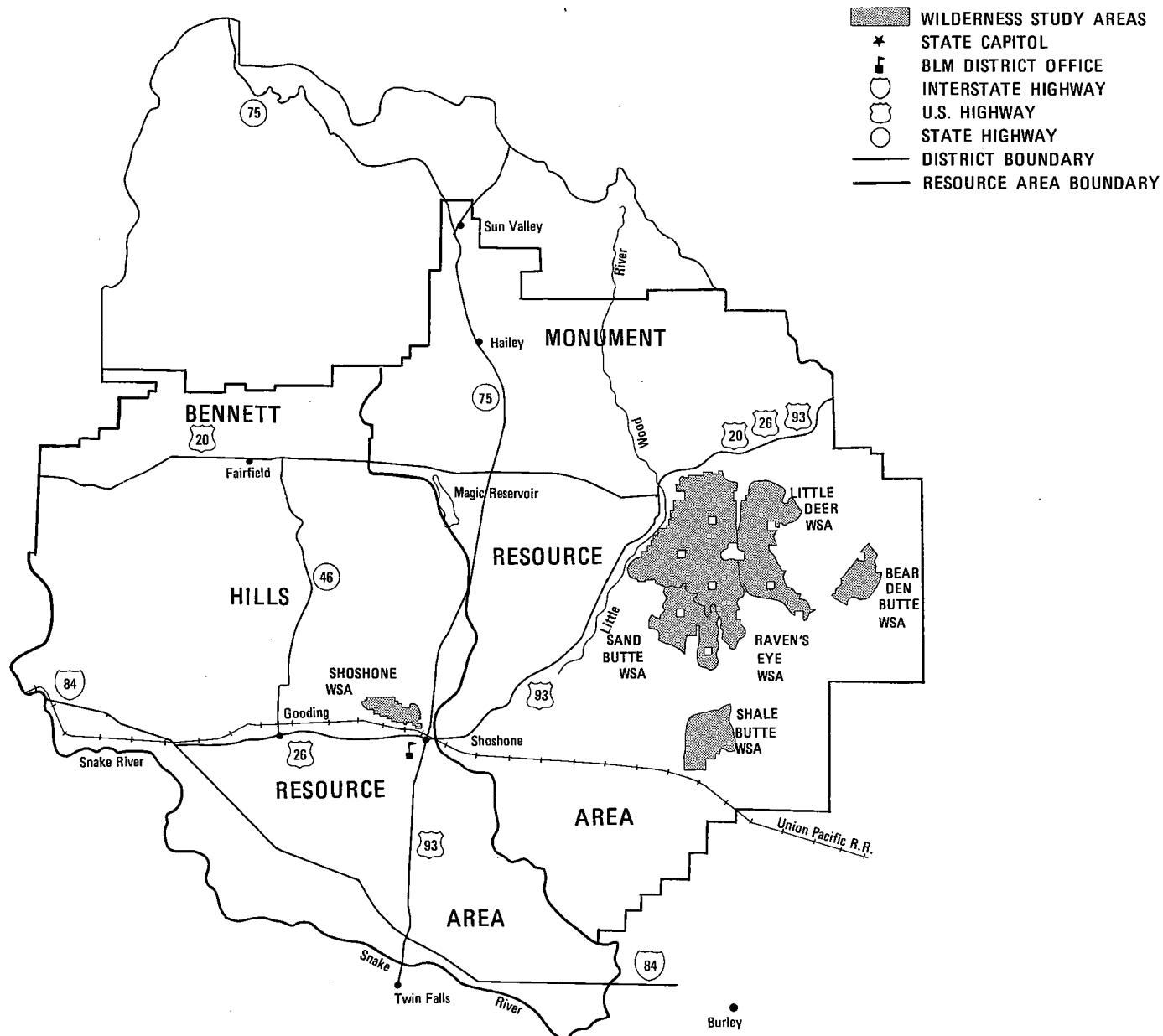


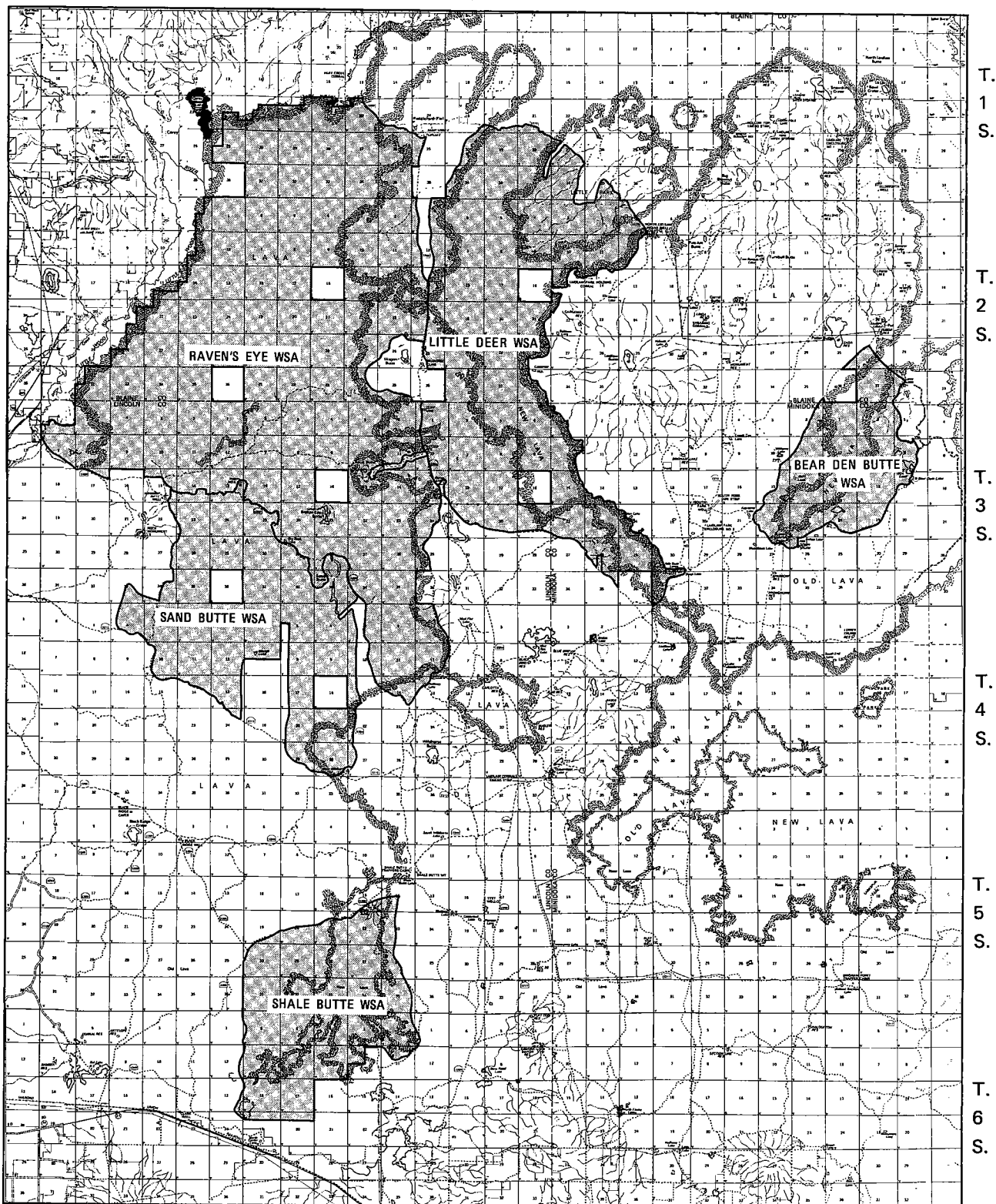
MAP 1

MONUMENT GENERAL LOCATION MAP

WILDERNESS STUDY AREAS (WSA'S)

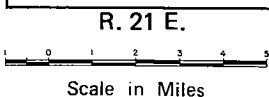
WSA NAME & NUMBER	ACRES
Bear Den Butte (ID-57-14)	9,700
Little Deer (ID-57-11)	33,531
Raven's Eye (ID-57-10)	67,110
Sand Butte (ID-57-8)	20,792
Shale Butte (ID-57-2)	15,968
Shoshone (ID-59-7)	6,914





MAP 2
LOCATION OF CONTIGUOUS WSA'S

WSA BOUNDARY ———
 LAND STATUS — V — PUBLIC LAND
 S — STATE LAND
 P — PRIVATE LAND



R. 21 E.

R. 22 E.

R. 23 E.

R. 24 E.

R. 25 E.

T. 1 S.

T. 2 S.

T. 3 S.

T. 4 S.

T. 5 S.

T. 6 S.

ENVIRONMENTAL ISSUE IDENTIFICATION/SCOPING

Issue identification for the Monument Wilderness EIS was accomplished through the scoping process. Issues were identified by the BLM staff, by the public during formal scoping comment periods, and from comments on the draft Monument Resource Management Plan (RMP) and EIS. During the scoping period there was consultation with the Idaho State Historic Preservation Officer concerning the presence or absence in the WSAs of cultural resources that would be eligible for nomination for listing on the National Register of Historic Places. The U.S. Fish and Wildlife Service was consulted concerning the potential effects of wilderness designation on threatened or endangered species. The environmental issues identified for analysis in this EIS follow.

1. Impact on Wilderness Values. The wilderness values of naturalness, outstanding opportunities for solitude or primitive recreation, and various special features of the WSA could benefit from wilderness designation. The same values could be adversely affected by uses and actions that would occur should the WSAs not be designated wilderness. The significance of these beneficial or adverse impacts is an issue for analysis for all six WSAs addressed in this EIS.
2. Impact on Recreational Off-Road Vehicle and Hunting Use. Wilderness designation would eliminate the use of recreational off-road vehicles (ORVs) in the WSAs and could change hunting access. This could affect the availability of opportunities for ORV recreation and hunting and shift uses currently occurring in the WSAs to adjacent lands.

The impact of wilderness designation on recreational ORV use and hunting is an issue for the Raven's Eye and Sand Butte WSAs because these WSAs are currently receiving over 100 visitor days of hunting and recreational ORV use annually.

The Bear Den Butte, Little Deer, Shale Butte, and Shoshone WSAs receive less than 100 visitor days of hunting and recreational ORV use annually. Elimination of use in these WSAs or shifting the use to surrounding lands would not result in significant impacts and is therefore not analyzed in this EIS.

3. Impact on Development of Mineral Resources. Wilderness designation would affect the development of potential and known mineral resources since designated lands would be withdrawn from mineral entry. Development of existing mineral resources within designated wilderness areas would be affected by wilderness management restrictions. The impact of wilderness designation on the development of locatable minerals in the Shale Butte WSA and locatable and saleable minerals in the Shoshone WSA is an issue because mining claims for locatable minerals have been located within these WSAs. Also, Shoshone WSA has moderate potential for saleable mineral slab lava.

The Bear Den Butte, Little Deer, Raven's Eye, and Sand Butte WSAs have zero or low potential for leasable, locatable, and saleable minerals and have no mining claims or mineral leases. Wilderness designation would not have significant impacts on development of mineral resources in these WSAs and is therefore not analyzed in this EIS.

The Shale Butte and Shoshone WSAs have zero or low potential for leasable minerals and have no mineral leases. Wilderness designation of these WSAs would not have significant impacts on development of leasable minerals and is therefore not analyzed in this EIS.

Shale Butte WSA also has low potential for saleable minerals. Wilderness designation of Shale Butte WSA would not have a significant impact on development of saleable resources and is therefore not analyzed in this EIS.

4. Impact on Livestock Grazing Operations. Wilderness designation could affect livestock operations by changing existing access or by precluding some planned range development projects necessary for utilization of forage at planned levels. The impact of wilderness designation on existing vehicle access and maintenance and construction of range management projects in the WSAs is an issue for analysis in the EIS.
5. Impact on Fire Management. Wilderness designation could affect fire management by precluding some management techniques or by requiring that special techniques be used to control wildfire. The impact of wilderness designation on fire management in the vicinity of the WSAs is an issue for analysis in the EIS.

The following issues were identified in scoping but were not selected for detailed analysis in this EIS. The reasons for setting each of the issues aside are discussed below.

1. Impact of Wilderness Designation on Predator Control. It is perceived by the public that wilderness designation could inhibit efforts to control predator populations. Unchecked, predator populations could cause loss of livestock making livestock operations less profitable. This issue was not analyzed in detail because the BLM's wilderness management policy provides for predator control within designated wilderness areas.
2. Impact of Wilderness Designation on Visitor Safety. Wilderness designation could encourage recreationists to use areas they otherwise would not use because the areas are labeled as wilderness. This could result in inexperienced recreationists being exposed to unfamiliar hazards such as rattlesnakes. This issue was not analyzed because any increase in recreation use due to wilderness designation would be negligible. In addition, hazards associated with recreation use in the WSAs would not be affected by wilderness designation. The hazards would be the same regardless of the areas' status.
3. Economic Impact on Livestock Operations. Wilderness designation could cause livestock operators to modify their operations within designated wilderness areas in a manner that could have adverse economic impacts on their business. This issue was considered but dropped from detailed analysis because the BLM's wilderness management policy provides for the continued use of wilderness areas for livestock operations at historic levels. Although the management

practices of livestock operators in the six WSAs would be more closely regulated, operations would continue as they did prior to wilderness designation subject to reasonable controls. The impact of wilderness designation on livestock operations as a result of curtailment of planned range developments is considered in issue 4, Impacts on Livestock Grazing Operations.

4. Impact on Air Quality Classification. The BLM's Wilderness Management Policy (1981) states that BLM will manage all wilderness areas to comply with the existing air quality classification for that specific area. Neither wilderness designation nor non-designation would cause the air quality classification to change. Therefore, this issue was dropped from further analysis in the EIS.
5. Impact on Cultural Resources. Consultation with the State Historic Preservation Officer during scoping and review of existing inventory information indicated that no cultural sites eligible for nomination for listing on the National Register of Historic Places are known to exist within any of the WSAs. The cultural sites that do exist in the areas are lithic scatters and petroglyphs which would be protected with or without wilderness designation. Because the significance of the cultural sites within the WSAs is low, the issue of impact to cultural resources from wilderness designation was dropped from further analysis.
6. Impact on Water Quality. The issue of how water quality would be affected by wilderness designation or non-designation in each of the WSAs was not analyzed. Livestock use, the primary influence on water quality in these WSAs, would not vary sufficiently with or without wilderness designation to affect water quality in any of the WSAs. Other existing or potential activities, such as logging and mineral development, are absent or affect such a small area that their influence on water quality would be negligible.
7. Impact on Endangered Species. Review of existing wildlife and vegetation inventories and consultation with the U. S. Fish and Wildlife Service did not identify any threatened or endangered species in the WSAs. Therefore, this issue was dropped from further consideration.
8. Impact on State Inholdings. The impact of wilderness designation or non-designation on State land inholdings in WSAs was not analyzed as an issue. This issue was dropped from further consideration because the uses on these lands would not change as a result of designation or non-designation. An additional consideration in dropping this issue is the intention of the BLM, at the request of the State of Idaho, to exchange other public lands outside designated wilderness areas for State land inholdings within designated BLM wilderness areas.
9. Impact on Wildlife. An issue dealing with wildlife in general was considered but not included in this EIS because no specific impact on populations or the habitat of any specific species was identified. Based on the projections of development in the six WSAs, little or no change in wildlife populations or habitat is anticipated with wilderness designation or non-designation.

10. Impact on Diversity Within the National Wilderness Preservation System (NWPS). The issue of how wilderness designation would impact ecologic diversity within the NWPS was not analyzed as an issue. Since all potential natural vegetation types within the WSAs are currently represented in the NWPS, designation of these WSAs as wilderness would not expand ecologic diversity of the system.
11. Impact on Military Overflights. There is no specific prohibition of overflight of wilderness by aircraft. Except in bona fide emergencies, search and rescue efforts, and essential military missions, low flight would be discouraged. Where low overflight is a problem, or expected to become a problem, wilderness management plans will provide for liaison with military authorities (including the Idaho Air National Guard), the Federal Aviation Administration, and pilots in the general area in an effort to reduce low flight.

THE PLANNING PROCESS, SELECTION OF THE PROPOSED ACTION, AND DEVELOPMENT OF ALTERNATIVES

The Planning Process and Selection of the Proposed Action

Development of the Proposed Action is guided by requirements of the Bureau's Planning Regulations. The BLM's Wilderness Study Policy supplements the planning regulations by identifying the specific factors to be considered in developing suitability recommendations during the planning sequence.

The Proposed Action recommends as suitable for wilderness designation those WSAs, or portions of WSAs, with high quality wilderness values. In addition, the Proposed Action would limit conflicts between the wilderness resource, fire management, livestock use, and locatable and saleable minerals. Under the Proposed Action, 89,653 acres would be recommended suitable for wilderness designation including the entire Raven's Eye and Sand Butte WSAs and a 1,751-acre parcel of public land adjacent to the Sand Butte WSA. Under the Proposed Action, 66,113 acres would be recommended as unsuitable for wilderness designation, including the entire Bear Den Butte, Little Deer, Shale Butte, and Shoshone WSAs.

Alternatives to the Proposed Action Selected for Analysis

The BLM Wilderness Study Policy calls for the formulation and evaluation of alternatives ranging from resource protection to resource production. The alternatives analyzed in this EIS include: (1) a No Wilderness Alternative for each WSA, (2) an All Wilderness Alternative for each WSA, and (3) an Enhanced Wilderness Alternative for the Sand Butte WSA.

In this document, the No Action Alternative, as required by the National Environmental Policy Act of 1969, and the No Wilderness Alternative are equivalent. Both recommend the WSA as unsuitable for wilderness designation and prescribe multiple use management of the area in the moderate category (BLM 1986). Lands in the moderate category are to be retained in Federal

ownership with no special limitations or restrictions on the type or intensity of resource use.

Under the All Wilderness Alternative, each WSA is recommended as suitable for wilderness designation.

Alternatives Considered But Dropped From Further Analysis

A Partial Wilderness Alternative was considered but dropped from further analysis for each of the WSAs because no boundary adjustments were identified that would significantly reduce resource conflicts, enhance the quality of the wilderness values, or improve the WSA's manageability.

Little Deer and Raven's Eye WSAs

A Partial Wilderness Alternative was analyzed for the Little Deer and Raven's Eye WSAs in the Draft Monument Resource Management Plan (RMP) EIS (1984). The purpose of the alternate boundaries was resolution of conflicts with range developments proposed under an alternative in the RMP. The alternative selected for implementation in the final RMP did not include the conflicting range developments, so the Partial Wilderness Alternatives are no longer relevant. Therefore, the Partial Wilderness Alternatives are not analyzed in this EIS.

Raven's Eye WSA

A Partial Wilderness Alternative was suggested for this WSA during the public comment period. This alternative was intended to reduce conflicts with potential gold deposits associated with paleo hot springs. This alternative was not analyzed because there is a low potential for location of these deposits in the WSA and there are no mining claims within the WSA.

Other Partial Wilderness Alternatives

Another type of alternative that was considered for analysis and dropped were aggregate alternatives that combined different clusters of WSAs in All Wilderness, No Wilderness, and Enhanced Wilderness alternatives. Because this approach does not change the WSA-specific analysis of these same alternatives for each WSA, it provides no additional analysis. Furthermore, the lack of statewide and regional issues or resource conflicts make aggregate or cluster alternatives unnecessary, so this approach has been dropped from the final EIS.

CHAPTER 2

PROPOSED ACTION AND ALTERNATIVES

Because the pattern of future actions within the WSAs cannot be predicted with certainty, assumptions were defined to facilitate the analysis of impacts under the Proposed Action and alternatives. The assumptions described in this chapter provide the basis for the impacts identified in this EIS. They are not management plans or proposals, but represent feasible scenarios of activities that could occur under each of the alternatives analyzed.

BEAR DEN BUTTE WSA

Proposed Action (No Wilderness Alternative)

All 9,700 acres of public land in the Bear Den Butte WSA would be recommended nonsuitable for wilderness designation (see Map 3).

Livestock Grazing and Range Management Actions

Approximately 5,179 acres would continue to be allotted for livestock grazing. Active preference for livestock is projected to increase from 722 animal unit months (AUMs) to 787 AUMs for sheep and cattle. Sheep camps would be towed by truck to two sheep bed grounds along two short vehicle trails less than 1/8 mile from the WSA boundary. Each bed ground would be used 5 to 15 days per year. Two short fences and a stock water pond would be maintained for livestock management purposes. An additional 0.6 mile of fence would be constructed and 1,340 acres of brush control by prescribed burning would occur within the WSA.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 100 visitor days of ORV use is currently occurring annually in the WSA. This use is projected to remain below 100 visitor days in the long term.

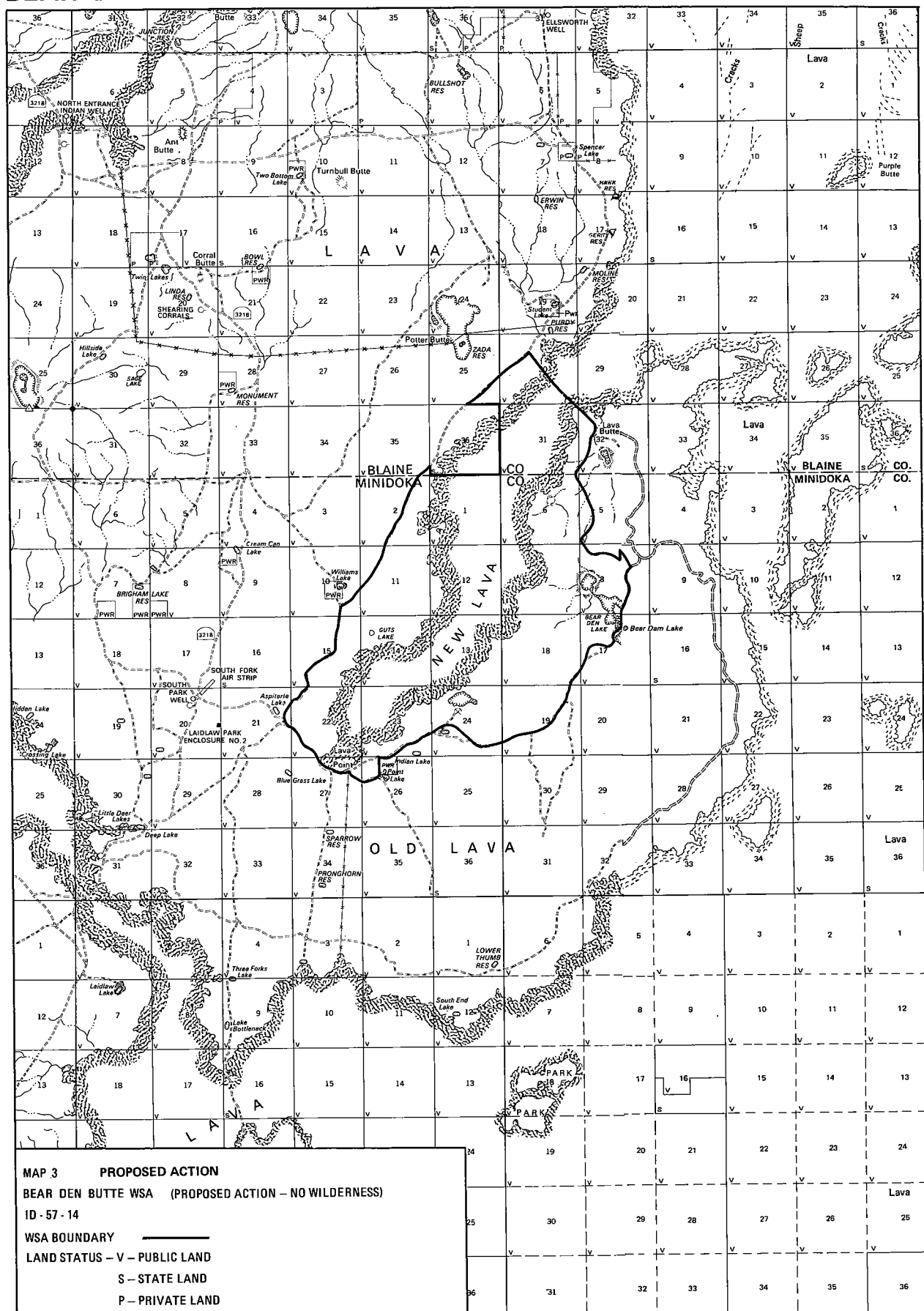
Four vehicle trails (totaling two miles) in the WSA would remain open to recreational ORV use. No additional vehicle trails would be created by recreational ORV use.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.

Other Recreation

The Bear Den Butte WSA would remain open for recreation activities in addition to recreational ORV use. These activities could include camping,

BEAR DEN BUTTE WSA ID - 57 - 14



R. 24 E.

R. 25 E.



hiking, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities exist or are planned in the WSA because of the low use the area receives.

Mineral Resource Actions

The WSA is classified as having zero or low potential for petroleum, locatable, and saleable mineral resources. Therefore, petroleum, locatable, and saleable mineral development is not anticipated. Although the WSA is classified as prospectively valuable for geothermal mineral resources, development or exploration is not anticipated because of lack of industry interest in the area, low potential, and distance from population centers.

Fire Management Actions

During the critical fire season (June through September), all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated young aa lava flow. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Generally, the prevailing southwest winds would push the fire to the northeast against the lava flow where the fire would burn out. Fires would generally be contained within eight hours of being reported and burn less than 100 acres. Fires would occur at this time of year on the average every 20 years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Generally, fires would burn out within one day and burn less than ten acres. Fires would occur outside the critical fire season on the average every 30 years.

All Wilderness Alternative

All 9,700 acres of public land in the Bear Den Butte WSA would be recommended suitable for wilderness designation (see Map 3).

Livestock Grazing and Range Management Actions

Approximately 5,179 acres of the WSA would continue to be allotted for livestock grazing. Livestock active preference would be maintained at the existing level of 722 AUMs for sheep and cattle.

Sheep camps would be towed by truck to two sheep bed grounds along two short vehicle trails less than 1/8 mile from the boundary road. Each bed ground would be used 5 to 15 days per year.

An additional 0.6 mile fence would be constructed within the WSA. All fences (totaling approximately 1.2 miles) in the WSA would be inspected and maintained without vehicles. The stock water pond would be inspected on foot or horseback and maintained with a crawler tractor with a blade every 15 years.

Recreational Off-Road Vehicle Use

The entire WSA would be designated closed to recreational ORV use. A total of two miles of vehicle trails would be closed to recreational ORV use. This action would eliminate less than 100 visitor days annually.

Other Recreation

The Bear Den Butte WSA would be open for non-motorized recreational activities such as camping, hiking, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities or trails exist in the WSA and none are planned because of the low use the area receives.

Mineral Resource Actions

The Bear Den Butte WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. The WSA is classified as having zero or low potential for petroleum, locatable, and saleable minerals. Therefore, no development is anticipated. Although the area is classified as prospectively valuable for geothermal mineral resources, no development is anticipated because of lack of industry interest in the area, low potential, and distance from population centers.

Fire Management Actions

During the critical fire season (June through September), fires would be contained within the WSA's boundaries by backfiring from the boundary road or the lava edge. Generally, prevailing southwest winds would push the fire to the northeast, against the lava flow where the fire would burn out. Fires would generally be contained within eight hours of being reported and burn less than 100 acres. On the average, fires would occur at this time of year every 20 years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would usually burn out within one day and burn less than ten acres. Fires would occur outside the critical fire season on the average of every 30 years.

TABLE 2-1

SUMMARY OF IMPACTS
BEAR DEN BUTTE WSA

Environmental Issue	Proposed Action	
	No Wilderness Alternative	All Wilderness Alternative
Impact on Wilderness Values	The continuation of existing recreational ORV use and livestock management related vehicle use would slightly reduce natural values and opportunities for solitude and primitive recreation in the vegetated areas of the older lava flows along the periphery of the WSA. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.	All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 9,700 acres of the Bear Den Butte WSA. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in less than 10 percent of the WSA. Elimination of vehicle use for access to range developments and elimination of recreational ORV use would slightly enhance wilderness values.
Impact on Livestock Grazing Operations	Existing cattle and sheep grazing practices would continue. The level of grazing use within the WSA would increase by 65 AUMs, or 9 percent. Existing range development maintenance would continue. Construction of 0.6 mile of fence would occur as planned. The 1,340 acres burned for brush control would improve from poor to fair ecological condition in four years. Significant changes in ecological condition from wildfire would not occur.	Grazing use would be maintained at existing levels and existing cattle and sheep grazing practices would continue. Permittee labor costs for construction, repair, and inspection of range developments within the WSA boundaries would increase by 50 percent due to wilderness management restrictions on vehicle use. Prescription burning would not occur so no change in ecological condition would occur.
Impact on Fire Management	There would be no impact on fire management.	Full suppression including use of pumper trucks and helicopters within the WSA would not occur. Fire size and frequency would not be significantly affected.

LITTLE DEER WSA

Proposed Action (No Wilderness Alternative)

All 33,531 acres of public land in the Little Deer WSA would be recommended nonsuitable for wilderness designation (see Map 4).

Livestock Grazing and Range Management Actions

Approximately 11,964 acres would continue to be allotted for livestock grazing. Active grazing preference would change from 599 AUMs to 653 AUMs in the Laidlaw Park Allotment and from 1,028 AUMs to 1,007 AUMs in the Wildhorse Allotment. Sheep camps would be towed by truck a total of 1.5 miles to the three sheep bed grounds within the WSA. The bed grounds would be used a total of 25 to 39 days per year. Two stock water ponds would be maintained for livestock management purposes. Approximately 460 acres of brush control and crested wheatgrass seeding would occur within the WSA.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 100 visitor days of ORV use is currently occurring annually in the WSA. This use is projected to remain below 100 visitor days in the long term.

Five miles of vehicle trails in the WSA would remain open to recreational ORV use. No additional vehicle trails would be created by recreational ORV use.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.

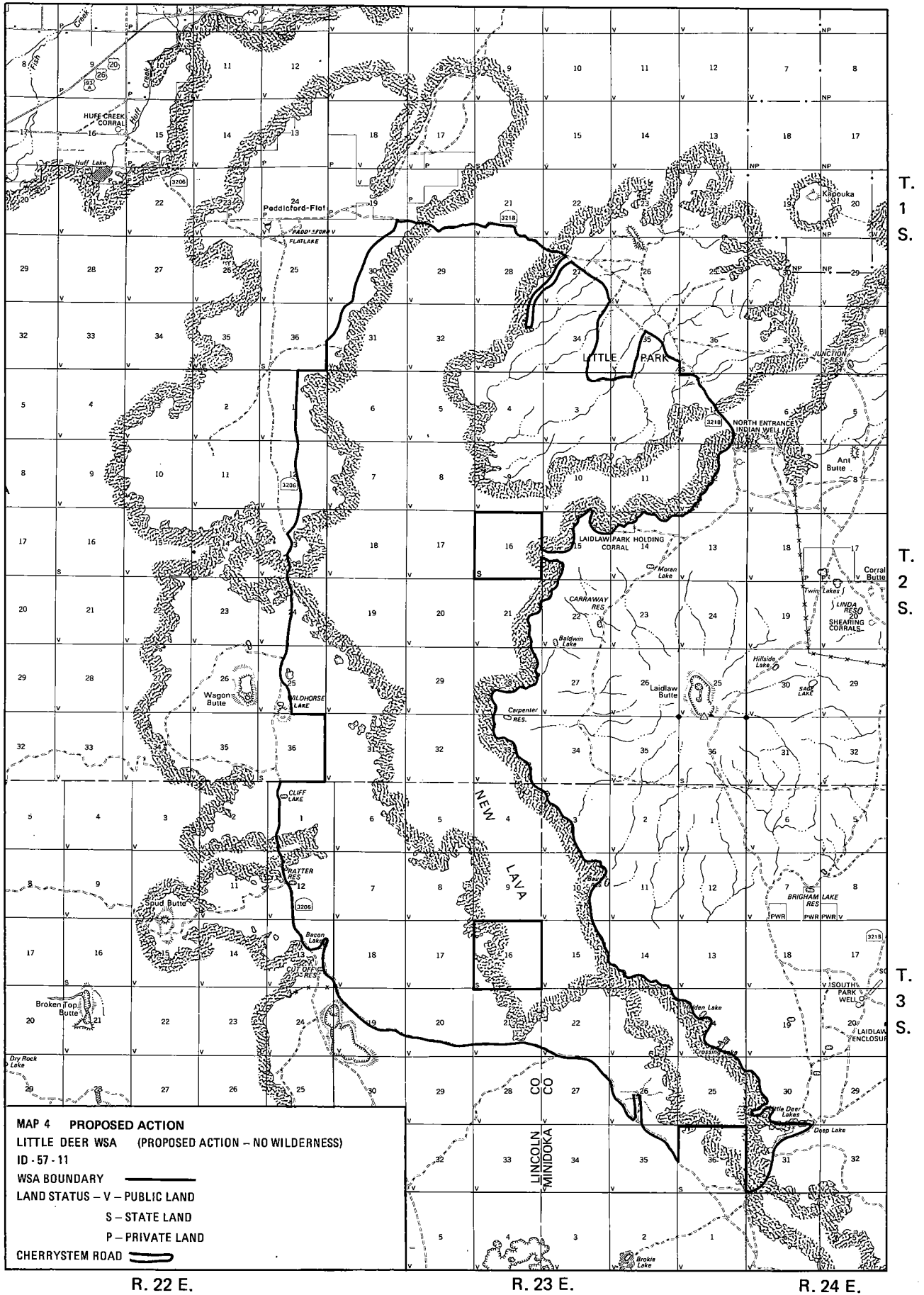
Other Recreation

The Little Deer WSA would remain open for recreation activities in addition to recreational ORV use. These activities could include hiking, camping, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities exist or are planned in the WSA because of the area's existing low use.

Mineral Resource Actions

The WSA is classified as having zero or low potential for leasable, locatable, and saleable mineral resources. Therefore, mineral development is not anticipated.

LITTLE DEER WSA ID - 57 - 11



Fire Management Actions

During the critical fire season (June through September) all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated young aa lava flow. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Generally, fires would be contained within eight hours of being reported and burn less than 800 acres. Fires would occur at this time of year on the average every 7.5 years.

During the remainder of the year, fires in the area would receive limited suppression usually involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would generally burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average every 40 years.

All Wilderness Alternative

All 33,531 acres of public land in the Little Deer WSA would be recommended suitable for wilderness designation (see Map 4).

Livestock Grazing and Range Management Actions

Approximately 11,964 acres of the Little Deer WSA would continue to be allotted for livestock grazing. Active grazing preference would be maintained at the existing level of 599 AUMs for the Laidlaw Park Allotment and would be reduced from 1,028 AUMs to 946 AUMs for the Wildhorse Allotment. Sheep camps would be towed by truck a total of 1.5 miles to the three sheep bed grounds within the WSA. The bed grounds would be used a total of 25 to 39 days per year. Two stock water ponds within the WSA would be maintained with a crawler tractor with a blade every 15 years. No additional range developments would be completed.

Recreational ORV Use

The entire WSA would be designated closed to recreational ORV use. Five miles of vehicle trails would be closed to recreational ORV use. This action would eliminate less than 100 visitor days annually.

Other Recreation

The Little Deer WSA would be open for non-motorized recreational activities such as camping, hiking, and hunting. Annual recreational use for

these activities would remain below 100 visitor days. No recreation facilities or trails exist in the WSA and none are planned because of the existing low use.

Mineral Resource Actions

The Little Deer WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. The WSA is classified as having zero or low potential for leasable, locatable, and saleable minerals. Therefore, no development is anticipated.

Fire Management Actions

During the critical fire season (June through September), fires within the WSA would be contained by backfiring from the WSA's boundary roads. Generally, fires would be contained within one day of being reported and burn less than 2,000 acres. On the average, fires would occur at this time of year every 7.5 years.

During the remainder of the year, fires in the area would receive limited suppression generally involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Typically, fires would burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average of every 40 years.

Management Action to Exchange for State Land

Action would be initiated to acquire through voluntary exchange 1,280 acres of State inholdings.

TABLE 2-2

SUMMARY OF IMPACTS
LITTLE DEER WSA

Environmental Issue	Proposed Action No Wilderness Alternative	All Wilderness Alternative
Impact on Wilderness Values	Natural values would be lost on the 460 acres affected by brush control and crested wheatgrass seeding. Sheep camp related vehicle use and recreational ORV use would slightly reduce opportunities for solitude and primitive recreation. Surface disturbance associated with recreational ORV use would slightly degrade natural values. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.	All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 33,531 acres of the Little Deer WSA. All wilderness values would benefit slightly because of the elimination of ORV use. Acquisition of 1,280 acres of State land inholdings would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely impact opportunities for solitude and primitive recreation from April through mid-June in less than 15 percent of the WSA.
Impact on Livestock Grazing Operations	There would be no significant impact on livestock grazing operations. Existing cattle and sheep grazing practices would continue. The overall level of grazing would increase by 33 AUMs, a 2 percent increase. Existing range development inspection and maintenance procedures would continue. The 460 acres burned and seeded would change from the poor condition class to the seeded class. Wildfire, on an annual basis, would result in 107 acres, 0.3 percent of the WSA, improving one condition class.	Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 82 AUMs, or 5 percent. Range development inspection and maintenance would be adequate. Wildfire, on an annual basis, could result in 267 acres, 0.7 percent of the WSA, improving one condition class.
Impact on Fire Management	There would be no impact on fire management.	Full fire suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

RAVEN'S EYE WSA

Proposed Action (All Wilderness Alternative)

All 67,110 acres of public land in the Raven's Eye WSA would be recommended suitable for wilderness designation (see Map 5).

Livestock Grazing and Range Management Actions

Approximately 30,259 acres would continue to be allotted for livestock grazing. Livestock active preference would be reduced from 3,268 AUMs to 3,007 AUMs for the Wildhorse Allotment and from 614 AUMs to 393 AUMs for the Pagari Allotment.

Sheep camps would be towed by truck approximately 16 miles to the seven sheep bed grounds within the WSA. The bed grounds would be used a total of 43 to 78 days per year.

One five-mile fence and one 0.75-mile fence would be inspected on foot or horseback and repaired with vehicle support. One stock water pond just inside the southeast boundary would be maintained with a crawler tractor with a blade every 15 years. No additional range developments would be constructed in the WSA.

Recreational Off-Road Vehicle Use

The entire WSA would be designated closed to recreational ORV use. Twenty miles of vehicle trails would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

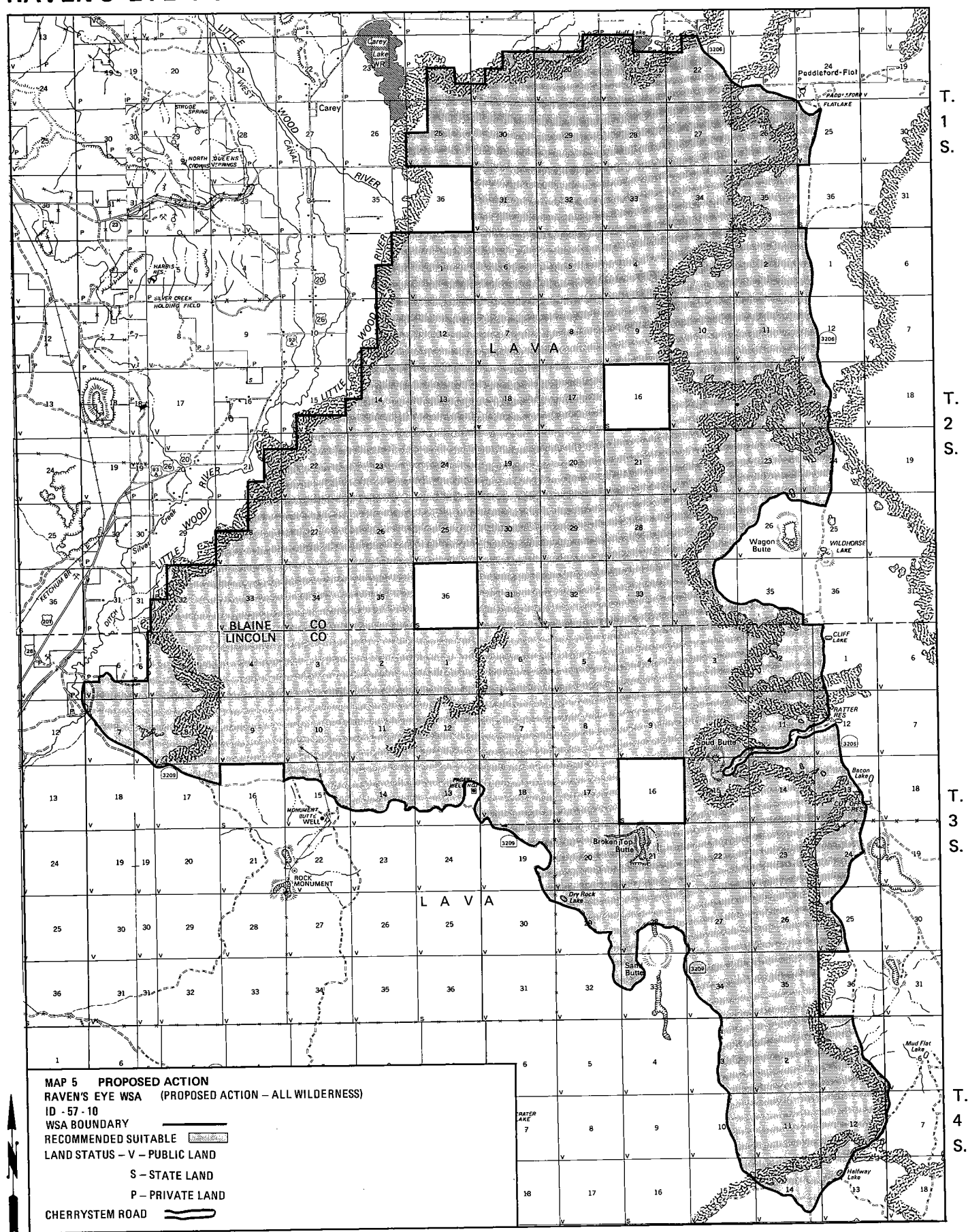
Other Recreation

The Raven's Eye WSA would remain open for non-motorized recreation activities. These activities could include hunting, camping, and hiking. Recreational use for these activities would remain below 500 visitor days annually. No recreation facilities exist or are planned in the WSA because of low visitor use.

Mineral Resource Actions

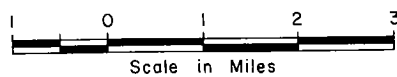
The Raven's Eye WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. The WSA has zero or low potential for leasable, locatable, and saleable mineral resources. Therefore, no development is anticipated.

RAVEN'S EYE WSA ID - 57 - 10



R. 21 E.

R. 22 E.



Fire Management Actions

During the critical fire season (June through September), fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary roads. Generally, fires would be contained within two days of being reported and burn less than 5,000 acres. On the average, fires would occur at this time of year every five years.

During the remainder of the year, fires in the area would receive limited suppression. This would usually involve daily monitoring of each fire to ensure that it is not endangering significant resources or property. Typically, fires would burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average of every 40 years.

Management Action to Exchange for State Land

Action would be initiated to acquire through voluntary exchange 1,920 acres of State land inholdings.

No Wilderness Alternative

All 67,110 acres of public land in the Raven's Eye WSA would be recommended nonsuitable for wilderness designation (see Map 5).

Livestock Grazing and Range Management Actions

Approximately 30,259 acres of the WSA would continue to be allotted for livestock grazing. Livestock active preference would be reduced from 3,268 AUMs to 3,203 AUMs for the Wildhorse Allotment and from 614 AUMs to 559 AUMs for the Pagari Allotment. Sheep camps would be towed by truck a total of 16 miles to the seven sheep bed grounds within the WSA. The bed grounds would be used a total of 43 to 78 days per year. Vehicle access to maintain a holding corral, stock water pond, and 5.75 miles of fence would be permitted. Brush control and seeding would occur on 1,740 acres.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 500 visitor days of ORV use is currently occurring in the WSA annually. Use is projected to remain below 500 visitor days annually in the long term.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above currently levels and impacts would be confined to the existing trails.

Other Recreation

The Raven's Eye WSA would remain open for recreation activities in addition to recreational ORV use. These could include camping, hiking, and hunting. Recreational use for these activities would remain below 500 visitor days annually. No recreation facilities or trails exist in the WSA and none are planned because of the low use the area receives.

Mineral Resource Actions

The WSA is classified as having zero or low potential for leasable, locatable, or saleable mineral resources. Therefore, mineral development is not anticipated.

Fire Management Actions

During the critical fire season (June through September) all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated Craters of the Moon Lava Flow. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas in the southern part of the WSA. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Generally, fires would be contained within one day of being reported and burn less than 1,250 acres. Fires would occur at this time of year on the average every five years.

During the remainder of the year, fires in the area would receive limited suppression. This would usually involve daily monitoring of each fire to ensure that it is not endangering significant resources or property. Typically, fires would burn out within one day and burn less than five acres. Fires will occur outside the critical fire season on the average every 40 years.

TABLE 2-3
SUMMARY OF IMPACTS
RAVEN'S EYE WSA

Environmental Issue	Proposed Action All Wilderness Alternative	No Wilderness Alternative
Impact on Wilderness Values	All wilderness values would be totally maintained in approximately 65 percent of the WSA, including the Craters of the Moon Lava Flow areas and older lava flows in the southeast and southwest parts of the WSA. Wilderness values in the remainder of the WSA would be seasonally impacted by vehicle use related to sheep camps and fence maintenance. Opportunities for solitude and primitive recreation in approximately 30 percent of the WSA would be degraded during the period April through mid-June as a result of sheep camp related vehicle use. All wilderness values in the southern and eastern parts of the WSA would benefit from the elimination of recreational ORV use. Acquisition of 1,920 acres of State land inholdings would enhance natural values and opportunities for solitude.	All wilderness values would be maintained in the young, sparsely-vegetated Craters of the Moon Lava Flow areas of the WSA (about 55 percent of the WSA). Wilderness values in the remainder of the WSA would be reduced by a brush control project, range management related vehicle use, and recreational ORV use. Natural values would be lost on 1,740 acres in the northeast part of the WSA as a result of brush control and drill seeding of crested wheatgrass. Opportunities for solitude and primitive recreation in approximately 30 percent of the WSA would be seriously degraded during the period April through mid-June as a result of sheep camp related vehicle use. Vehicle use to inspect seedings and fences and to maintain fences would also degrade opportunities for solitude and primitive recreation. The surface disturbance and sights and sounds of vehicles associated with recreational ORV use would degrade all wilderness values. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.
Impact on Recreational ORV and Hunting Use	Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.	There would be no impact on recreational ORV and hunting use.
Impact on Livestock Grazing Operations	Existing cattle and sheep grazing practices would continue. The overall level of active grazing preference would decrease 482 AUMs, or 12.4 percent. Range developments would be inspected on foot or horseback and repaired with vehicle support. This would increase the labor cost by 25 percent. Prescribed burning and seeding would not occur. Ecological condition class would be unchanged from land treatment practices. Wildfire, on an annual basis, could result in 1,000 acres, 1.5 percent of the WSA, improving one condition class.	Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 120 AUMs or 4.6 percent. Existing range development inspection and maintenance would continue. Prescribed burning and seeding to mitigate an AUM reduction would occur on 1,740 acres. A change from poor to the seeded ecological condition class would occur on 1,740 acres. Wildfire could result in 250 acres, 0.4 percent of the WSA, improving one condition class each year.
Impact on Fire Management	Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.	There would be no impact on fire management.

SAND BUTTE WSA

Proposed Action (Enhanced Wilderness Alternative)

All 20,792 acres of public land in the Sand Butte WSA and 1,751 acres south of the WSA would be recommended suitable for wilderness designation (see Map 6).

Livestock Grazing and Range Management Actions

The entire Sand Butte WSA and the additional 1,751 acres outside the WSA would continue to be allotted for livestock grazing. The present active grazing preference for the 1,751 acres is 224 AUMs. When added to the 1,848 AUMs within the portion of the Wildhorse Allotment within the WSA, the total is 2,072 AUMs for the Wildhorse Allotment. Grazing preference would change from 2,072 AUMs to 1,906 AUMs for the Wildhorse Allotment and from 712 AUMs to 456 AUMs for the Pagari Allotment. Sheep camps would be towed by truck a total of three miles to the three sheep bed grounds within the area recommended suitable. The bed grounds would be used a total of 20 to 40 days per year. The 6.75-mile allotment boundary fence would be maintained with vehicles. The well, road, pipeline, and troughs planned for the area would be constructed outside the 22,543 acres recommended suitable under this alternative.

Recreational Off-Road Vehicle Use

The entire WSA and the additional acreage recommended suitable would be designated closed to recreational ORV use. Vehicle trails totaling 7.5 miles would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

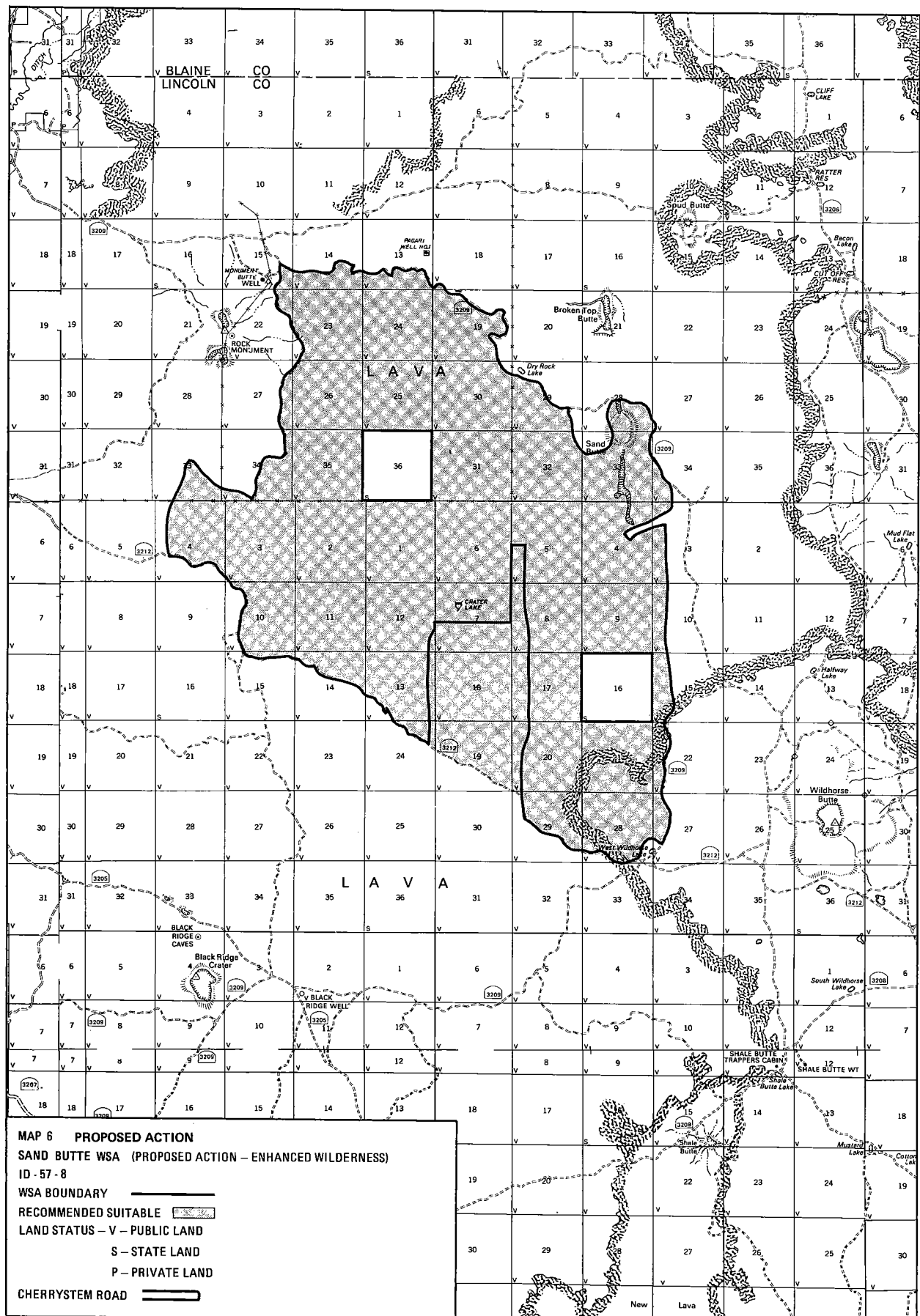
Other Recreation

The Sand Butte WSA and the additional acreage recommended suitable would be open for non-motorized recreational activities including hiking, camping, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities or trails exist in the area recommended suitable and none are planned because of the low use the area receives.

Mineral Resource Actions

The Sand Butte WSA and the additional acreage recommended suitable would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. Since the entire area recommended suitable is classified as having zero or low potential for leasable, locatable, and saleable mineral resources, no development is anticipated.

SAND BUTTE WSA ID - 57 - 8



MAP 6 PROPOSED ACTION
SAND BUTTE WSA (PROPOSED ACTION - ENHANCED WILDERNESS)
ID - 57 - 8
WSA BOUNDARY ———
RECOMMENDED SUITABLE [Symbol]
LAND STATUS - V - PUBLIC LAND
S - STATE LAND
P - PRIVATE LAND
CHERRYSTEM ROAD ———



Fire Management Actions

During the critical fire season (June through September), fires would be contained within the boundaries of the 22,543 acres recommended suitable by backfiring from the boundary roads. Fires would generally be contained within two days of being reported and burn less than 8,000 acres. On the average, fire would occur at this time of year every four years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would usually burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average of every 20 years.

Management Action to Exchange for State Land

Actions would be initiated to acquire through voluntary exchange 1,280 acres of State land in the northwest and southeast parts of the WSA.

No Wilderness Alternative

All 20,792 acres of public land in the Sand Butte WSA would be recommended nonsuitable for wilderness designation (see Map 6).

Livestock Grazing and Range Management Actions

The entire 20,792 acres would continue to be allotted for livestock grazing. Active grazing preference would be reduced from 712 AUMs to 648 AUMs for the Pagari Allotment and from 1,848 AUMs to 1,811 AUMs for the Wildhorse Allotment. Sheep camps would be towed by truck a total of two miles to the two sheep bed grounds within the WSA. The bed grounds would be used a total of 15 to 30 days per year. The 6.75-mile allotment boundary fence would be maintained with vehicles. The well, access road, pipeline, and troughs planned for the area would be constructed within the WSA boundary.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 500 visitor days of ORV use is currently occurring in the WSA annually. This use is projected to remain below 500 visitor days annually in the long term.

Vehicle trails in the WSA, totaling 7.5 miles, would remain open to recreational ORV use. No additional vehicle trails would be created by recreational ORV use.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.

Other Recreation

The Sand Butte WSA would remain open for recreation activities in addition to recreational ORV use. These activities would include hiking, camping, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities exist or are planned in the WSA because of the low use the area receives.

Mineral Resource Actions

The WSA is classified as having zero or low potential for leasable, locatable, and saleable mineral resources. Therefore, mineral development is not anticipated.

Fire Management Actions

During the critical fire season (June through September) all fires within the area would be fully suppressed. Suppression efforts could include back-firing and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, fire lines, and boundary roads. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country. Bulldozers could be used in extreme conditions to remove vegetation from existing fire lines, trails, and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Fires would generally be contained within one day of being reported and burn less than 4,500 acres. Fires would occur at this time of year on the average every four years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Generally, fires would burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average every 20 years.

All Wilderness Alternative

All 20,792 acres of public land in the Sand Butte WSA would be recommended suitable for wilderness designation (see Map 6).

Livestock Grazing and Range Management Actions

The entire Sand Butte WSA would continue to be allotted for livestock grazing. Active grazing preference would be reduced from 712 AUMs to 456 AUMs for the Pagari Allotment and from 1,848 AUMs to 1,700 AUMs for the Wildhorse Allotment. Sheep camps would be towed by truck a total of two miles to the two sheep bed grounds within the WSA. The bed grounds would be used a total of 15 to 30 days per year. The existing 6.75 miles of fence within the WSA would be maintained using vehicles. A well, road, pipeline, and two troughs would be constructed outside the WSA.

Recreational ORV Use

The entire WSA would be designated closed to recreational ORV use. Vehicle trails totaling 7.5 miles would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

Other Recreation

The Sand Butte WSA would be open for non-motorized recreational activities including hiking, hunting, and camping. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities or trails exist in the WSA and none are planned because of the low use the area receives.

Mineral Resource Actions

The Sand Butte WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. The WSA has zero or low potential for leasable, locatable, and saleable mineral resources. Therefore, no development is anticipated.

Fire Management Actions

During the critical fire season (June through September), fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary roads. Fires would generally be contained within two days of being reported and burn less than 8,000 acres. On the average, fires would occur at this time of year every four years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would usually burn out within one day and burn less than five acres. Fires would occur outside the critical fire season on the average of every 20 years.

Management Action to Exchange for State Land

Action would be initiated to acquire through voluntary exchange 1,280 acres of State land in the northwest and southeast parts of the Sand Butte WSA.

TABLE 2-4
SUMMARY OF IMPACTS
SAND BUTTE WSA

Environmental Issue	Proposed Action Enhanced Wilderness Alternative	No Wilderness Alternative	All Wilderness Alternative
Impact on Wilderness Values	All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 22,543 acres recommended suitable for designation. All wilderness values would benefit slightly from the elimination of recreational ORV use. Acquisition of 1,280 acres of State land inholdings would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in less than 10 percent of the WSA.	Surface disturbance associated with construction of new range developments in the WSA (1.75 miles of pipeline, two troughs, a well, and 1.8 miles of road) would degrade apparent naturalness. Vehicle use to inspect and maintain range developments and to haul and service sheep camps would degrade opportunities for solitude and primitive recreation in the spring and fall. Recreational ORV use would degrade all wilderness values. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. Surface disturbing fire suppression activities would moderately degrade apparent naturalness.	All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 20,792 acres of the Sand Butte WSA. All wilderness values would benefit slightly from the elimination of recreational ORV use. Acquisition of 1,280 acres of State land inholdings would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in approximately 10 percent of the WSA.
Impact on Recreational ORV and Hunting Use	Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.	There would be no impact on recreational ORV and hunting use.	Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.
Impact on Livestock Grazing Operations	Existing cattle and sheep grazing practices would continue. The overall level of active grazing preference would decrease 422 AUMs, or 15.2 percent. A 1.75-mile pipeline with troughs and a stock water well and access road would be built outside the boundaries of the area recommended suitable. Ecological condition class would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.	Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 101 AUMs, or 3.9 percent. Vehicle use to inspect and maintain a 6.75 mile allotment boundary fence would continue. A 1.75-mile pipeline with troughs and livestock water well and access road would be built. Ecological condition class would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.	Existing cattle and sheep grazing practices would continue. The overall level of active grazing preference would decrease 404 AUMs, or 15.8 percent. Inspection of a 6.75-mile allotment boundary fence would be on foot or horseback with motorized vehicle support for repairs. A 1.75-mile pipeline with troughs and a stockwater well and access road would be built outside the WSA boundaries. Ecological condition class would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.
Impact on Fire Management	Full suppression including use of pumper trucks, helicopters, and bulldozers within the area would not occur.	There would be no impact on fire management.	Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

SHALE BUTTE WSA

Proposed Action (No Wilderness Alternative)

All 15,968 acres of public land in the Shale Butte WSA would be recommended nonsuitable for wilderness designation (see Map 7).

Livestock Grazing and Range Management Actions

All 15,968 acres would continue to be allotted for livestock grazing. Livestock active preference is projected to be reduced from 2,014 AUMs to 1,974 AUMs for the Wildhorse Allotment. Sheep camps would be towed by truck a total of three miles to three sheep bed grounds within the WSA. The bed grounds would be used a total of 30 to 45 days per year. There are no structural range developments that would have to be maintained for livestock management purposes. No additional range developments would be constructed in the WSA.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 100 visitor days of ORV use is currently occurring annually in the WSA. This use is projected to remain below 100 annual visitor days in the long term.

Four miles of vehicle trails in the WSA would remain open to recreational ORV use. No additional vehicle trails would be created by recreational ORV use.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.

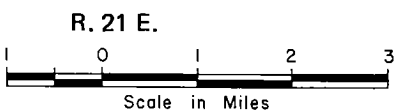
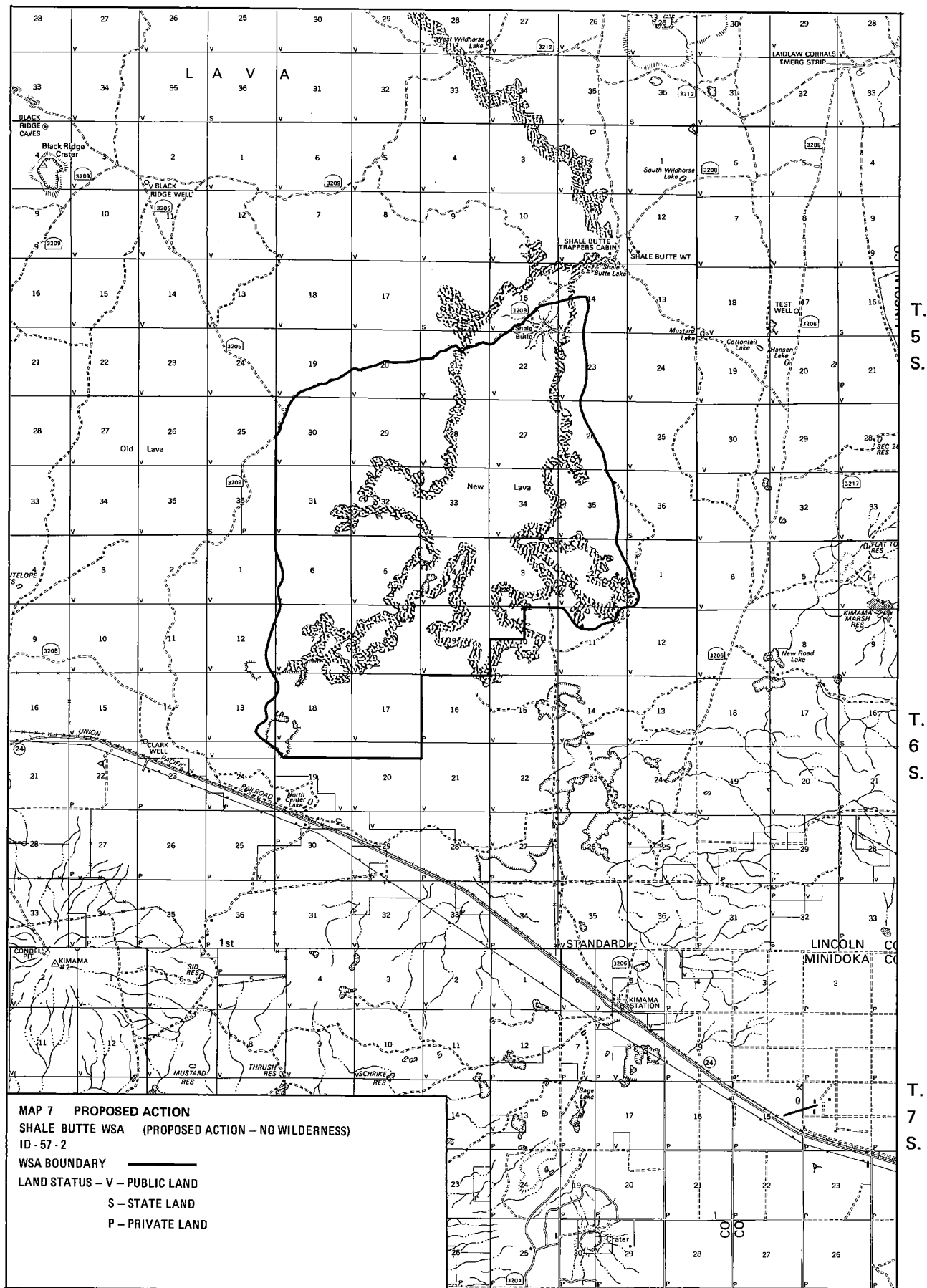
Other Recreation

The Shale Butte WSA would remain open for recreation activities in addition to recreational ORV use. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities exist or are planned in the WSA because of the low use the area receives.

Mineral Resource Actions

The WSA is classified as having zero or low potential for leasable, locatable, and saleable mineral resources. Therefore, mineral development is not anticipated.

SHALE BUTTE WSA ID - 57 - 2



Fire Management Actions

All fires within the area would be fully suppressed throughout the year. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of exposed lava formations. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in the soil-covered areas in most of the WSA. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Fires would generally be contained within one day of being reported and would usually burn less than 7,000 acres. Fires would occur on the average every four years.

All Wilderness Alternative

All 15,968 acres of public land in the Shale Butte WSA would be recommended suitable for wilderness designation (see Map 7).

Livestock Grazing and Range Management Actions

The entire Shale Butte WSA would continue to be allotted for livestock grazing. Active grazing preference would be reduced from 2,014 AUMs to 1,853 AUMs for the Wildhorse Allotment. Sheep camps would be towed by truck a total of three miles to three sheep bed grounds within the WSA. The bed grounds would be used a total of 30 to 45 days per year. There are no structural range developments that have to be maintained within the WSA.

Recreational Off-Road Vehicle Use

The entire WSA would be designated closed to recreational ORV use. Four miles of vehicle trails would be closed to recreational ORV use. The closure would eliminate less than 100 visitor days annually.

Other Recreation

The Shale Butte WSA would be open for non-motorized recreational activities including camping, hiking, and hunting. Recreational use for these activities would remain below 100 visitor days annually. No recreation facilities or trails exist in the WSA and none are planned because of the low use the area receives.

Mineral Resource Actions

Subject to valid existing rights, the Shale Butte WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws.

The WSA has zero or low potential for leasable, locatable, or saleable mineral resources. Therefore, no development is anticipated. There are approximately 320 acres of mining claims within the WSA. These claims would be examined to determine validity. It is unlikely the claims would be valid because of the lack of a point of discovery and the low quality of the mineral resource.

Fire Management Actions

All fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary roads. Fires would generally be contained within two days of being reported and would burn less than 15,000 acres. On the average, fires would occur every four years.

TABLE 2-5

SUMMARY OF IMPACTS
SHALE BUTTE WSA

Environmental Issue	Proposed Action	
	No Wilderness Alternative	All Wilderness Alternative
Impact on Wilderness Values	Surface disturbing fire suppression activities would moderately degrade apparent naturalness. Sheep camp related vehicle use would adversely impact opportunities for solitude and primitive recreation from April through mid-June in 15 percent of the WSA. Recreational ORV use would slightly reduce all wilderness values. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.	All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 15,958 acres of the Shale Butte WSA. All wilderness values would benefit slightly because of the elimination of ORV use. Sheep camp related vehicle use would adversely impact opportunities for solitude and primitive recreation in approximately 15 percent of the WSA from April through mid-June.
Impact on Development of Locatable Mineral Resources	There would be no impact on development of locatable mineral resources. Potential mineral resources would be available for development.	Development of potential mineral resources would be forgone, adversely affecting locatable mineral resources of low potential in the Shale Butte WSA.
Impact on Livestock Grazing Operations	Existing sheep operating procedures would continue. The level of grazing use would decrease 40 AUMs, or 2 percent. Ecological condition class would remain unchanged.	Existing sheep operating procedures would continue. The level of grazing use would decrease 161 AUMs, or 8 percent. Ecological condition class would remain unchanged.
Impact on Fire Management	There would be no impact on fire management.	Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

SHOSHONE WSA

Proposed Action (No Wilderness Alternative)

All 6,914 acres of public land in the Shoshone WSA would be recommended nonsuitable for wilderness designation (see Map 8).

Livestock Grazing and Range Management Actions

Approximately 983 acres would continue to be allotted for livestock grazing. Active grazing preference is projected to be maintained at 150 AUMs for the Lagoon Allotment and 8 AUMs for the Quail Allotment. Active grazing preference would be reduced from 12 AUMs to 9 AUMs for the Big Wood Allotment. There are no range developments within the WSA requiring maintenance using vehicles.

Recreational Off-Road Vehicle Use

The lands within the WSA would remain open to recreational ORV use. Less than 50 visitor days of ORV use is currently occurring in the WSA annually. This use is projected to remain below 50 annual visitor days in the long term.

One mile of vehicle trail in the WSA would remain open to recreational ORV use. No additional vehicle trails would be created by recreational ORV use.

Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.

Other Recreation

The Shoshone WSA would remain open for recreation activities in addition to recreational ORV use. Recreational use for these activities would remain below 50 visitor days annually. No recreation facilities exist or are planned in the WSA because of the low use the area receives.

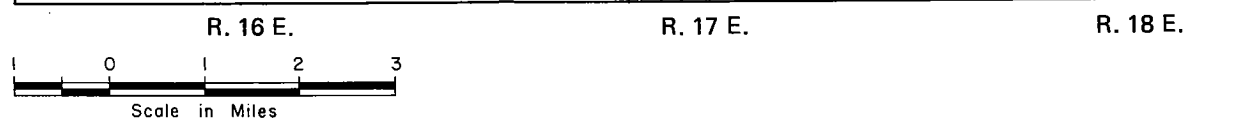
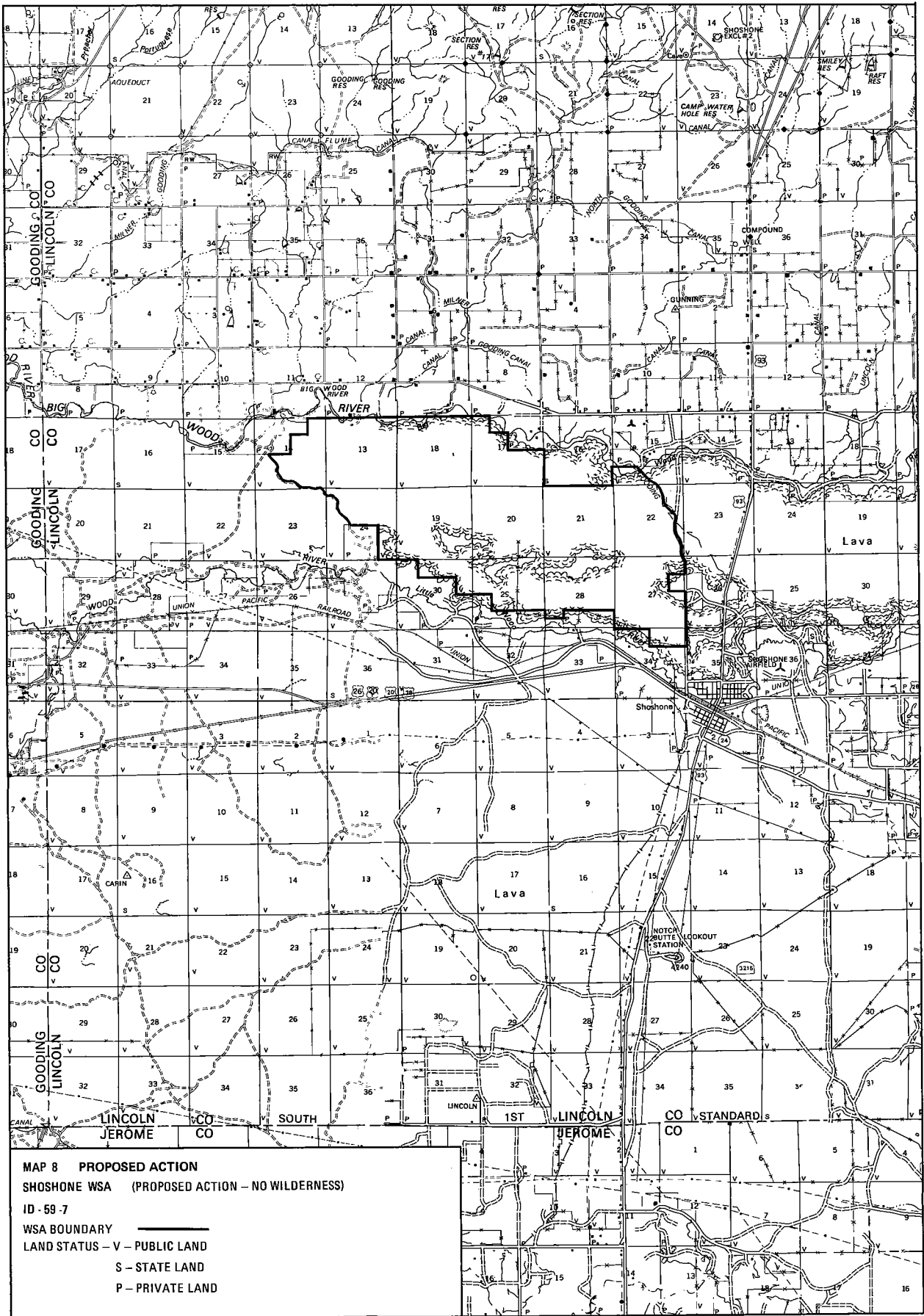
Mineral Resource Actions

The WSA is classified as having zero or low potential for leasable or locatable mineral resources. Therefore, leasable or locatable mineral development is not anticipated.

There are 925 acres of mining claims within the WSA. These claims would be examined to determine validity. It is unlikely the claims would be valid.

The WSA has moderate potential for slab lava. A community pit for slab lava could be opened on 50 acres along the eastern edge of the WSA.

SHOSHONE WSA ID - 59-7



Fire Management Actions

During the critical fire season (June through September), all fires within the area would be fully suppressed. Suppression efforts could include back-firing and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along the river's edge, private property, existing trails, boundary roads, and the edges of the sparsely-vegetated recent lava flow. Pumper trucks would be used on existing trails and boundary roads, but cross-country use would be limited. Bulldozer use would also be limited, but could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines in soil covered areas. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Fires would generally be contained within six hours of being reported and burn less than 150 acres. Fires would occur at this time of year on the average every five years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would generally burn out within one day and burn less than one acre. Fires would occur outside the critical fire season on the average every 30 years.

All Wilderness Alternative

All 6,914 acres of public land in the Shoshone WSA would be recommended as suitable for wilderness designation (see Map 8).

Livestock Grazing and Range Management Actions

Approximately 983 acres of the Shoshone WSA would continue to be allotted for livestock grazing. Active grazing preference would be maintained at the existing level of 150 AUMs for the Lagoon Allotment and 8 AUMs for the Quail Allotment, but reduced from 12 AUMs to 9 AUMs for the Big Wood Allotment. There are no range developments within the WSA requiring maintenance by vehicles.

Recreational Off-Road Vehicle Use

The entire WSA would be designated closed to recreational ORV use. One mile of vehicle trail would be closed to recreational ORV use. The closure would eliminate less than 5 visitor days annually.

Other Recreation

The Shoshone WSA would be open for non-motorized recreational activities. Recreational use for these activities would remain below 50 visitor days annually. No recreation facilities or trails exist in the WSA and none are planned because of the low use the area receives.

Mineral Resource Actions

Subject to valid existing rights, the Shoshone WSA would be withdrawn from all forms of appropriation under the mining and mineral leasing laws. The WSA has zero or low potential for leasable or locatable mineral resources. Therefore, no development is anticipated. The WSA has moderate potential for slab lava. There are an estimated 2,000 tons of slab lava within the WSA. There would be no lava sales from the WSA. There are approximately 925 acres of mining claims within the WSA. These claims would be examined to determine validity. It is unlikely the claims would be valid.

Fire Management Actions

During the critical fire season (June through September), fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary road, river's edge, or private property. Generally, fires would be contained within one day of being reported and burn less than 1,000 acres. On the average, fires would occur at this time of year every five years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Fires would usually burn out within one day and burn less than one acre. Fires would occur outside the critical fire season on the average of every 30 years.

TABLE 2-6
SUMMARY OF IMPACTS
SHOSHONE WSA

Environmental Issue	Proposed Action No Wilderness Alternative	All Wilderness Alternative
Impact on Wilderness Values	All wilderness values would be lost on the 50 acres of the lava rock community pit. Wilderness values would be degraded on an additional 400 acres or less in the surrounding viewshed. Lava rock removal would degrade wilderness values on approximately 6.5 percent of the Shoshone WSA. Low use vehicle trails would be maintained by ORV travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails.	Wilderness values would receive long-term Congressional protection. All existing wilderness values would be maintained on 6,914 acres.
Impact on Development of Locatable and Saleable Mineral Resources	There would be no impact on development of locatable and saleable mineral resources. Potential mineral resources, including approximately 2,000 tons of common variety slab lava, would be available for development.	Development of potential mineral resources would be forgone. This includes approximately 2,000 tons of common variety slab lava.
Impact on Livestock Grazing Operations	Existing cattle operating procedures would continue. The level of grazing use would decrease 3 AUMs, or 1.8 percent. Ecological condition class would remain unchanged.	Existing cattle operating procedures would continue. The level of grazing use would decrease 3 AUMs, or 1.8 percent. Ecological condition class would remain unchanged.
Impact on Fire Management	There would be no impact on fire management.	Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

CHAPTER 3

AFFECTED ENVIRONMENT

BEAR DEN BUTTE WSA

General Characteristics

The Bear Den Butte WSA is characterized by two distinct land forms. The edges of the WSA are composed of an older lava flow covered by wind deposited soils up to five feet deep. The topography is flat to gently rolling broken by occasional buttes and dry lakes. In the center of the WSA, a young aa flow overlies this rolling topography. The aa lava flow has clinkery and jagged surfaces and contains a variety of holes, blisters, pressure ridges, and collapse features. Elevations in the WSA range from 5,104 feet at Bear Den Butte to 4,580 feet in the WSA's southwest corner.

Vegetation varies with the topography. The soil covered older lava flow is dominated by brush with grasses and forbs interspersed. The young lava flow supports almost no vegetation.

Land Status

The Bear Den Butte WSA contains 9,700 acres of public land. There are no inholdings within the WSA. The WSA is separated from the Great Rift WSA by a road.

Wilderness Values

Naturalness

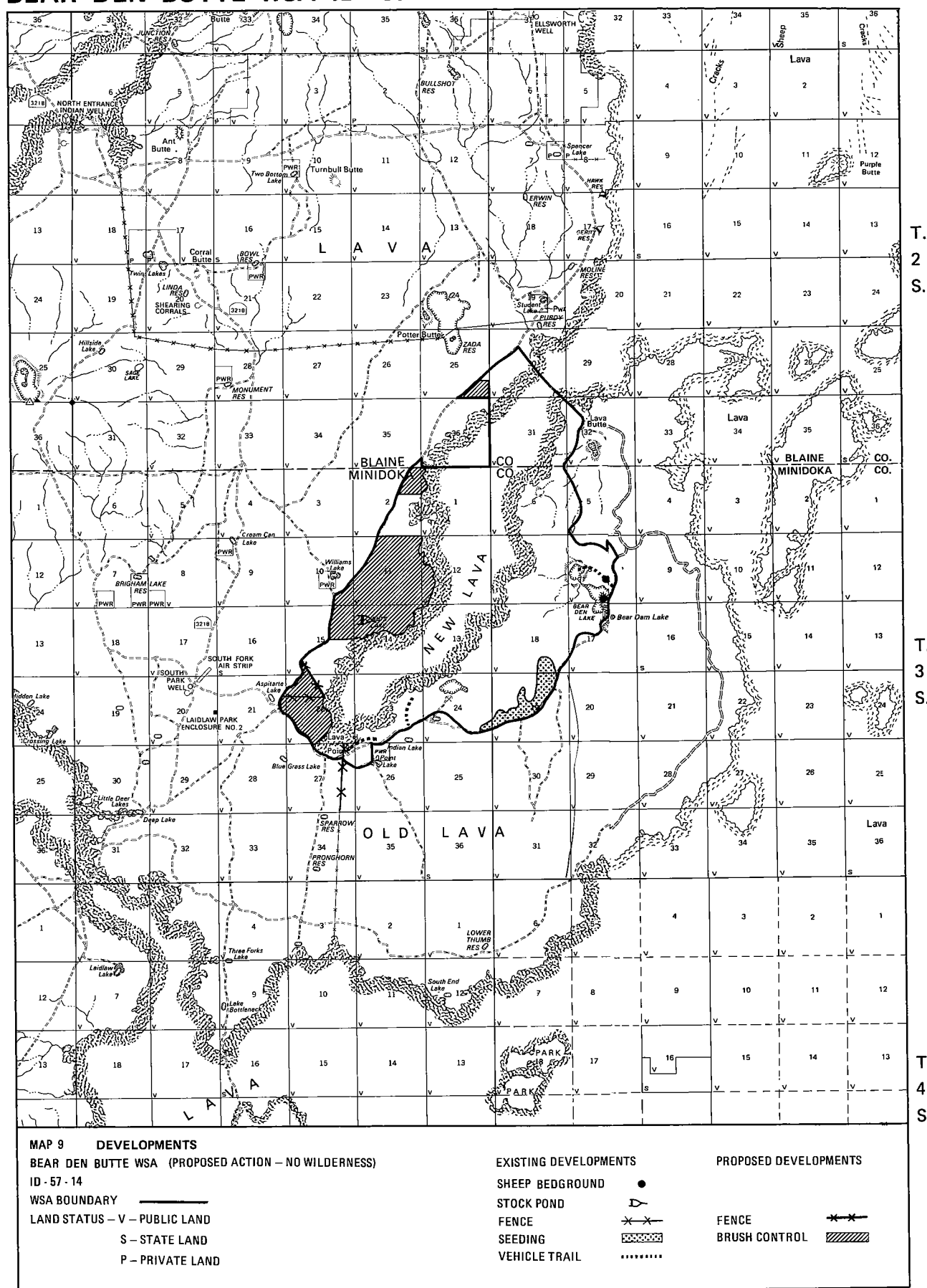
The WSA is natural in appearance. The majority of the WSA is unaffected by the works of man. Four vehicle trails (total length of two miles), two short fences (totalling less than one mile), 100 acres of fire rehabilitation seeding, and a stock water pond are the only imprints of man in the WSA (see Map 9). These developments are well screened by vegetation and topography.

Solitude

The WSA provides outstanding opportunities for solitude. The area's topographic variety, vegetation, remoteness, and proximity to the Great Rift WSA combine to provide numerous outstanding opportunities for solitude.

A boundary road surrounds the WSA. Vehicles on this road are visible from the fringe of the WSA. The boundary road and any traffic on it can also be seen or heard from the WSA's higher elevations. The impact of the road is insignificant in the area as a whole.

BEAR DEN BUTTE WSA ID - 57 - 14



R. 24 E.

R. 25 E.



Primitive and Unconfined Recreation

The Bear Den Butte WSA provides a variety of recreation opportunities. The rugged volcanic features and desert environment of the WSA provide outstanding opportunities for camping, hiking, and hunting. Recreational use of the WSA is estimated at less than 100 visitor days annually. The combination of rugged terrain and lack of water facilities or destination spots probably accounts for the low visitor use figures. Visitation to the area usually occurs in the spring and fall.

Special Features

The new lava flow has scientific and educational values. The young flow offers opportunities to study primary succession, vegetation indigenous to new lava, and geologic features of lava flows. These values are not any more significant or important than can be found on other public lands nearby.

Other Recreational Uses

The WSA provides limited opportunities for other recreational uses. There are no developed trails or recreational facilities within the WSA. The WSA's rough lava terrain and lack of destination points limits recreational ORV use to less than 100 visitor days annually.

Mineral Resources

The Bear Den Butte WSA has zero petroleum potential (Miller 1983). Although the WSA is classified as prospectively valuable for geothermal resources (BLM 1985), further study indicates the WSA has low potential based on indirect evidence and mineral data (Fredrickson and Fernette 1983).^{*} The WSA has low potential for locatable and saleable minerals.

The mineral estates in the WSA are in Federal ownership and are open to mineral entry. There are no mining claims or mineral leases within the WSA.

Livestock Grazing

The Bear Den Butte WSA is partially allotted for livestock grazing. Fifty-three percent (5,179 acres) of the WSA has been classified as suitable for livestock grazing. The remaining 47 percent (4,521 acres) is recent basalt flow not suitable for livestock use. All suitable acres are within the Laidlaw Park Allotment.

The portion of the Bear Den Butte WSA within the Laidlaw Park Allotment presently has 722 AUMs of livestock forage allocated to cattle and sheep. See Table 3-1 below.

^{*}Lawrence Dee 1986: personal communication

A proposed 9 percent increase in active preference for the Laidlaw Park Allotment is dependent upon the implementation of a number of range developments throughout the entire allotment. Without the developments, active preference would be maintained at existing levels. Planned developments (fencing and brush control) within the WSA boundary are described later in this section.

TABLE 3-1

EXISTING LIVESTOCK GRAZING SITUATION
BEAR DEN BUTTE WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Laidlaw Park	Cattle	390	April 16 to June 23
	Sheep	332	April 16 to June 15 October 16 to December 15

Two sheep bed grounds are located within the WSA between Bear Den Butte and the WSA's east boundary road (see map 9). Vehicles are used to tow sheep camps to the bed grounds and to routinely deliver supplies to sheepherders (see Table 3-2).

TABLE 3-2

SHEEP BED GROUNDS
BEAR DEN BUTTE WSA

Location	Allotment	Access Across WSA	Annual Use
T. 3 S., R. 25 E. Sec. 8: NW¼SE¼	Laidlaw Park	1/8 mile vehicle trail	5 to 15 days
T. 3 S., R. 25 E. Sec. 8: SW¼SE¼	Laidlaw Park	1/8 mile vehicle trail	5 to 15 days

Range developments within the WSA include one short stretch of fence (100 feet), one fence 0.6 mile long, 100 acres of fire rehabilitation seeding, and a stockwater pond (Guts Lake) (see Map 9). Maintenance of the fences requires the use of motorized vehicles twice each year. The seeding requires inspection once every three years, however, the road forming the southeast boundary of the WSA is sufficient for this purpose. The stockwater pond requires inspection every five years. Vehicle access to the pond is approximately 0.5 mile cross-country from the west boundary road. Every 15 years, the pond must be cleaned out using a crawler tractor with blade.

Additional range developments planned within the Bear Den Butte WSA are 0.6 mile of fence and 1,340 acres of brush control by prescribed burning (see

Map 9). The fence is needed to better control and distribute cattle. The brush control is required to improve the distribution of both sheep and cattle on areas completely dominated by sagebrush.

Table 3-3 shows the ecological condition class for the Bear Den Butte WSA.

TABLE 3-3

ECOLOGICAL CONDITION CLASS
BEAR DEN BUTTE WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
4,521 <u>1/</u>	0	720	4,359	100	9,700

1/ Recent lava flow, while mostly devoid of vegetation, is considered to be in excellent ecological condition. The early primary successional stage is a natural occurrence separate from man's activities.

Fire Management

The Bear Den Butte WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a moderate priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been no fires within the WSA boundary. Two lightning-caused fires outside the WSA were stopped at the existing boundary roads.

Generally, fire suppression efforts in the area include full suppression from June through September. Although full suppression could include use of pumpers on vegetated older lava flow areas, back-firing from boundary roads and the edges of recent lava flows should be adequate to contain all fires. The prevailing southwest winds would generally push the fires to the northeast against the recent lava flow where the fire burns out.

During the remainder of the year, fires in the area receive limited suppression. This usually involves daily monitoring of each fire to ensure that it is not endangering significant resources or property.

LITTLE DEER WSA

General Characteristics

The Little Deer WSA is characterized by two distinct land forms. The southwest margin and the northeast corner of the WSA are composed of an older lava flow covered by wind-deposited soils up to five feet deep. This terrain is gently rolling with little topographic relief. The remaining two-thirds of the WSA is covered with an extremely rugged, young aa lava flow with a clinkery, jagged, broken surface. Although elevations only range from 4,600 to 5,030 feet, there is tremendous topographic variety within the aa flow.

Vegetation varies with the land forms. The soil-covered older lava flow is dominated by brush with grasses and forbs interspersed. The brush canopy averages four feet. Vegetation is sparse on the young lava flow.

Land Status

The Little Deer WSA contains 33,531 acres of public land. There are two State land inholdings, totalling 1,280 acres, within the WSA. Portions of the WSA are separated from the Great Rift WSA and the Raven's Eye WSA by roads.

Wilderness Values

Naturalness

The WSA is natural in appearance. The majority of the WSA is unaffected by the works of man. Eight short vehicle trails, with a total length of approximately 5.1 miles, are located within the WSA. Short, bladed fire lines are spaced intermittently in the west-central part of the WSA. Vegetation is growing in the center of most of these vehicle trails and on the fire lines which greatly reduces their visual impact. Two small livestock water ponds, Carpenter Reservoir and Cliff Lake, and a big-game wildlife guzzler are also located within the WSA. Approximately one-half acre around the guzzler is fenced (see Map 10).

Solitude

The WSA provides outstanding opportunity for solitude. The area's size, rugged topography, vegetation, remoteness, and proximity to the Great Rift WSA combine to provide numerous outstanding opportunities for solitude. Traffic on the boundary road along the WSA's western margin is visible from a small portion of the WSA. The road's impact on the WSA's outstanding opportunities for solitude is insignificant in the area as a whole.

MAP 10 DEVELOPMENTS

LITTLE DEER WSA (PROPOSED ACTION - NO WILDERNESS)
ID - 57 - 11

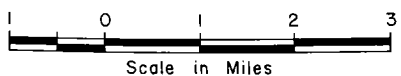
WSA BOUNDARY ————
LAND STATUS - V - PUBLIC LAND
S - STATE LAND
P - PRIVATE LAND

CHERRYSTEM ROAD =

EXISTING DEVELOPMENTS

- SHEEP BEDGROUND ●
- STOCK POND ▽
- WILDLIFE GUZZLER ▲
- VEHICLE TRAIL
- BRUSH CONTROL [Hatched Box]

R. 24 E.



Primitive and Unconfined Recreation

The Little Deer WSA provides a variety of outstanding opportunities for primitive and unconfined recreation. The opportunities, based on the rugged volcanic features and desert environment, include hiking, camping, and hunting.

Annual recreational use in the WSA is estimated at less than 100 visitor days. The majority of this use occurs in the spring and fall.

Special Features

The new lava flow has scientific and educational values. The young flow offers opportunities to study primary succession, vegetation indigenous to new lava, and geologic studies of lava flows. The area also provides habitat for burrowing owls, which are on the sensitive list for the State of Idaho. These values are not any more significant or important than can be found on other public lands nearby.

Other Recreational Uses

The WSA provides limited opportunities for other recreation uses. There are no developed trails or recreation facilities within the WSA. The WSA's rough lava terrain and lack of destination points limits recreational ORV use to less than 100 visitor days annually.

Mineral Resources

The Little Deer WSA has zero petroleum potential (Miller 1983), is classified as not prospectively valuable for geothermal resources (BLM 1985), and has low potential for locatable and saleable minerals.

The mineral estates in the WSA are in Federal ownership and open to mineral entry. There are no mining claims or mineral leases within the WSA.

Livestock Grazing

Approximately one-third of the Little Deer WSA is allotted for livestock grazing. Thirty-six percent (11,964 acres) of the WSA is considered suitable for grazing. The remaining 64 percent (21,567 acres) is covered by recent lava flows and is unsuitable for livestock use.

The WSA includes parts of two grazing allotments, the Laidlaw Park Allotment and the Wildhorse Allotment. A total of 1,627 AUMs of livestock forage is presently allocated on the portions of the two allotments lying within the WSA boundaries (see Table 3-4).

A 9 percent increase in active preference proposed for the Laidlaw Park Allotment is dependent upon implementation of a number of range developments throughout the allotment. None of the planned developments are within the Little Deer WSA.

An 8 percent decrease in active preference is proposed for the Wildhorse Allotment. Only a 2 percent reduction would be required if planned range developments are implemented. Planned developments within the WSA boundary are described later in this section.

The cattle AUMs in Wildhorse Allotment are permitted only in the area along the northwest edge of the WSA. The remaining portions of the Wildhorse Allotment within the WSA are in the southwest part and are sheep use areas. Proposals for conversion from sheep use to cattle use in this part of the Wildhorse Allotment (within the WSA boundaries) are considered unlikely because areas with better potential for conversion are located outside the WSA.

TABLE 3-4
EXISTING LIVESTOCK GRAZING SITUATION
LITTLE DEER WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Laidlaw Park	Cattle	323	April 16 to June 23
	Sheep	276	April 16 to June 15
			October 16 to December 15
Wildhorse	Cattle	30	May 1 to June 15
	Sheep	998	April 1 to June 15
			October 16 to December 31

Eight sheep bed grounds are located within or adjacent to the Little Deer WSA (see Map 10). Vehicles are used to tow sheep camps to the bed grounds and to routinely deliver supplies to the sheepherders.

Four of the bed grounds are along the WSA's boundary roads and one is cherrystemmed. The remaining three bed grounds are listed in Table 3-5 below.

TABLE 3-5

SHEEP BED GROUNDS
LITTLE DEER WSA

Location	Allotment	Access Across WSA	Annual Use
T. 2 S., R. 23 E. Sec. 3: N $\frac{1}{2}$ N $\frac{1}{2}$ (Little Park)	Laidlaw Park	1/4 mile vehicle trail	10 to 15 days
T. 3 S., R. 23 E. Sec. 18: SE $\frac{1}{4}$ (The Blow Out)	Wildhorse	1 mile vehicle trail	10 to 14 days
T. 3 S., R. 22 E. Sec. 1: NW $\frac{1}{4}$ (Cliff Lake)	Wildhorse	1/4 mile vehicle trail	5 to 10 days

Range developments within the WSA include two stock water ponds, Carpenter Reservoir in the Laidlaw Park Allotment and Cliff Lake in the Wildhorse Allotment (see Map 10). The ponds are located just inside the WSA boundary roads. Maintenance requires the use of a crawler tractor with blade to clean out the ponds every 15 years.

Range treatments planned within the Little Deer WSA include 460 acres of brush control and crested wheatgrass seeding in the Wildhorse Allotment (see Map 10).

Table 3-6 shows the ecological condition class of Little Deer WSA.

TABLE 3-6

ECOLOGICAL CONDITION CLASS
LITTLE DEER WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
21,567 ^{1/}	0	4,011	7,953	0	33,531
Wildhorse Allotment		40	7,873	0	7,913
Laidlaw Allotment		3,971	80	0	4,051

^{1/} Recent lava flow, while mostly devoid of vegetation, is considered to be in excellent ecological condition. The early primary successional stage is a natural occurrence separate from man's activities.

Fire Management

The Little Deer WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a moderate priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been four fires within the WSA. Three of these fires were caused by lightning, one was man-caused. The four fires burned a total of approximately 3,500 acres.

Generally, fire suppression efforts in the area include full suppression from June through September. During the remainder of the year, fires in the area receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

RAVEN'S EYE WSA

General Characteristics

The Raven's Eye WSA is characterized by two distinct land forms. The southern portion of the WSA is composed of older lava flows covered by wind-blown soils up to five feet deep. These older flows contain three significant volcanic cones; Spud Butte, Broken Top Butte, and an unnamed cone north of Wagon Butte. The topography of the older flows is flat to gently rolling broken by buttes, depressions, and dry lakes.

The remainder of the WSA is covered by part of the Craters of the Moon Lava Flow. The younger flow has a rough, undulating surface broken by numerous pressure ridges, lava cascades, subsidence craters, lava blisters, and other volcanic features. Both pahoehoe and aa lava occurs in this flow.

Elevations in the WSA range from 4,600 feet in the southern portion to 5,003 feet at the summit of Spud Butte.

Vegetation varies with the topography. The soil-covered older flows are dominated by brush with grasses and forbs interspersed. The height of the brush canopy averages four feet. A small area (1,140 acres) on the southwest edge has been planted in crested wheatgrass. On the younger Craters of the Moon Flow, vegetation is sparse.

Land Status

The Raven's Eye WSA contains 67,110 acres of public land. There are three State inholdings, totalling 1,920 acres, within the WSA. The WSA is separated from the Great Rift WSA, Little Deer WSA, and Sand Butte WSA by roads.

Wilderness Values

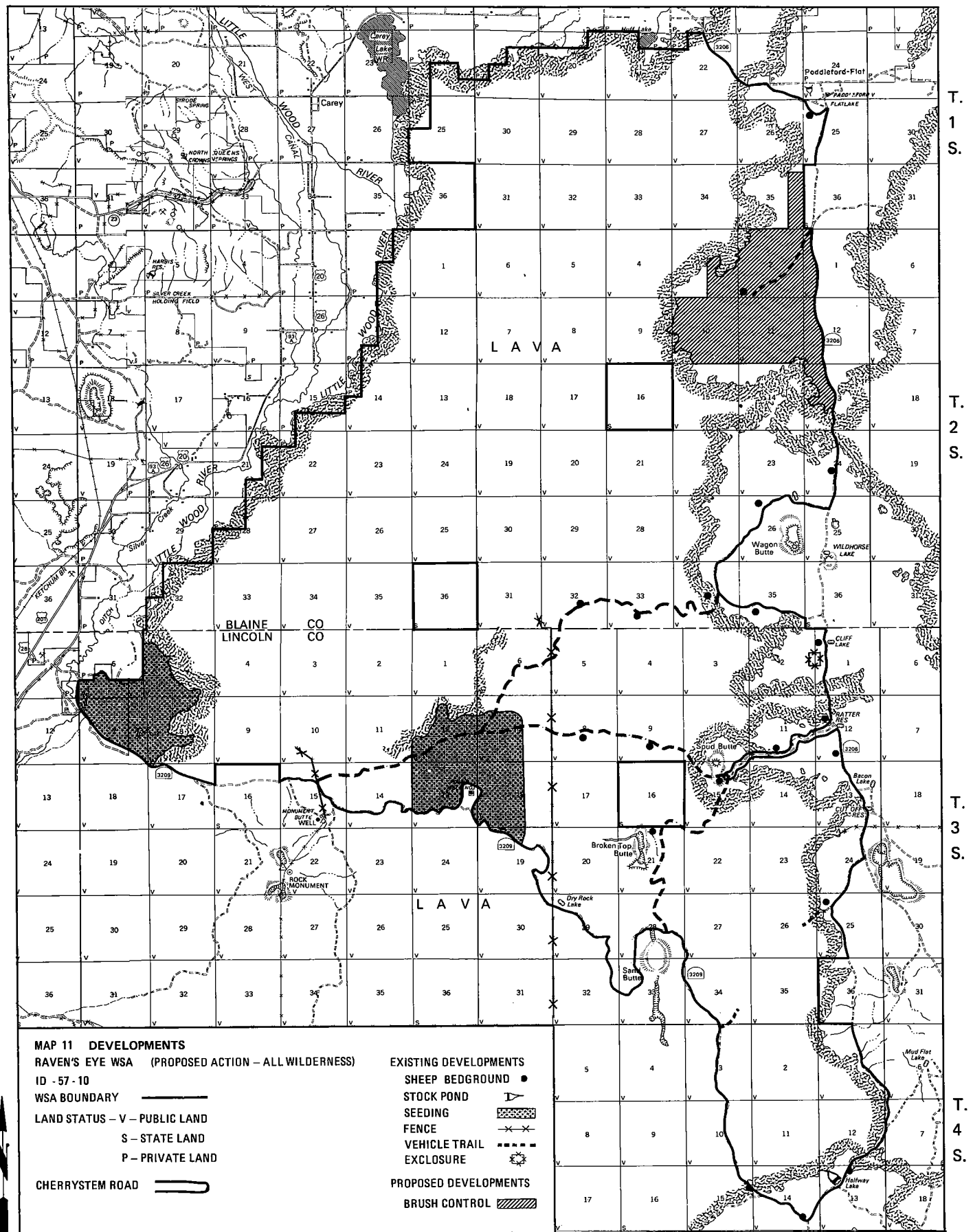
Naturalness

The Raven's Eye WSA is natural in appearance. The majority of the WSA is unaffected by the works of man (see Map 11).

Six vehicle trails with a total length of approximately 20 miles traverse the area. The vehicle trails are used primarily by sheepherders and hunters and vegetation is established between the tracks. Some of the trails are used so rarely vegetation is growing in the ruts as well. One of the trails is partially obscured by wind-blown sand. Two fences and a fenced enclosure (Flat Top Corral) exist within the area. The total length of fence is 5.75 miles. The fences are noticeable only from a short distance.

Two aerial seedings of crested wheatgrass cover 1,140 acres along the WSA's southwest and southcentral edge. The seedings were done in 1973 and

RAVEN'S EYE WSA ID - 57 - 10



R. 21 E.

R. 22 E.



were only partially successful. The seedings consist of numerous patches of crested wheatgrass in pockets of less than ten acres broken up by rocky terrain and native vegetation. The seedings' indefinite boundaries and the interspersions of rocky outcrops and native vegetation reduce the visual impacts.

One stockwater pond, Halfway Lake, is located just inside the WSA's southeastern boundary.

An old canal passes through the WSA's southern edge. This canal is difficult to find in most locations.

Solitude

The Raven's Eye WSA provides outstanding opportunities for solitude. The area's size, topographic variety, remoteness, and proximity to the Great Rift and Sand Butte WSAs combine to provide opportunities for solitude that are among the best in the BLM's Shoshone District.

Vehicle traffic along the WSA's margin and agricultural activity along the WSA's western edge are visible from a small portion of the WSA. The impact on the WSA's outstanding opportunities for solitude is insignificant.

Primitive and Unconfined Recreation

The Raven's Eye WSA provides outstanding opportunities for a variety of recreation opportunities including hiking, camping, hunting, spelunking, photography, and nature study. The combination of rugged terrain, lack of reliable water sources, absence of recreational facilities, and the WSA's size adds elements of challenge and risk to the recreation opportunities.

Recreational use of the WSA is estimated at less than 500 visitor days annually. The majority of this use occurs in the spring and fall.

Special Features

The WSA offers significant scientific and educational values. The tremendous variety of volcanic features including pressure ridges, lava cascades, subsidence craters, lava blisters, and pahoehoe and aa lava offer opportunities for geologic studies. The variety of topographic features from buttes to vistas of grasslands and lava flows offer high scenic values. In addition, the area provides habitat for burrowing owls, which are on the sensitive list for the State of Idaho.

Other Recreational Uses

The WSA provides opportunities for other recreational uses. ORVs are used in the area to provide access for hunting and other recreational activities. The ORV use is concentrated on existing vehicle trails and boundary roads.

This type of recreational use usually occurs in the fall during hunting season and is estimated at less than 500 visitor days annually.

Mineral Resources

The Raven's Eye WSA has zero petroleum potential (Miller 1983), is classified as not prospectively valuable for geothermal resources (BLM 1985), and has low potential for locatable and saleable minerals.

The mineral estates in the WSA are in Federal ownership and are open to mineral entry. There are no mining claims or mineral leases within the WSA.

Livestock Grazing

Approximately 45 percent (30,259 acres) of the WSA has been classified as suitable for grazing and is allotted for grazing purposes. The remaining 55 percent (36,851 acres) is covered by recent lava flows and is unsuitable for livestock use.

The WSA includes parts of two grazing allotments, Pagari and Wildhorse allotments. In the WSA, the cattle AUMs in the Wildhorse Allotment are permitted only in the extreme northeastern portion of the WSA south of Paddleford Flat.

A total of 3,882 AUMs of livestock forage is presently allocated on those portions of the Pagari and Wildhorse allotments lying within the Raven's Eye WSA (see Table 3-7).

A 36 percent decrease in active preference is proposed for the Pagari Allotment. Only a 9 percent reduction would be required if range developments planned for the allotment are implemented. None of the planned developments are within the Raven's Eye WSA.

An 8 percent decrease in active preference is proposed for the Wildhorse Allotment. Only a 2 percent reduction would be required if planned range developments are implemented. Planned developments within the Raven's Eye WSA are described later in this section.

Proposals for conversion from sheep AUMs to cattle AUMs in portions of the Pagari and Wildhorse allotments within Raven's Eye WSA are considered unlikely because areas with better potential for conversion are located outside the WSA boundary.

TABLE 3-7

EXISTING LIVESTOCK GRAZING SITUATION
RAVEN'S EYE WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Pagari	Cattle	614	May 1 to August 31
Wildhorse	Cattle	120	May 1 to June 15
	Sheep	3,148	April 1 to June 15
			October 16 to December 31

Seven sheep bed grounds are located within the Raven's Eye WSA (see Map 11). They are listed below in Table 3-8. Vehicles are used to tow sheep camps to the bed grounds and to routinely deliver supplies to sheepherders. An additional 14 bed grounds are located along the WSA's boundary roads.

TABLE 3-8

SHEEP BED GROUNDS
RAVEN'S EYE WSA

Location	Allotment	Access Across WSA	Annual Use
T. 3 S., R. 22 E. Sec. 8: NE%SW%	Wildhorse	4 mile vehicle trail	5 to 10 days
T. 3 S., R. 22 E. Sec. 9: SW%SE%	Wildhorse	5 mile vehicle trail	5 to 10 days
T. 3 S., R. 22 E. Sec. 21: NW%NE%	Wildhorse	1½ mile vehicle trail	3 to 8 days
T. 3 S., R. 22 E. Sec. 15: NW%NE%	Wildhorse	1/8 mile vehicle trail	10 to 15 days
T. 2 S., R. 22 E. Sec. 32: NW%SE%	Wildhorse	2½ mile vehicle trail	5 to 10 days
T. 2 S., R. 22 E. Sec. 33: SE%SW%	Wildhorse	1½ mile vehicle trail	5 to 10 days
T. 2 S., R. 22 E. days Sec. 2: SW%SW%	Wildhorse	1½ mile vehicle trail	10 to 15

Range developments in the Raven's Eye WSA are of several types (see Map 11). There are 1,140 acres of seeding, one fence 5 miles long, one fence

0.75 mile long, a holding corral, and a stock water pond (Halfway Lake). Vehicular travel is required to inspect and maintain these developments. Four miles of four-wheel drive travel (on trails and cross-country) is required every three years to inspect two separate seedings. Vehicle use to inspect and repair the fences is required at least twice yearly; the total distance traveled annually is about 23 miles. The eastern boundary road provides sufficient access to the corral and the pond. The corral requires maintenance every three years. The pond must be cleaned every 15 years with a crawler tractor equipped with a blade.

Additional range developments planned for the WSA are 1,740 acres of brush control and crested wheatgrass seeding in the Wildhorse Allotment (see Map 11). The project is needed to offset a proposed 8 percent reduction in allowable grazing in that allotment.

Table 3-9 shows the ecological condition class of Raven's Eye WSA.

TABLE 3-9

ECOLOGICAL CONDITION CLASS
RAVEN'S EYE WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
36,851 ^{1/}	0	1,120	27,999	1,140	67,110

Pagari Allotment		0	4,152	1,140	5,292
Wildhorse Allotment		1,120	23,847	0	24,967

^{1/} Recent lava flow, while mostly devoid of vegetation, is considered to be in excellent ecological condition. The early primary successional stage is a natural occurrence separate from man's activities.

Fire Management

The Raven's Eye WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a moderate priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been six fires within the WSA. All but one of these fires were caused by lightning. These six fires burned a total of approximately 7,600 acres.

Fire suppression efforts in the area usually include full suppression from June to September. During the remainder of the year, fires in the area receive limited suppression. This usually involves daily monitoring of each fire to ensure that it is not endangering significant resources or property.

SAND BUTTE WSA

General Characteristics

The Sand Butte WSA is generally composed of an older lava flow covered by wind-deposited soils. Although the WSA is relatively flat, the underlying lava flow is exposed in places. In these areas, lava formations such as pressure ridges, blisters, and subsidence craters are common.

Sand Butte is the most prominent feature of the WSA. The butte is an excellent example of a maar crater formed by a violent explosion caused by the rapid generation of steam when erupting magma contacted ground water. The butte rises rapidly above the surrounding terrain. The cone is surrounded by a ring of ejected volcanic material. A portion of the crater's interior is covered by a broken lava lake. Over all, the cone appears to be a natural sand amphitheater.

Elevations range from 4,974 feet at the summit of Sand Butte to 4,250 feet along the WSA's southern boundary.

Vegetation generally consists of sagebrush with grasses and forbs interspersed. Although some old-growth sagebrush may reach heights of six feet, the average canopy is three to four feet high.

Land Status

The Sand Butte WSA contains 20,792 acres of public land. There are two State inholdings, totaling 1,280 acres, within the WSA. The WSA is separated from the Raven's Eye WSA by a road.

Wilderness Values

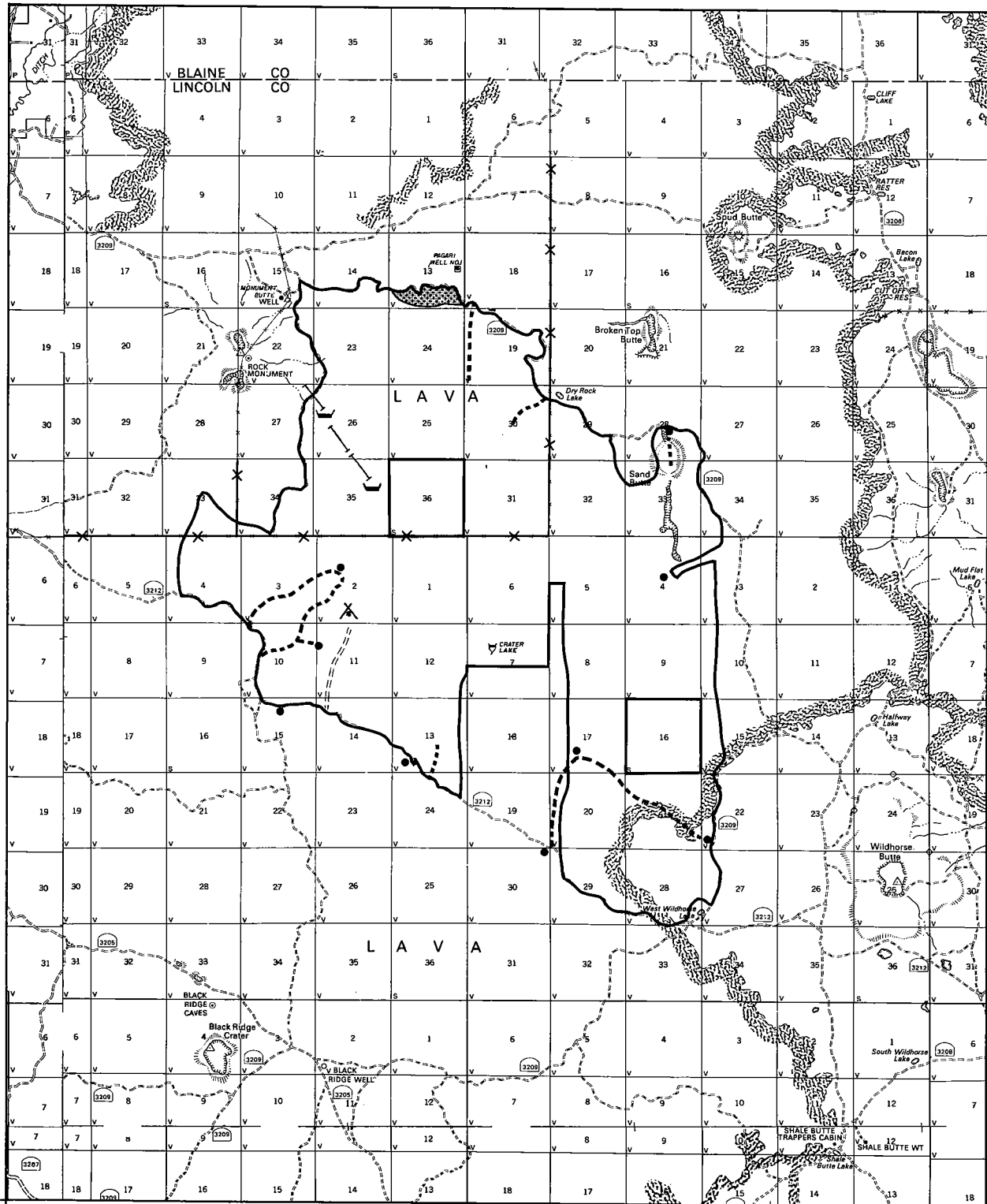
Naturalness

The Sand Butte WSA is natural in appearance. The majority of the WSA is unaffected by the works of man (see Map 12).

Six vehicle trails, totaling approximately 7.5 miles, are located within the WSA. The trails are two-track with vegetation growing in the middle, so the visual impact of the trails is minimal.

Several small pockets of crested wheatgrass, with a total of 160 acres, exist on the WSA's northern boundary. The aerial seedings have irregular edges and blend well with surrounding vegetation. A 6.75-mile fence is the third development within the WSA. The steel post and barbed-wire fence is visible up to 100 yards in some places.

SAND BUTTE WSA ID - 57 - 8



MAP 12 DEVELOPMENTS

SAND BUTTE WSA (PROPOSED ACTION - ENHANCED WILDERNESS)
ID - 57 - 8

WSA BOUNDARY
LAND STATUS - V - PUBLIC LAND
S - STATE LAND
P - PRIVATE LAND
CHERRYSTEM ROAD

EXISTING DEVELOPMENTS

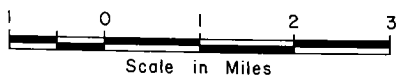
SHEEP BEDGROUND
SEEDING
FENCE
VEHICLE TRAIL

PROPOSED DEVELOPMENTS

PIPELINE
TROUGH
WELL
ROAD

R. 21 E.

R. 22 E.



T. 3 S.

T. 4 S.

T. 5 S.

Solitude

The WSA provides outstanding opportunities for solitude. The area's topographic variety, vegetation, remoteness, size, and proximity to the Raven's Eye WSA combine to provide numerous outstanding opportunities for solitude.

A boundary road surrounds the WSA. Vehicles on this road are visible from the fringe of the WSA. The boundary road and any traffic on it can also be seen or heard from the WSA's higher elevations. The impact of the road is insignificant in the area as a whole.

Primitive and Unconfined Recreation

The Sand Butte WSA provides a variety of recreation opportunities. The rugged volcanic features and desert environment of the WSA provide outstanding opportunities for camping, hiking, hunting, sightseeing, photography, spelunking, and nature study. These types of recreation uses are estimated at less than 100 visitor days annually. The combination of rugged terrain and lack of water facilities or destination spots probably accounts for the low visitor use figures. Visitation to the area usually occurs in the spring and fall.

Special Features

The area provides opportunities for geologic study. Sand Butte is an outstanding example of a Maar crater which formed from the rapid generation of steam when ground water was contacted by erupting magma. The crater has a surrounding rim constructed of material ejected from the crater. The WSA also provides habitat for burrowing owls, which are on the sensitive list for the State of Idaho.

Other Recreational Uses

The WSA provides opportunities for ORV recreation uses. Although there are no developed trails or recreation facilities within the WSA, ORVs are used in the area to provide access for hunting and other activities. The WSA's rough lava terrain and lack of destination points limits recreational ORV use to less than 500 visitor days annually.

Mineral Resources

The Sand Butte WSA has zero petroleum potential (Miller 1983), is classified as not prospectively valuable for geothermal resources (BLM 1985), and has low potential for locatable and saleable minerals.

The mineral estates in the WSA are in Federal ownership and are open to mineral entry. There are no mining claims or mineral leases within the WSA.

Livestock Grazing

The entire 20,792 acres in the Sand Butte WSA have been classified suitable and are allotted for livestock grazing. The WSA includes parts of two allotments, the Pagari Allotment and the Wildhorse Allotment.

A total of 2,560 AUMs of livestock forage is presently allocated on the portions of the two allotments lying within the Sand Butte WSA. See Table 3-10 below.

A 36 percent decrease in active preference is proposed for the Pagari Allotment. Only a 9 percent reduction would be required if planned range developments are implemented.

An 8 percent decrease in active preference is proposed for the Wildhorse Allotment. Only a 2 percent reduction would be required if planned range developments are implemented.

Planned range developments within the Raven's Eye WSA are described later in this section.

TABLE 3-10
EXISTING LIVESTOCK GRAZING SITUATION
SAND BUTTE WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Pagari	Cattle	712	May 1 to August 31
Wildhorse	Sheep	1,848	April 1 to June 15 October 16 to December 31

Proposals for conversion from sheep use to cattle use in the Wildhorse Allotment are considered unlikely because areas with better potential for conversion are located outside the WSA boundary.

Nine sheep bed grounds are located within or adjacent to the boundaries of the Sand Butte WSA (see Map 12). Vehicles are used to tow sheep camps to the bed grounds and to routinely deliver supplies to the sheepherders.

All of the bed grounds are within the Wildhorse Allotment. Six of the bed grounds are along the WSA's boundary roads and one is cherrystemmed. The remaining two bed grounds are listed in Table 3-11 below.

TABLE 3-11

SHEEP BED GROUNDS
SAND BUTTE WSA

Location	Allotment	Access Across WSA	Annual Use
T. 4 S., R. 21 E. Sec. 2: NW¼	Wildhorse	2 mile loop vehicle trail	10 to 20 days
T. 4 S., R. 21 E. Sec. 10: NE¼	Wildhorse	2 mile loop vehicle trail	5 to 10 days

Range developments within the Sand Butte WSA consist of 6.75 miles of allotment boundary fence and 160 acres of crested wheatgrass aerial seeding (see Map 12). Maintenance and inspection of the fence, including checking for open gates, requires six trips along the fence annually, totaling approximately 80 miles of vehicle travel per year. Inspection of the seeding does not require vehicular travel.

Several additional range developments are planned to mitigate the proposed overall reduction of AUMs in the Pagari and Wildhorse allotments (see Map 12). In Pagari Allotment, 1.75 miles of buried pipeline and two troughs are proposed. In Wildhorse Allotment, a well and 1.8 miles of minimally improved road are proposed to distribute sheep grazing. Stock water would be hauled from the well along the road.

Table 3-12 shows the ecological condition class of Sand Butte WSA.

TABLE 3-12

ECOLOGICAL CONDITION CLASS
SAND BUTTE WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
0	0	0	20,632	160 1/	20,792

1/ All the seeding occurs in the Pagari Allotment. There is no seeding in that portion of the Wildhorse Allotment lying within the Sand Butte WSA.

Fire Management

The Sand Butte WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a moderate priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been seven lightning-caused fires within the WSA. Two of the fires started outside the WSA and burned into it. The seven fires burned a total of approximately 32,000 acres.

Generally, fire suppression efforts in the area include full suppression from June through September. During the remainder of the year, fires in the area receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

SHALE BUTTE WSA

General Characteristics

The Shale Butte WSA is generally composed of an older lava flow covered by wind deposited soil. Although the WSA is relatively flat, the underlying lava flow is exposed in places. In these areas, lava formations such as pressure ridges, blisters, and subsidence craters are common.

Elevations range from 4,578 at the summit of Shale Butte to 4,250 feet along the southern boundary.

Vegetation consists primarily of cheatgrass. Numerous large fires in the area have practically eliminated sagebrush.

Land Status

The Shale Butte WSA contains 15,968 acres of public land. There are no inholdings within the WSA.

Wilderness Values

Naturalness

The WSA is natural in appearance. The majority of the WSA appears to the average viewer to be unaffected by the works of man (see Map 13).

The most significant impact on the WSA's apparent naturalness is attributed to the area's fire history. The high fire frequency has greatly reduced sagebrush throughout much of the WSA. Although cheatgrass, a non-native grass, has become the WSA's dominant species, the average visitor could view this cheatgrass dominance as natural.

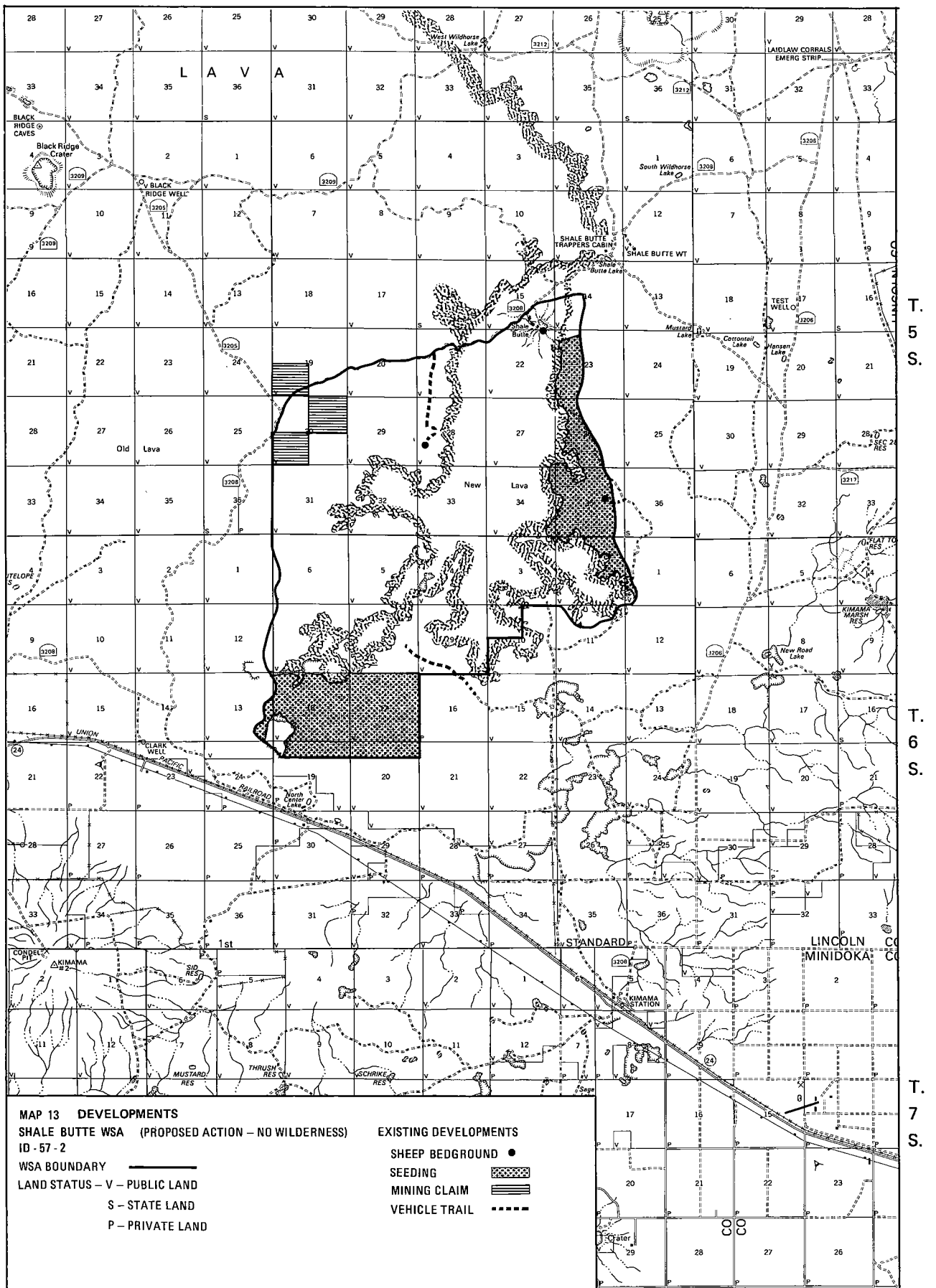
Two crested wheatgrass seedings have occurred in the WSA. A 960-acre seeding is located on the WSA's eastern edge and 1,280-acre seeding is on the WSA's southern edge. These seedings were for wildlife and fire rehabilitation, respectively.

In addition to the cheatgrass and seedings, there are five minor vehicle trails (totaling approximately four miles) which affect the WSA's apparent naturalness. Generally, these trails have vegetation growing between the vehicle ruts and they are not visible from a distance.

Solitude

The WSA provides outstanding opportunities for solitude. The area's topographic variety, remoteness, and size combine to provide outstanding opportunities for solitude.

SHALE BUTTE WSA ID - 57 - 2



The WSA is bounded on three sides by roads. Vehicles on these roads are visible from the edge of the WSA. The boundary road and any traffic on it can also be seen or heard from the WSA's higher elevations. The impact of the road is insignificant in the area as a whole.

The Union Pacific Railroad's main track lies two miles south of the WSA. The train traffic averages one train an hour and is noticeable from many locations in the southern part of the WSA. Visitors could hear the train throughout most of the WSA on a quiet night.

Primitive and Unconfined Recreation

The Shale Butte WSA provides a variety of recreation opportunities. The rugged volcanic features and desert environment of the WSA provide outstanding opportunities for camping, hiking, and hunting. Recreational use of the WSA is estimated at less than 100 visitor days annually. The combination of monotonous landscape and lack of water facilities or destination spots probably accounts for the low visitor use figures. Visitation to the area usually occurs in the spring and fall.

Special Features

The WSA provides habitat for burrowing owls, which are on the sensitive list for the State of Idaho. This habitat is not any more significant or important that can be found on other public lands nearby.

Other Recreational Uses

The WSA provides limited opportunities for other recreational uses. There are no developed trails or recreational facilities within the WSA. The WSA's rough lava terrain and lack of destination points limits recreational ORV use to less than 100 visitor days annually.

Mineral Resources

The Shale Butte WSA has zero petroleum potential (Miller 1983), is classified as not prospectively valuable for geothermal resources (BLM 1985), and has low potential for locatable and saleable minerals.

The mineral estates in the WSA are in Federal ownership and are open to mineral entry. There are no mineral leases within the WSA. There are approximately 320 acres of mining claims within the WSA (see Map 13).

Livestock Grazing

The entire Shale Butte WSA has been classified as suitable for livestock grazing.

On that portion of the Wildhorse Allotment lying within the WSA, 2,014 AUMs are presently allocated for livestock forage. See Table 3-13 below.

An 8 percent decrease in active preference is proposed for the Wildhorse Allotment. Only a 2 percent reduction would be required if planned range developments are implemented. None of the planned developments are within the Shale Butte WSA.

TABLE 3-13

EXISTING LIVESTOCK GRAZING SITUATION
SHALE BUTTE WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Wildhorse	Sheep	2,014	April 1 to June 15 October 16 to December 31

There is potential for conversion from sheep use to cattle use on those portions of the Wildhorse Allotment within the Shale Butte WSA. No additional range developments would be needed within the WSA boundary to accommodate the conversion to cattle use.

Three sheep bed grounds are within the boundaries of the WSA (see Map 13). Vehicles are used to tow sheep camps to the bed grounds and to routinely deliver supplies to the sheepherders. The bed grounds are listed in Table 3-14 below.

TABLE 3-14

SHEEP BED GROUNDS
SHALE BUTTE WSA

Location	Allotment	Access Across WSA	Annual Use
T. 5 S., R. 22 E. Sec. 15: SE¼	Wildhorse	1/4 mile vehicle trail	15 to 20 days
T. 5 S., R. 22 E. Sec. 28: SW¼	Wildhorse	2 mile vehicle trail	5 to 10 days
T. 5 S., R. 22 E. Sec. 35: NE¼	Wildhorse	1/8 mile vehicle trail	10 to 15 days

Range developments within the Shale Butte WSA include a wildlife seeding (960 acres) southeast of Shale Butte and a fire rehabilitation seeding (1,280 acres) in the southwestern portion of the WSA (see Map 13). Vehicular travel to inspect these seedings totals approximately six miles every three years.

Table 3-15 shows the ecological condition class of Shale Butte WSA.

TABLE 3-15

ECOLOGICAL CONDITION CLASS
SHALE BUTTE WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
0	0	0	13,728	2,240	15,968

Fire Management

The Shale Butte WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a high priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been eight fires within the WSA; six caused by lightning and two by man. The eight fires burned a total of approximately 56,000 acres.

Shale Butte WSA lies within a full suppression area and the BLM will respond to all fires on or threatening public lands at any time of year. Full suppression will be maintained until the fire is declared out.

SHOSHONE WSA

General Characteristics

The Shoshone WSA is composed of a recent lava flow. Pressure ridges, blisters, subsidence craters, and other volcanic features are common in the WSA. Although the broken and rugged lava surface provides great topographic relief, elevations only range from 3,781 feet on the west boundary to 3,970 feet on the east boundary.

Vegetation is sparse in the WSA. Although small pockets of vegetation are scattered throughout the area, the first impression of the WSA is of a barren lava flow.

Land Status

The Shoshone WSA contains 6,914 acres of public land. There are no inholdings within the WSA.

Wilderness Values

Naturalness

Overall, the Shoshone WSA is natural in appearance (see Map 14). However, areas in the northeast part (sections 21 and 22) of the WSA have been impacted by unauthorized surface lava rock removal. Areas where rock has been removed are distinguished by the dull reddish surface exposed after removal of the overlying black lava. These areas are obvious only at close range. A vehicle trail across the WSA provides access to the rock removal area.

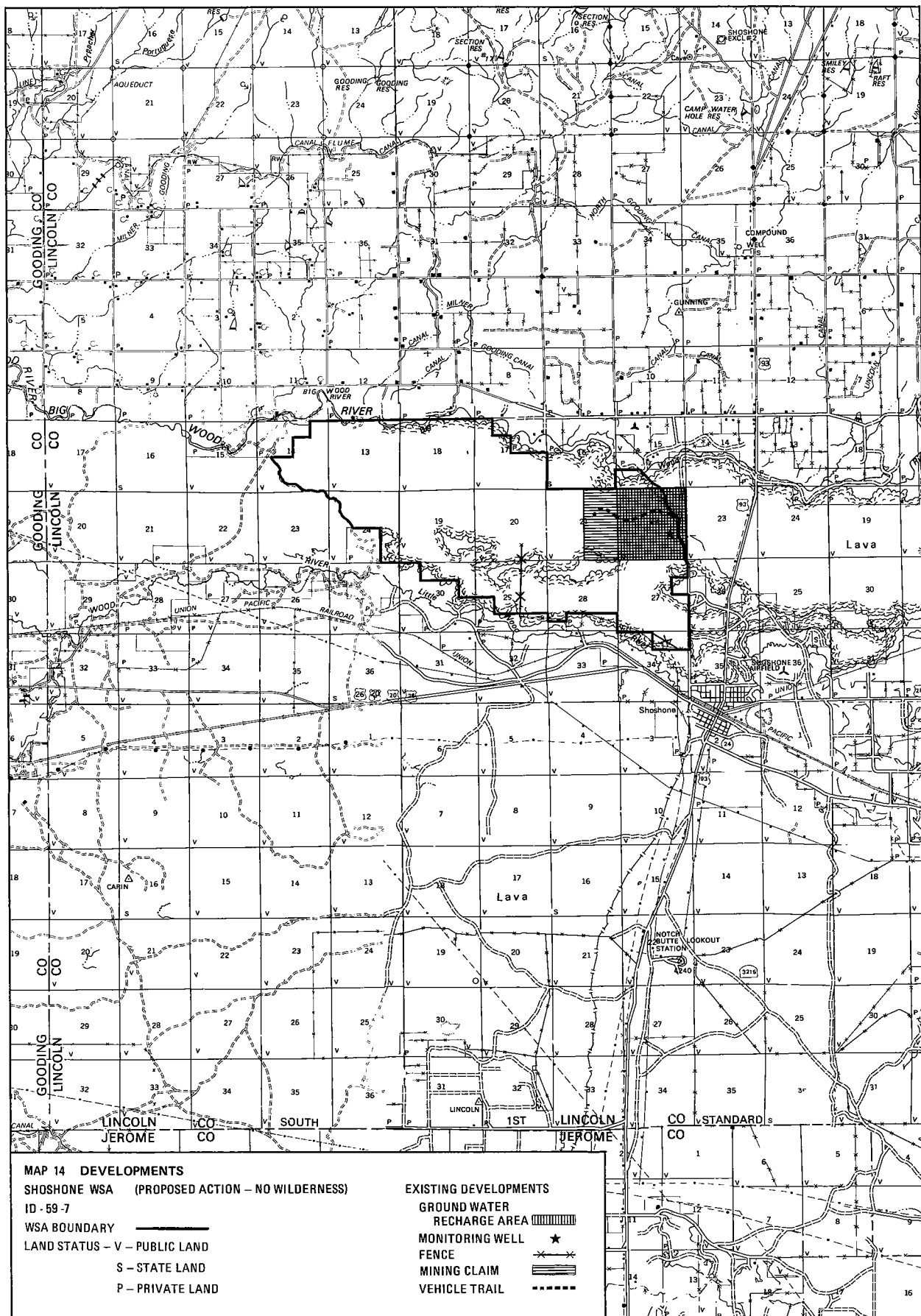
Naturalness along the eastern edge is also altered somewhat by the seasonal impoundment of irrigation water in a ground water recharge area. A monitoring well was drilled inside the WSA boundary south of the recharge area. The WSA's eastern boundary is located along the road to the Lincoln County Landfill and is littered with an assortment of appliances, wire, construction material, household garbage, and other miscellaneous trash commonly found along landfill access roads. Approximately 1.1 miles of fence are also located within the WSA.

The Union Pacific Railroad main line is located one mile from the WSA's southern boundary. Although the trains using the track can be seen from the edge of the WSA, the WSA's rugged terrain screens most of sights of the trains. Agricultural activity and boundary roads can also be seen from the WSA's edges.

Solitude

The WSA provides outstanding opportunities for solitude. The area's topographic variety provides numerous opportunities to be isolated.

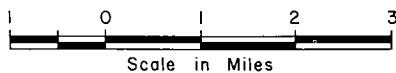
SHOSHONE WSA ID - 59-7



R. 16 E.

R. 17 E.

R. 18 E.



Primitive and Unconfined Recreation

The Shoshone WSA provides a variety of recreation opportunities. The rugged volcanic features and desert environment of the WSA provide outstanding opportunities for primitive camping and hiking. These types of recreation uses are estimated at less than 100 visitor days annually. The combination of rugged terrain and lack of water facilities or destination spots probably accounts for the low visitor use figures. Visitation to the area usually occurs in the spring and fall.

Special Features

The Shoshone WSA does not contain any significant or unusual special features.

Other Recreational Uses

The WSA provides limited opportunities for other recreation uses. There are no developed trails or recreation facilities within the WSA. The WSA's rough lava terrain and lack of destination points limits recreational ORV use to less than 50 visitor days annually.

Mineral Resources

The Shoshone WSA has zero petroleum potential (Miller 1983), is classified as not prospectively valuable for geothermal resources (BLM 1985), and has low potential for locatable minerals. The WSA has moderate potential for saleable slab lava rock. There are an estimated 2,000 tons of saleable common variety slab lava within the WSA.

The mineral estates in the WSA are in Federal ownership and are open to mineral entry. There are no mineral leases within the WSA. Mining claims within the WSA cover approximately 925 acres (see Map 14).

Livestock Grazing

Only 14 percent of the Shoshone WSA is allotted for livestock grazing. The remaining 86 percent (5,931 acres) is covered by recent lava flows. The WSA includes parts of two grazing allotments and all of a third grazing allotment. Portions of the Big Wood (55 acres) and Quail (65 acres) allotments make up less than 2 percent of the WSA. The Lagoon Allotment (863 acres) covers 12 percent of the WSA.

A total of 170 AUMs of livestock forage is presently allocated on those portions of the three allotments within the WSA. See Table 3-16 below.

TABLE 3-16

EXISTING LIVESTOCK GRAZING SITUATION
SHOSHONE WSA

Allotment Name	Kind of Livestock	Allotted AUMs in WSA	Season of Use
Big Wood	Cattle	12	October 1 to December 5
Lagoon	Cattle	150	May 15 to August 15
Quail	Cattle	8	April 16 to April 30 October 1 to November 16

A proposed decrease in active preference for the Big Wood Allotment would reduce the number of AUMs allocated in the WSA to nine.

Range developments within the WSA include two fences (see Map 14). Approximately 0.8 mile of fence forms the west boundary of the Lagoon Allotment. The other 0.3 mile of fence forms the north boundary of the LDS Church Farm just northwest of the city of Shoshone. Maintenance of these fences must be accomplished on foot because of the extremely rough lava.

No additional range developments are planned within the WSA.

Table 3-17 shows the ecological condition class of the Shoshone WSA.

TABLE 3-17

ECOLOGICAL CONDITION CLASS
SHOSHONE WSA

Acres					
Excellent	Good	Fair	Poor	Seeded	Total
5,931 ¹ / ₂	0	28	955	0	6,914

¹/₂ Recent lava flow, while mostly devoid of vegetation, is considered to be in excellent ecological condition. The early primary successional stage is a natural occurrence separate from man's activities.

Fire Management

The Shoshone WSA is covered by the Monument Limited Suppression Fire Plan. Fire management objectives for the area include a moderate priority for shrub protection (BLM 1985).

Records on the fire history of the Monument Resource Area have been kept since 1956. During this time, there have been six man-caused fires within the WSA. The six fires burned a total of approximately 1,000 acres.

Generally, fire suppression efforts in the area include full suppression from June through September. Although full suppression could include use of pumpers and back-firing from boundary roads, back-firing should be adequate to contain all fires.

During the remainder of the year, fires in the area receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

CHAPTER 4

ENVIRONMENTAL CONSEQUENCES

BEAR DEN BUTTE WSA

Proposed Action (No Wilderness Alternative)

Under the Proposed Action, the entire 9,700 acres of public land in the Bear Den Butte WSA would be recommended nonsuitable for wilderness designation.

There would be no significant impacts under this alternative.

Impact on Wilderness Values

The entire Bear Den Butte WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 9,700 acres would be denied the special legislative protection provided by wilderness designation.

Prescribed burning of 1,340 acres to control brush for livestock management purposes would have little impact on apparent naturalness. Burned areas would become less noticeable within two years as grasses and forbs replace the burned brush. The average visitor would be unable to distinguish between the effects of the prescribed burn and naturally occurring wildfire. Although the project would result in a positive change in ecological condition on 1,340 acres, the changes would not be apparent to the average visitor and would not affect naturalness.

The brush control project would facilitate an increase of 65 AUMs for sheep and cattle within the WSA on the Laidlaw Park Allotment without affecting natural values. Livestock use would be maintained at the increased level of 787 AUMs for the next ten years and beyond.

Opportunities for solitude and primitive recreation around Bear Den Butte would be degraded by the sights and sounds of vehicles along two trails less than 1/8 mile from the boundary road when sheep camps are towed into the two bed grounds in the area and require regular delivery of supplies. The bed grounds would be used a total of 10 to 30 days per year during the periods April 16 to June 15 and October 16 to December 15. Although visitor use to the Bear Den Butte WSA usually occurs in the spring and fall, and the butte is a feature of particular interest, the area affected by sheep camp related vehicle use is less than 10 percent of the WSA. Impacts on solitude and primitive recreation in the entire WSA would be negligible.

Surface disturbance resulting from construction of an additional 0.6 mile of fence designed to improve cattle distribution would have a negligible effect on naturalness because the project is so small.

Motorized access would also occur for biannual maintenance of the three fences (approximately 1.2 miles) in the WSA and inspection of the Guts Lake stockwater pond every three years. Guts Lake requires maintenance with heavy equipment every fifteen years. Occasional vehicle and heavy equipment use would negligibly impact naturalness and opportunities for solitude and primitive recreation on the old lava flow in the southwest part of the WSA.

Recreational ORV use is projected to remain below 100 visitor days in the short term and creation of new trails by ORV use is not anticipated. Four vehicle trails (totaling two miles) along the south and east edges of the WSA and the WSA boundary roads could be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. The perception of naturalness would be slightly reduced in ORV use areas due to continued surface disturbance. Recreational ORV use would also cause adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Although surface disturbing fire management activities could occur, the Bear Den Butte WSA's fire history, topography, and area wind patterns indicate that backfiring from boundary roads and the edges of recent lava flows and possible pumper use on older flow areas would be adequate fire suppression tactics. Fire management activities would cause minimal surface disturbance and have a negligible effect on wilderness values.

Conclusion. The continuation of existing recreational ORV use and livestock management related vehicle use would slightly reduce natural values and opportunities for solitude and primitive recreation in the vegetated areas of the older lava flows along the periphery of the WSA.

Impact on Livestock Grazing Operations

Existing sheep and cattle operating procedures would not change under the Proposed Action. Sheep camps would be pulled by truck to two sheep bed grounds which lie within 1/8 mile of the WSA boundary. Each bed ground would continue to be used 5 to 15 days per year. An additional 0.6 mile of fence would be constructed to better control cattle. Fences and a stock water pond within the WSA boundary would be maintained using motorized vehicles. Prescribed burning to control brush would occur on 1,340 acres within the WSA.

Construction of the fence coupled with more available forage through brush control would result in a 9 percent increase in active grazing preference. The change would be a 65 AUM increase from 722 AUMs to 787 AUMs.

The number of acres in poor ecological condition would decrease by 1,340 acres while the number of acres in fair ecological condition would increase by the same amount within four years after prescribed burning (see Table 3-3).

With fire size averaging less than 100 acres during the critical fire season, and with a fire frequency of 20 years, measurable changes in ecological condition as a result of wildfire would not occur.

Conclusion. Existing cattle and sheep grazing practices would continue. The level of grazing use within the WSA would increase by 65 AUMs, or 9 percent. Existing range development maintenance would continue. Construction of 0.6 mile of fence would occur as planned. The 1,340 acres burned for brush control would improve from poor to fair ecological condition in four years. Significant changes in ecological condition classes from wildfire would not occur.

Impact on Fire Management

During the critical fire season (June through September), all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated young aa lava flow. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property. Full suppression would occur whenever burning conditions exceed those outlined in the Monument Limited Suppression Fire Plan.

Conclusion. There would be no impact on fire management.

All Wilderness Alternative

Under the All Wilderness Alternative, the entire 9,700 acres of the Bear Den Butte WSA would be recommended suitable for wilderness designation.

The primary impacts under this alternative relate to restrictions on fire suppression tactics, increased costs of maintenance and construction of range developments, and long-term protection of wilderness values.

Impact on Wilderness Values

All 9,700 acres of the Bear Den Butte WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Opportunities for solitude and primitive recreation around Bear Den Butte would be degraded by the sights and sounds of vehicles along two trails less

than 1/8 mile from the WSA boundary road when sheep camps are towed into the two bed grounds in the area and require regular delivery of supplies. The bed grounds would be used a total of 10 to 30 days per year during the periods April 16 to June 15 and October 16 to December 15. Although visitor use to the Bear Den Butte WSA usually occurs in the spring and fall and the butte is a feature of particular interest, the area affected by sheep camp related vehicle use is less than 10 percent of the WSA. Impacts on solitude and primitive recreation in the entire WSA would be negligible.

An additional 0.6 mile of fence for improved cattle distribution would be constructed in the southwest part of the WSA. The impact on naturalness would be negligible because the project is so small.

Wilderness designation would eliminate the use of vehicles for inspection and maintenance of fences (totalling 1.2 miles) in the WSA. The Guts Lake stock water pond would be inspected on foot or horseback, but maintenance with a crawler tractor would be allowed every 15 years. Eliminating or restricting vehicle access to these projects would slightly enhance natural values and opportunities for solitude and primitive recreation in the southwest part of the WSA because vehicle tracks would revegetate and visitor/vehicle encounters would be reduced.

Four vehicle trails (totaling two miles) along the south and east edges of the WSA would be closed to recreational ORV use eliminating less than 100 visitor days of ORV use annually. Natural values would slightly improve by eliminating ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts in the WSA would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management activities would be limited to backfiring from boundary roads or the lava's edge causing no new surface disturbance. Natural values would not be affected because the effect would be reintroduction of fire into a fire dependent ecosystem.

Conclusion. All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 9,700 acres of the Bear Den Butte WSA. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in less than 10 percent of the WSA. Elimination of vehicle use for access to range developments and elimination of recreational ORV use would slightly enhance wilderness values.

Impact on Livestock Grazing Operations

Under this alternative, sheep camps would be pulled by truck to the two sheep bed grounds which lie within 1/8 mile of the WSA boundary. Each sheep bed ground would continue to be used 5 to 15 days per year. All fences would be inspected and repaired on foot or horseback. The stock pond would be inspected without the aid of motorized vehicles, but it would be maintained

with a crawler tractor with blade every 15 years. An additional 0.6 mile of fence would be constructed within the WSA. Labor intensive construction, maintenance, and inspection would adversely affect the livestock permittees by increasing labor costs an estimated 50 percent on range developments in the WSA. No brush control by prescribed burning would occur. Active preference would remain unchanged at 722 AUMs. There would be no change in ecological condition classes resulting from land treatment.

With fire size averaging less than 100 acres during the critical fire season, and with a fire frequency of 20 years, measurable changes in ecological condition classes as a result of wildfire would not occur.

Conclusion. Grazing use would be maintained at existing levels and existing cattle and sheep grazing practices would continue. Permittee labor costs for construction, repair, and inspection of range developments within the WSA boundaries would increase by 50 percent due to wilderness management restrictions on vehicle use. Prescription burning would not occur, so measurable changes in ecological condition classes would not occur.

Impact on Fire Management

During the critical fire season, fires would be contained within the WSA's boundaries by backfiring from the boundary road or the lava's edge. Full suppression including use of pumper trucks and helicopters within the WSA would not occur. Fire size and frequency would not be significantly affected.

Conclusion. Full suppression including use of pumper trucks and helicopters within the WSA would not occur. Fire size and frequency would not be significantly affected.

LITTLE DEER WSA

Proposed Action (No Wilderness Alternative)

Under the Proposed Action, the entire 33,531 acres of the Little Deer WSA would be recommended nonsuitable for wilderness designation.

The primary impacts under this alternative are the loss of natural values on 460 acres as a result of brush control and crested wheatgrass seeding.

Impact on Wilderness Values

The entire Little Deer WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 33,531 acres would be denied the special legislative protection provided by wilderness designation.

Brush control and drill seeding of crested wheatgrass and forbs would adversely impact natural values on 460 acres of the Wildhorse Allotment in the northwest part of the WSA. The project would result in a change in ecological condition class from poor to seeded. The crested wheatgrass seeding would be obviously unnatural because of the apparent monoculture created by the project. Although a more natural looking environment would result within eight years as brush begins to grow back in the seeded area, the rows created by the rangeland drills would be visible for the life of the seeding (15 to 20 years). Natural values would be lost on the affected 460 acres.

Livestock use on parts of the Laidlaw Park and Wildhorse allotments within the WSA would be adjusted without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing the eight sheep camps within and adjacent to the Little Deer WSA.

The bed grounds are located in the vegetated, older lava flow areas along the north, northeast, southeast, and southwest margins of the WSA. Three bed grounds (Blow Out, Cliff Lake, and Little Park) are located within the WSA boundary. Vehicles would travel across the WSA a total of 1.5 miles to access these camps. These three bed grounds would be used a total of 25 to 39 days per year. A fourth camp, on a butte in the southeast part of the WSA, is accessed by 0.5 mile of cherrystemmed road.

Most visitor use in the Little Deer WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in less than 15 percent of the Little Deer WSA. Visitors would encounter sheep camps, shepherds, and the sights and sounds of vehicles servicing the camps.

Vehicles could be used to inspect and maintain two stock water ponds. Because both of these ponds are located just inside the WSA boundary, impacts on naturalness, solitude, and primitive recreation would be minimal.

Recreational ORV use is projected to remain below 100 visitor days annually and no creation of new trails is anticipated. Approximately five miles of vehicle trails in the south, west, and northeast parts of the WSA could be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. The perception of naturalness would be slightly reduced in ORV use areas due to continued surface disturbance. Recreational ORV use would also result in adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Although full suppression fire management tactics could be used in the Little Deer WSA, surface disturbing activities would not be necessary or possible in the two-thirds of the WSA covered by a sparsely-vegetated, young aa lava flow. Surface disturbing activities utilized to fight the predicted maximum of 800 acres burned on the average every 7.5 years would have minimal impacts on the WSA's apparent naturalness because of the small acreage involved.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 0.3 percent of the WSA could improve one ecological condition class annually. However, the changes would not be apparent to the average visitor and would not affect natural values.

Conclusion. Natural values would be lost on the 460 acres affected by brush control and crested wheatgrass seeding. Sheep camp related vehicle use and recreational ORV use would slightly reduce opportunities for solitude and primitive recreation. Surface disturbance associated with recreational ORV use would slightly degrade natural values.

Impact on Livestock Grazing Operations

There would be no significant impact on livestock grazing operations. Sheep camps would be pulled by truck a total of 1.5 miles to the three sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 25 to 39 days per year. Two stock water ponds would be regularly inspected and maintained using motorized vehicles.

Prescribed burning followed by seeding crested wheatgrass and forbs would occur on 460 acres within the Wildhorse Allotment to mitigate part of a proposed downward adjustment from 1,028 AUMs to 946 AUMs. By doing the land treatment, the adjustment would be from 1,028 AUMs to 1,007 AUMs. Active preference would be increased from 599 AUMs to 653 AUMs in the Laidlaw Park Allotment. The overall adjustment in active preference for the WSA would be 33 additional AUMs, a 2 percent increase. Ecological condition would change from the poor condition class to seeded on 460 acres (see Table 3-6).

Other changes in ecological condition could result from wildfire. Under the Proposed Action, wildfires would average less than 800 acres with an average frequency of 7.5 years. Therefore, about 800 acres (2.4 percent of the WSA) could improve one ecological condition class every 7.5 years. On an annual basis, 107 acres (0.3 percent of the WSA) could improve one ecological condition class.

Conclusion. There would be no significant impact on livestock grazing operations. Existing cattle and sheep grazing practices would continue. The overall level of grazing use would increase by 33 AUMs, a 2 percent increase. Existing range development inspection and maintenance procedures would continue. The 460 acres burned and seeded would change from the poor condition class to the seeded class. Wildfire, on an annual basis, would result in 107 acres (0.3 percent of the WSA) improving one condition class.

Impact on Fire Management

There would be no impact on fire management. During the critical fire season (June through September), all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated young aa lava flow. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires. Generally, fires would be contained within eight hours of being reported and burn less than 800 acres. Fires would occur at this time of year on the average every 7.5 years.

During the remainder of the year, fires in the area would receive limited suppression, usually involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. There would be no impact on fire management.

All Wilderness Alternative

Under the All Wilderness Alternative, the entire 33,531 acres of the Little Deer WSA would be recommended suitable for wilderness designation.

The primary impacts under this alternative relate to restrictions on fire suppression activities and the long-term protection of wilderness values.

Impact on Wilderness Values

All 33,531 acres of the Little Deer WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

On the parts of the Wildhorse Allotment within the WSA, active preference would be reduced 82 AUMs without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing the eight sheep camps in and adjacent to the north, northeast, southeast, and southwest margins of the WSA. Vehicles would travel across the WSA a total of 1.5 miles to access the three bed grounds (Blow Out, Cliff Lake, and Little Park) within the WSA boundary. These three bed grounds would be used a total of 25 to 39 days per year. A fourth camp in the southeast part of the WSAs is accessed by 0.5 mile of cherrystemmed road.

Most visitor use in the Little Deer WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would adversely impact opportunities for solitude and primitive recreation from April through mid-June in less than 15 percent of the Little Deer WSA. Visitors would encounter sheep camps, shepherds, and the sights and sounds of vehicles servicing the camps.

Every 15 years, heavy equipment would be used to maintain two stock water ponds located just inside the WSA boundary. Impacts on naturalness and opportunities for solitude and primitive recreation would be negligible.

Eight short vehicle trails (totaling five miles) in the south, west, and northeast parts of the WSA would be closed to recreational ORV use eliminating less than 100 visitor days annually. Natural values would improve slightly by eliminating the ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management activities would be limited to backfiring from boundary roads causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be reintroduction of fire into a fire-dependent ecosystem.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 0.7 percent of the WSA could improve one ecological condition class annually. However, the changes would not be apparent to the average visitor and would not affect apparent naturalness.

The acquisition of 1,280 acres of State land inholdings would affect the area's naturalness and opportunities for solitude. Management of the parcels as wilderness would ensure protection of existing wilderness values.

Conclusion. All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 33,531 acres of the Little Deer WSA. All wilderness values would benefit slightly because of the elimination of ORV use. Acquisition of 1,280 acres of

State land would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely impact opportunities for solitude and primitive recreation from April through mid-June in less than 15 percent of the WSA.

Impact on Livestock Grazing Operations

Under this alternative, sheep camps would be pulled by truck a total of 1.5 miles to the three sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 25 to 39 days per year. The two stock water ponds, located just inside the WSA boundary, could be easily inspected without the use of motorized vehicles. The stock water ponds would be maintained with a crawler tractor with blade every 15 years. There would be no prescribed burning and seeding. The active preference in the Wildhorse Allotment would be reduced from 1,028 AUMs to 946 AUMs. The active preference would not be increased, but would remain at 599 AUMs in the Laidlaw Park Allotment. The overall downward adjustment in active preference in the WSA would be 82 AUMs, a 5 percent decrease.

Changes in ecological condition classes could result from wildfire. Under the All Wilderness Alternative, each fire would average 2,000 acres with a frequency of 7.5 years. Therefore, about 2,000 acres (6 percent of the WSA) could improve one ecological condition class every 7.5 years. On an annual basis, 267 acres (0.7 percent of the WSA) could improve one ecological condition class.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 82 AUMs, or 5 percent. Range development inspection and maintenance would be adequate. Wildfire, on an annual basis, could result in 267 acres (0.7 percent of the WSA) improving one condition class.

Impact on Fire Management

During the critical fire season (June through September), fires within the WSA would be contained by backfiring from the WSA boundary roads. Generally, fires would be contained within one day of being reported and burn less than 2,000 acres. On the average, fires would occur at this time of year every 7.5 years. Full fire suppression, including use of pumper trucks, helicopter, and bulldozers within the WSA, would not occur.

During the remainder of the year, fires in the area would receive limited suppression generally involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. Full fire suppression including use of pumper trucks, helicopter, and bulldozers within the WSA would not occur.

RAVEN'S EYE WSA

Proposed Action (All Wilderness Alternative)

Under the Proposed Action, the entire 67,110 acres of the Raven's Eye WSA would be recommended suitable for wilderness designation.

The primary impacts under this alternative relate to long-term protection of wilderness values, the increased costs of livestock facility maintenance, and restrictions on prescribed burning.

Impact on Wilderness Values

All 67,110 acres of the Raven's Eye WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Active preference would be reduced on both the Wildhorse and Pagari allotments without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing the 21 sheep camps within and adjacent to the Raven's Eye WSA. The bed grounds are located in the vegetated, older lava flow areas in the eastern and southern parts of the WSA and along the east and south boundary roads.

Seven bed grounds are located within the WSA boundary. Vehicles would travel across the WSA a total of 16 miles to access these camps. The seven bed grounds would be used a total of 43 to 78 days per year. All of the other bed grounds are located along boundary or cherrystemmed roads.

Most visitor use in the Raven's Eye WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would have adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 30 percent of the WSA. During this period, in the vegetated older lava flow areas through the eastern and southern parts of the WSA, visitors would encounter sheep camps, sheepherders, and the sights and sounds of vehicles servicing the camps.

Every 15 years, heavy equipment would be used to maintain a stock water pond just inside the WSA's southern boundary. Impacts on wilderness values would be negligible. Fences (5.75 miles) within the WSA boundary would be inspected on horseback or foot and maintained with vehicle support.

Twenty miles of vehicle trails in the eastern and southern parts of the WSA would be closed to recreational ORV use eliminating less than 500 days of visitor use annually. Natural values would improve slightly by eliminating the ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management techniques would be limited to backfiring from boundary roads causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be reintroduction of fire into a fire-dependent ecosystem.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 1.5 percent of the WSA could improve one ecological condition class annually. However, the changes would not be apparent to the average observer and would not affect natural values.

The acquisition of 1,920 acres of State land inholdings would affect the area's naturalness and opportunities for solitude. Management of the parcels as wilderness would ensure protection of existing wilderness values.

Conclusion. All wilderness values would be totally maintained in approximately 65 percent of the WSA, including the Craters of the Moon Lava Flow areas and older lava flows in the southeast and southwest parts of the WSA.

Wilderness values in the remainder of the WSA would be seasonally impacted by vehicle use related to sheep camps and fence maintenance. Opportunities for solitude and primitive recreation in approximately 30 percent of the WSA would be degraded during the period April through mid June as a result of sheep camp related vehicle use. All wilderness values in the southern and eastern parts of the WSA would benefit from the elimination of recreational ORV use.

Acquisition of 1,920 acres of State land would enhance natural values and opportunities for solitude.

Impact on Recreational ORV and Hunting Use

The entire WSA would be designated closed to recreational ORV use. Twenty miles of vehicle trails would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

Hunters who generally use ORVs for access would have to walk or ride a horse into the designated area from the WSA boundary. This could discourage some hunters from using the area. Other hunters who prefer hunting in less crowded areas could begin hunting in the area.

Public land that offers similar or superior opportunities for hunting and recreational use is located throughout the region. Therefore, recreational use forgone in the WSA would be absorbed on surrounding public lands.

Conclusion. Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.

Impact on Livestock Grazing Operations

Under this alternative, sheep camps would be pulled by truck a total of 16 miles to the seven sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 43 to 78 days per year. A holding corral would be removed. A stock water pond, located just inside the WSA boundary, could be easily inspected without the use of motorized vehicles, but would be maintained with a crawler tractor with blade every 15 years. Two fences, one 5 miles long and the other 0.75 miles long, would be inspected on foot or horseback adding approximately 25 percent to the permittees' labor costs for fence inspections in the WSA. However, the fences would be repaired with vehicle support. There would be no prescribed burning and seeding and no changes in ecological condition class from land treatment actions. The active preference in the Wildhorse Allotment would be reduced from 3,268 AUMs to 3,007 AUMs and the active preference in the Pagari Allotment would be reduced from 614 AUMs to 393 AUMs. The overall downward adjustment in active preference in the WSA would be 482 AUMs, or 12.4 percent.

Changes in ecological condition classes could result from wildfire. Under the Proposed Action, a maximum 5,000 acres would burn on the average every five years. Therefore, 5,000 acres (7.5 percent of the WSA) could improve one ecological condition class every five years. On an annual basis, 1,000 acres (1.5 percent of the WSA) could improve one ecological condition class.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of active preference would decrease 482 AUMs, or 12.4 percent. Range developments would be inspected on foot or horseback and repaired with vehicle support. This would increase the labor cost by 25 percent. Prescribed burning and seeding would not occur. Ecological condition classes would be unchanged from land treatment practices. Wildfire, on an annual basis, could result in 1,000 acres (1.5 percent of the WSA) improving one condition class.

Impact on Fire Management

During the critical fire season (June through September), fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary roads. Generally, fires would be contained within two days of being reported and burn less than 5,000 acres. On the average, fires would occur at this time of year every five years. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

During the remainder of the year, fires in the area would receive limited suppression. This would usually involve daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

No Wilderness Alternative

Under the No Wilderness Alternative, the entire 67,110 acres of the Raven's Eye WSA would be recommended unsuitable for wilderness designation.

The primary impact under this alternative relates to livestock grazing actions reducing wilderness values.

Impact on Wilderness Values

The entire Raven's Eye WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 67,110 acres would be denied the special legislative protection provided by wilderness designation.

Brush control by prescribed burning and drill seeding of crested wheatgrass and forbs would adversely impact natural values on 1,740 acres in the Wildhorse Allotment in the northeast part of the WSA. The project would result in a change in ecological condition class from poor to seeded. The crested wheatgrass seeding would be obviously unnatural because of the apparent monoculture created by the project. Although a more natural looking environment would result within eight years as brush begins to grow back in the seeded area, the rows created by the rangeland drills would be visible for the life of the seeding (15 to 20 years). Natural values would be lost on the affected 1,740 acres.

Active preference would be reduced on both the Wildhorse and Pagari allotments without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing the 21 sheep camps within and adjacent to the Raven's Eye WSA. The bed grounds are located in the vegetated, older lava flow areas in the eastern and southern parts of the WSA and along the east and south boundary roads.

Seven bed grounds are located within the WSA boundary. Vehicles would travel across the WSA a total of 16 miles of trail to access these camps. The seven bed grounds would be used a total of 43 to 78 days per year. All of the other bed grounds are located along boundary or cherrystemmed roads.

Most visitor use in the Raven's Eye WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would have adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 30 percent of the WSA. During this period, through the eastern and southern parts of the WSA visitors would encounter sheep camps, sheepherders, and the sights and sounds of vehicles servicing the camps.

Vehicles could be used to inspect and maintain a stock water pond, a holding corral, 5.75 miles of fence, and three seedings as needed. Because the pond and corral are located just inside the WSA boundary, impacts on naturalness, solitude and primitive recreation would be minimal.

Recreational ORV use is projected to remain below 500 visitor days annually and no creation of new trails is anticipated. Approximately 20 miles of vehicle trails in the eastern and southern parts of the WSA could be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current

levels and impacts would be confined to the existing trails. The perception of naturalness would be reduced in ORV use areas due to continued surface disturbance. Recreational ORV use would also result in adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Although full suppression fire management tactics could be used to fight fires in the Raven's Eye WSA, surface disturbing activities would not be necessary or possible on 55 percent of the WSA acreage. Surface disturbing activities utilized to fight the predicted maximum of 1,250 acres burned on the average every five years would have minimal impacts on the apparent naturalness of the entire 67,110-acre Raven's Eye WSA.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 250 acres could improve one ecological condition class annually. However, the changes would not be apparent to the average visitor and would not affect natural values.

Conclusion. All wilderness values would be maintained in the young, sparsely-vegetated Craters of the Moon Lava Flow areas of the WSA (about 55 percent of the WSA). Wilderness values in the remainder of the WSA would be reduced by a brush control project, range management related vehicle use, and recreational ORV use.

Natural values would be lost on 1,740 acres in the northeast part of the WSA as a result of brush control and drill seeding of crested wheatgrass. Opportunities for solitude and primitive recreation in approximately 30 percent of the WSA would be seriously degraded during the period April through mid-June as a result of sheep camp related vehicle use. Vehicle use to inspect seedings and fences and to maintain fences would also degrade opportunities for solitude and primitive recreation.

The surface disturbance and sights and sounds of vehicles associated with recreational ORV use would degrade all wilderness values.

Impact on Recreational ORV and Hunting Use

There would be no impact on recreational ORV and hunting use.

The lands within the WSA would remain open to recreational ORV and hunting use. Less than 500 visitor days of ORV use is currently occurring in the WSA. Use is projected to remain below 500 visitor days in the short term.

Conclusion. There would be no impact on recreational ORV and hunting use.

Impact on Livestock Grazing Operations

Existing sheep and cattle operating procedures would not change under this alternative. Sheep camps would be pulled by truck a total of 16 miles to the

seven sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 43 to 78 days per year. A holding corral, stock water pond, and two fences (totaling 5.75 miles) would be regularly inspected and maintained using motorized vehicles. Prescribed burning followed by seeding crested wheatgrass and adapted forbs would occur on 1,740 acres within the Wildhorse Allotment to mitigate part of a proposed downward adjustment in active preference. Active preference would be reduced from 3,268 AUMs to 3,203 AUMs in the Wildhorse Allotment. Active preference would be reduced from 614 AUMs to 559 AUMs in the Pagari Allotment. The overall reduction in active preference for the WSA would be 120 AUMs, or 4.6 percent.

Ecological condition would change from the poor condition class to seeded on 1,740 acres.

Changes in ecological condition classes could result from wildfire. Under this alternative, each fire would burn 1,250 acres or less on the average every five years. Therefore, 1,250 acres (1.9 percent of the WSA) could improve one ecological condition class every five years. Therefore, 250 acres (0.4 percent of the WSA) could improve one ecological condition class annually.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 120 AUMs, or 4.6 percent. Existing range development inspection and maintenance would continue. Prescribed burning and seeding to mitigate an AUM reduction would occur on 1,740 acres. A change from poor to the seeded ecological condition class would occur on 1,740 acres. Wildfire could result in 250 acres (0.4 percent of the WSA) improving one condition class each year.

Impact on Fire Management

There would be no impact on fire management.

During the critical fire season (June through September) all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of the sparsely-vegetated young Craters of the Moon Lava Flows. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in less rocky, soil-covered older lava flow areas in the southern part of the WSA. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires. Generally, fires would be contained within one day of being reported and burn less than 1,250 acres. Fires would occur at this time of year on the average every five years.

During the remainder of the year, fires in the area would receive limited suppression usually involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. There would be no impact on fire management.

SAND BUTTE WSA

Proposed Action (Enhanced Wilderness Alternative)

Under the Proposed Action, the entire 20,792 acres of the Sand Butte WSA and an additional 1,751 acres adjacent to the WSA would be recommended suitable for wilderness designation.

The primary impacts under this alternative relate to the long-term protection of wilderness values, restrictions on fire suppression, and restrictions on construction of new range developments.

Impact on Wilderness Values

All 20,792 acres of the Sand Butte WSA and an additional 1,751 acres adjacent to the WSA's southern boundary would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Active preference would be reduced on the parts of the Pagari and Wildhorse allotments within the WSA and the additional 1,751 acres considered under this alternative. The reductions would not affect natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing nine sheep camps to bed grounds within and adjacent to the 22,543 acres included in this alternative. All of the bed grounds are in the Wildhorse Allotment. Three of the bed grounds are located within the 22,543 acres recommended suitable under the Proposed Action. Vehicles would travel a total of three miles to access these camps. The three bed grounds would be used a total of 20 to 40 days per year.

Most visitor use in the Sand Butte acreage recommended suitable under this alternative occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the area would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid June in less than 10 percent of the area. Visitors would encounter sheep camps, sheepherders, and the sights and sounds of vehicles servicing the camps.

The existing 6.75 miles of allotment boundary fence within the area recommended suitable could be maintained with motorized vehicle support six times a year. Opportunities for solitude and primitive recreation would be slightly degraded by the sights and sounds of vehicles during these times.

Six vehicle trails (totaling 7.5 miles) would be closed to recreational ORV use eliminating less than 500 visitor days of ORV use annually. Natural values would slightly improve by eliminating ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts in the WSA would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management activities would be limited to backfiring from boundary roads or the lava's edge causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be the reintroduction of fire into a fire dependent ecosystem.

Changes in ecological condition classes could occur as a result of wildfire. Projections indicate 8.9 percent of the area recommended suitable could improve one ecological condition class annually. However, the changes would not be apparent to the average observer and would not affect apparent naturalness.

Acquisition of 1,280 acres of State land inholdings would affect the area's naturalness and opportunities for solitude. Management of the parcels as wilderness would ensure protection of existing wilderness values.

Conclusion. All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 22,543 acres recommended suitable for designation. All wilderness values would benefit slightly from the elimination of recreational ORV use. Acquisition of 1,280 acres of State land inholdings would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in less than 10 percent of the WSA.

Impact on Recreational ORV and Hunting Use

The entire 22,543 acres recommended suitable would be designated closed to recreational ORV use. Seven and one-half miles of vehicle trails would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

Hunters who normally use ORVs for access into the area would have to walk or ride a horse from the boundary of the designated area. This could discourage some hunters from using the area. Other hunters who prefer hunting in less crowded areas may begin hunting in the area.

Public land that offers similar or superior opportunities for recreational hunting and ORV use is located throughout the region. Therefore, recreational use forgone in the designated area would be absorbed on surrounding public lands.

Conclusion. Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.

Impact on Livestock Grazing Operations

Under this alternative, sheep camps would be pulled by truck a total of three miles to the three sheep bed grounds within the area recommended suitable. The bed grounds would continue to be used a total of 20 to 40 days per year. A 6.75-mile allotment boundary fence would be inspected on foot or horseback and maintained with motorized vehicle support. The restrictions on vehicle use would add about 25 percent to the labor cost of inspecting the fence. The 1.75-mile pipeline and troughs planned for the Pagari Allotment and the livestock water well and access road planned for the Wildhorse Allotment would be constructed outside the boundaries of the area recommended suitable. The active preference on the parts of the Wildhorse Allotment in the area recommended suitable would be reduced from 2,072 AUMs to 1,906 AUMs. Active preference on parts of the Pagari Allotment within the area recommended suitable would be reduced from 712 AUMs to 456 AUMs. The overall downward adjustment in active preference would be 422 AUMs, or 15.2 percent.

Changes in ecological condition classes could result from wildfire. Under the Proposed Action, fires would burn less than 8,000 acres on the average of every four years. About 8,000 acres (35.5 percent of the WSA) could change one ecological condition class every four years. Therefore, 2,000 acres (8.9 percent of the WSA) could change one ecological condition class annually. If a wildfire should burn a portion of the WSA that had not burned within the last 20 years, the burned area would improve one ecological condition class from poor to fair condition. If a wildfire should burn a portion of the WSA that had burned within the last 20 years, the burned area would remain in the ecologically poor condition class.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of active preference would decrease 422 AUMs, or 15.2 percent. A 1.75-mile pipeline with troughs and a stock water well and access road would be built outside the boundaries of the area recommended suitable. Ecological condition classes would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.

Impact on Fire Management

During the critical fire season (June through September), all fires within the area would be contained within the area recommended suitable by backfiring from the boundary roads. Full suppression activities including use of pumper trucks, helicopters, and bulldozers within the area affected by this alternative would not occur.

Fires would generally be contained within two days of being reported and would usually burn less than 8,000 acres. On the average, fires would occur at this time of year every four years.

During the remainder of the year, fires in the area recommended suitable would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. Full suppression, including use of pumper trucks, helicopters, and bulldozers within the WSA or the additional acreage recommended suitable would not occur.

No Wilderness Alternative

Under the No Wilderness Alternative, the entire 20,792 acres of the Sand Butte WSA would be recommended nonsuitable for wilderness designation.

The primary impacts under this alternative relate to the effects of grazing operations and additional range developments on wilderness values.

Impact on Wilderness Values

The entire Sand Butte WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 20,792 acres would be denied the special legislative protection provided by wilderness designation.

Two troughs and 1.75 miles of pipeline would be constructed on the Pagari Allotment in the northwest part of the WSA. Although no road would be constructed along the pipeline, the project would be inspected once a week by vehicle during the period May through August. Driving along the pipeline would prevent revegetation of the initial disturbance caused by construction. Natural values would be reduced. Opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles along the pipeline during the four-month period.

A well and 1.8 miles of minimally improved access road would be constructed on the Wildhorse Allotment in the southwest part of the WSA. The surface disturbance and structures associated with the project would significantly degrade apparent naturalness in this part of the WSA. Water would be hauled by truck from the well approximately ten times a week for five weeks in the spring and ten times a week for eight weeks in the fall. Opportunities for solitude and primitive recreation would be significantly degraded by the sights and sounds of vehicles along the road during these time periods.

Vehicles could also be used six times a year to inspect and maintain the 6.75 miles of boundary fence within the WSA impacting opportunities for solitude and primitive recreation.

Active preference would be reduced on both the part of the Pagari Allotment within the WSA and the part of the Wildhorse Allotment within the WSA. The 3.9 percent reduction in AUMs within the WSA would not affect natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing nine sheep camps to bed grounds within and adjacent to the Sand Butte WSA. All of the bed grounds are on the Wildhorse Allotment. Two of the bed grounds are located within

the Sand Butte WSA boundary. Vehicles would travel across the WSA a total of two miles to access these camps. These two bed grounds would be used a total of 15 to 30 days per year.

Most visitor use in the Sand Butte WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 10 percent of the Sand Butte WSA. Visitors would encounter sheep camps, sheepherders, and the sights and sounds of vehicles servicing the camps.

Recreational ORV use is expected to remain below 500 visitor days annually and no new creation of trails is anticipated. Approximately 7.5 miles of vehicle trails plus the 1.75-mile of trail along the new pipeline and the 1.8 miles of road to the new well could be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. The perception of naturalness would be slightly reduced in ORV use areas due to continued surface disturbance. Recreational ORV use would also result in adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Because of the Sand Butte WSA's topography; history of large, fairly frequent fires; and moderate priority for shrub protection; it is likely that surface disturbing activities such as driving pumpers cross-country and blading existing trails or new fire lines would occur. Use of surface disturbing fire suppression tactics to fight the predicted fires of less than 4,500 acres on the average every four years would moderately degrade apparent naturalness.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 5.4 percent of the WSA could improve one ecological condition class annually. However, the changes would not be apparent to the average observer and would not affect apparent naturalness.

Conclusion. Surface disturbance associated with construction of new range developments in the WSA (1.75 miles of pipeline, two troughs, a well, and 1.8 miles of road) would degrade apparent naturalness. Vehicle use to inspect and maintain range developments and to haul and service sheep camps would degrade opportunities for solitude and primitive recreation in the spring and fall. Recreational ORV use would degrade all wilderness values. Surface disturbing fire suppression activities would moderately degrade apparent naturalness.

The cumulative impact would be an across-the-board reduction in all wilderness values in the long term.

Impact on Recreational ORV and Hunting Use

There would be no impact on recreational ORV and hunting use. The lands within the WSA would remain open to recreational ORV and hunting use. Less than 500 visitor days of ORV use is currently occurring in the WSA. Use is projected to remain below 500 visitor days in the short term.

Conclusion. There would be no impact on recreational ORV and hunting use.

Impact on Livestock Grazing Operations

Existing sheep and cattle operating procedures would continue under this alternative. Sheep camps would be pulled by truck a total of two miles to the two sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 15 to 30 days per year. A 6.75-mile allotment boundary fence would continue to be inspected and maintained using motorized vehicles. A 1.75-mile pipeline and troughs and a livestock water well and access road would be constructed to partially mitigate the effects of proposed downward adjustments in active preference on the Pagari and Wildhorse allotments. The active preference would be reduced in the Wildhorse Allotment from 1,848 AUMs to 1,811 AUMs and the active preference in the Pagari Allotment would be reduced from 712 AUMs to 648 AUMs. The overall reduction in active preference in the WSA would be 101 AUMs, or 3.9 percent.

Changes in ecological condition classes could result from wildfire. Under the No Wilderness Alternative, fire would burn less than 4,500 acres on the average of every four years. About 4,500 acres (21.6 percent of the WSA) could change one ecological condition class every four years. On an annual basis, 1,125 acres (5.4 percent of the WSA) could change one ecological condition class. If a wildfire should burn a portion of the WSA that had not burned within the last 20 years, the burned area would improve one ecological condition class from poor to fair condition. If a wildfire should burn a portion of the WSA that had burned within the last 20 years, the burned area would remain in the ecologically poor condition class.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of grazing use would decrease 101 AUMs, or 3.9 percent. Vehicle use to inspect and repair a 6.75-mile allotment boundary fence would continue. A 1.75-mile pipeline with troughs and a livestock water well and access road would be built. Ecological condition classes would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.

Impact on Fire Management

There would be no impact on fire management.

During the critical fire season (June through September) all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring

tactics would be utilized along existing trails, fire lines, and boundary roads. Pumper trucks would be used on existing trails and boundary roads and could also be driven cross-country. Bulldozers could be used in extreme conditions to remove vegetation from existing fire lines, trails, and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires. Generally, fires would be contained within one day of being reported and burn less than 4,500 acres. Fires would occur at this time of year on the average every four years.

During the remainder of the year, fires in the area would receive limited suppression usually involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. There would be no impact on fire management.

All Wilderness Alternative

Under the All Wilderness Alternative, the entire 20,792 acres of the Sand Butte WSA would be recommended suitable for wilderness designation.

The primary impacts under this alternative relate to restrictions on fire suppression, restrictions on construction of new range developments, and the long-term protection of wilderness values.

Impact on Wilderness Values

All 20,792 acres of the Sand Butte WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Active preference would be reduced on both the part of the Pagari Allotment within the WSA and the part of the Wildhorse Allotment within the WSA. The 15.8 percent reduction in AUMs within the WSA would not affect natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles moving and servicing nine sheep camps to bed grounds within and adjacent to the Sand Butte WSA. All of the bed grounds are on the Wildhorse Allotment. Two of the bed grounds are located within the Sand Butte WSA boundary. Vehicles would travel across the WSA a total of two miles to access these camps. These two bed grounds would be used a total of 15 to 30 days per year.

Most visitor use in the Sand Butte WSA occurs in the spring and fall. Sheep camp related vehicle use in and on the boundary of the WSA would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 10 percent of the Sand Butte WSA. Visitors would encounter sheep camps, sheepherders, and the sights and sounds of vehicles servicing the camps.

The existing 6.75 miles of allotment boundary fence within the WSA would be maintained using motorized vehicles six times a year. Opportunities for solitude and primitive recreation would be slightly degraded by the sights and sounds of vehicles during these times.

Six vehicle trails (totaling 7.5 miles) in the WSA would be closed to recreational ORV use eliminating less than 500 visitor days of ORV use annually. Natural values would slightly improve by eliminating ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts in the WSA would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management activities would be limited to backfiring from boundary roads or the lava's edge causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be reintroduction of fire into a fire dependent ecosystem.

Changes in ecological condition classes could occur as a result of wildfire; projections indicate 9.6 percent of the WSA could improve one ecological condition class annually. However, the changes would not be apparent to the average observer and would not affect apparent naturalness.

Acquisition of 1,280 acres of State land inholdings would affect the area's naturalness and opportunities for solitude. Management of the parcels as wilderness would ensure protection of existing wilderness values.

Conclusion. All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 20,792 acres of the Sand Butte WSA. All wilderness values would benefit slightly from the elimination of recreational ORV use. Acquisition of 1,280 acres of State land inholdings would enhance natural values and opportunities for solitude. Sheep camp related vehicle access would adversely affect opportunities for solitude and primitive recreation from April through mid-June in approximately 10 percent of the WSA.

Impact on Recreational ORV and Hunting Use

The entire WSA would be designated closed to recreational ORV use. Seven and one-half miles of vehicle trails would be closed to recreational ORV use. The closure would eliminate less than 500 visitor days annually.

Hunters who generally use ORVs for access would have to walk or ride a horse into the area from the WSA boundary. This could discourage some hunters from using the area. Other hunters who prefer hunting in less crowded areas may begin hunting in the area.

Public land that offers similar or superior opportunities for recreational hunting and ORV use is located throughout the region. Therefore, recreational use forgone in the WSA would be absorbed on surrounding public lands.

Conclusion. Recreational ORV use of less than 500 visitor days would be forgone annually. The impacts of shifting this use to other public lands would be negligible.

Impact on Livestock Grazing Operations

Under this alternative, sheep camps would be pulled by truck a total of two miles to the two sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 15 to 30 days per year. A 6.75-mile allotment boundary fence would be inspected on foot or horseback and maintained with vehicle support. The restrictions on vehicle use would add about 25 percent to the labor cost of inspecting the fence. The 1.75-mile pipeline and troughs planned for the Pagari Allotment, and the livestock water well and access road planned for the Wildhorse Allotment would be constructed outside the WSA boundaries. The active preference in the Wildhorse Allotment would be reduced from 1,848 AUMs to 1,700 AUMs and the active preference in the Pagari Allotment would be reduced from 712 AUMs to 456 AUMs. The overall downward adjustment in active preference in the WSA would be 404 AUMs, or 15.8 percent.

Changes in ecological condition classes could result from wildfire. Under the All Wilderness Alternative, fire would burn less than 8,000 acres on the average of every four years. About 8,000 acres (35.5 percent of the WSA) could change one ecological condition class every four years. On an annual basis, 2,000 acres (9.6 percent of the WSA) could change one ecological condition class. If a wildfire should burn a portion of the WSA that had not burned within the last 20 years, the burned area would improve one ecological condition class, from poor to fair condition. If a wildfire should burn a portion of the WSA that had burned within the last 20 years, the burned area would remain in the ecologically poor condition class.

Conclusion. Existing cattle and sheep grazing practices would continue. The overall level of active preference would decrease 404 AUMs, or 15.8 percent. Inspection of a 6.75-mile allotment boundary fence would be on foot or horseback with motorized vehicle support for repairs. A 1.75-mile pipeline with troughs and a stock water well and access road would be built outside the WSA boundaries. Ecological condition classes would remain unchanged unless wildfire burned an area unburned in the last 20 years. In that case, the burned area would improve from the ecologically poor class to the ecologically fair class.

Impact on Fire Management

During the critical fire season (June through September), all fires within the area would be contained within the WSA's boundaries by backfiring from the boundary roads. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur. Fires would generally be contained within two days of being reported and would usually burn less than 8,000 acres. On the average, fires would occur at this time of year every four years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

SHALE BUTTE WSA

Proposed Action (No Wilderness Alternative)

Under the Proposed Action, the entire 15,968 acres of the Shale Butte WSA would be recommended nonsuitable for wilderness designation.

The primary impacts under this alternative relate to reductions in wilderness values from fire suppression, grazing management, and ORV use.

Impact on Wilderness Values

The entire Shale Butte WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 15,968 acres would be denied the special legislative protection provided by wilderness designation.

Active preference in the WSA (Wildhorse Allotment) would be reduced 161 AUMs without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles along four trails (totaling three miles) moving and servicing the four sheep camps within the WSA. The four bed grounds in the north, east, and south parts of the WSA are used a total of 35 to 55 days per year.

Most visitor use in the Shale Butte WSA occurs in the spring and fall. Sheep camp related vehicle use in the WSA would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 15 percent of the WSA. Visitors would encounter sheep camps, shepherds, and the sights and sounds of vehicles servicing the camps.

Existing seedings (2,240 acres) would be inspected every three years using vehicles on existing trails or roads or by cross-country vehicle use. The impacts on all wilderness values would be minor because much of the seeded area is accessible by existing roads or trails.

Recreational ORV use is projected to remain below 100 annual visitor days in the short term and no new creation of trails is anticipated. Approximately six miles of vehicle trails in the north, east, and south parts of the WSA could be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. The perception of naturalness would be slightly reduced in ORV use areas due to continued surface disturbance. Recreational ORV use would also result in adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Because of the Shale Butte WSA's history of large, fairly frequent fires; high priority for shrub protection; and identification as an area requiring year-round full suppression fire management; it is probable that surface disturbing fire suppression activities would occur. Tactics such as driving pumpers cross-country and blading existing trails or new fire lines to fight the predicted fires of less than 7,000 acres on the average of every four years would moderately degrade apparent naturalness.

Conclusion. Surface disturbing fire suppression activities would moderately degrade apparent naturalness. Sheep camp related vehicle use would adversely impact opportunities for solitude and primitive recreation from April through mid-June in 15 percent of the WSA. Recreational ORV use would slightly reduce all wilderness values.

Impact on Development of Locatable Mineral Resources

All lands within the WSA would remain open for mineral entry. All potential mineral resources would be available for development, including 320 acres of mining claims for microfine gold and other minerals. Development would be unlikely because minerals are not present in sufficient quantity or quality to constitute viable deposits.

Because all potential mineral resources would remain available for development, there would be no impact on development of potential mineral resources.

Conclusion. There would be no impact on development of locatable mineral resources. Potential mineral resources would be available for development.

Impact on Livestock Grazing Operations

Existing sheep operating procedures would not change under the Proposed Action. Sheep camps would be pulled by truck a total of three miles to four sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 35 to 55 days per year. No structural range developments exist and none are planned. The active preference in the Wildhorse Allotment would be reduced from 2,014 AUMs to 1,974 AUMs, a 2 percent downward adjustment. Ecological condition classes would be unchanged through grazing or through wildfire (see Table 3-15).

Conclusion. Existing sheep operating procedures would continue. The level of grazing use would decrease 40 AUMs, or 2 percent. Ecological condition classes would remain unchanged.

Impact on Fire Management

There would be no impact on fire management.

All fires within the WSA would be fully suppressed throughout the year. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized along existing trails, boundary roads, and the edges of lava formations. Pumper trucks would be used on existing trails and boundary roads, but could also be driven cross-country in the soil-covered areas in most of the WSA. Bulldozers could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines. Helicopters would be used for observation and could land within the WSA to help suppress small fires.

Fires would generally be contained within one day of being reported and burn less than 7,000 acres. Fires would occur on the average every four years.

Conclusion. There would be no impact on fire management.

All Wilderness Alternative

Under the All Wilderness Alternative, the entire 15,968 acres of the Shale Butte WSA would be recommended as suitable for wilderness designation.

The primary impacts under this alternative relate to restrictions on fire suppression and the long-term protection of wilderness values.

Impact on Wilderness Values

All 15,968 acres of the Shale Butte WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Active preference in the WSA (Wildhorse Allotment) would be reduced 161 AUMs without affecting natural values.

During the periods April 1 to June 15 and October 16 to December 31, opportunities for solitude and primitive recreation would be degraded by the sights and sounds of vehicles along four trails (totaling three miles) moving and servicing the four sheep camps within the WSA. The four bed grounds in the north, east, and south parts of the WSA would be used a total of 35 to 55 days per year.

Most visitor use in the Shale Butte WSA occurs in the spring and fall. Sheep camp related vehicle use in the WSA would have moderate adverse impacts on opportunities for solitude and primitive recreation from April through mid-June in approximately 15 percent of the WSA. Visitors would encounter sheep camps, shepherds, and the sights and sounds of vehicles servicing the camps.

Existing seedings (2,240 acres) would be inspected using vehicles on boundary roads or on foot. There would be no impact to wilderness values.

Six short vehicle trails (totaling six miles) in the north, east, and south parts of the WSA would be closed to recreational ORV use eliminating less than 100 visitor days annually. Natural values would slightly improve by eliminating ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts in the WSA would be eliminated.

Development of mineral resources would not affect wilderness values since no mineral development is anticipated.

Fire management activities would be limited to backfiring from boundary roads or the lava's edge causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be reintroduction of fire into a fire dependent ecosystem.

Conclusion. All wilderness values would receive long-term Congressional protection. Wilderness values would be maintained on all 15,958 acres of the Shale Butte WSA. All wilderness values would benefit slightly because of the elimination of ORV use. Sheep camp related vehicle use would adversely impact opportunities for solitude and primitive recreation in approximately 15 percent of the WSA from April through mid-June.

Impact on Development of Locatable Mineral Resources

All lands within the Shale Butte WSA would be withdrawn from all forms of mineral entry. Development of potential mineral resources would be forgone adversely impacting locatable mineral resources of low potential in the Shale Butte WSA.

Approximately 320 acres of mining claims would be examined for validity. Development or validity of these claims would be unlikely because minerals are not present in sufficient quantity or quality to constitute viable deposits.

Conclusion. Development of potential mineral resources would be forgone adversely impacting locatable mineral resources of low potential in the Shale Butte WSA.

Impact on Livestock Grazing Operations

Existing sheep operating procedures would not change under the All Wilderness Alternative. Sheep camps would be pulled by truck a total of three miles to four sheep bed grounds within the WSA. The bed grounds would continue to be used a total of 35 to 55 days per year. No structural range developments exist and none are planned. Active preference would be reduced 161 AUMs (8 percent) on portions of the Wildhorse Allotment in the WSA (from 2,014 AUMs to 1,853 AUMs). Ecological condition classes would be unchanged through grazing or through wildfire (see Table 3-15).

Conclusion. Existing sheep operating procedures would continue. The level of grazing use would decrease 161 AUMs, or 8 percent. Ecological condition classes would remain unchanged.

Impact on Fire Management

All fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary roads. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur. Fires would generally be contained within two days of being reported and would burn less than 15,000 acres. On the average, fires would occur every four years.

Conclusion. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

SHOSHONE WSA

Proposed Action (No Wilderness Alternative)

Under the Proposed Action, the entire 6,914 acres of the Shoshone WSA would be recommended nonsuitable for wilderness designation.

The primary impacts under this alternative relate to removal of common variety slab lava and the loss of wilderness values.

Impact on Wilderness Values

The entire Shoshone WSA would be recommended nonsuitable for wilderness designation. Wilderness values on 6,914 acres would be denied the special legislative protection provided by wilderness designation.

Active preference on portions of the Big Wood Allotment in the WSA would be reduced by 3 AUMs. The reduction would not affect natural values.

Recreational ORV use is projected to remain below 50 visitor days annually in the short term and no new creation of trails is anticipated. One mile of vehicle trail in the WSA would be used and maintained by vehicle travel with the possibility of being expanded slightly. However, no increase in visitor use is projected above current levels and impacts would be confined to the existing trails. The perception of naturalness would be slightly reduced in areas accessible to ORVs due to continued surface disturbance. Recreational ORV use would also result in adverse impacts on opportunities for solitude and primitive recreation in use areas where visitors could see and hear ORVs. The cumulative impacts of ORV use in the Shoshone WSA would be negligible because of the projected low use and overall inaccessibility of the lava flow.

Because it is unlikely that existing mining claims would be valid and development is not anticipated, the developments of locatable mineral resources would not affect wilderness values.

Removal of common variety slab lava rock from a community pit along the WSA's eastern edge would degrade natural values and opportunities for solitude and primitive recreation. Disturbed areas of the community pit would be distinguished by the reddish surface exposed after removal of the dark brown or black veneer lava. Roads and trails created by vehicles driving across the lava would crush and break the material changing its general texture and color. Vehicles and equipment working in the pit would disturb opportunities for solitude and primitive recreation. All wilderness values would be lost on the 50 acres of the community pit.

The lava rock community pit would also reduce wilderness values in the surrounding viewshed. The pit could be viewed from a surrounding area of approximately 400 acres or less. Although there are numerous internal topographic features such as pressure ridges, blisters, and subsidence craters in the lava flow, visibility is limited because elevations only range from 3,781 feet to 3,970 feet from the west boundary to the east.

Although full suppression fire management could be used to fight fires in the Shoshone WSA, surface disturbing activities would not be necessary or possible in the 86 percent of the WSA covered by recent lava flows. Surface disturbing activities utilized to fight the predicted maximum of 150 acres burned on the average every five years would have negligible impacts on the WSA's apparent naturalness because of the small acreage involved.

Conclusion. All wilderness values would be lost on the 50 acres of the lava rock community pit. Wilderness values would be degraded on an additional 400 acres or less in the surrounding viewshed. Lava rock removal would degrade wilderness values on approximately 6.5 percent of the Shoshone WSA.

Impact on Development of Locatable and Saleable Mineral Resources

All lands within the WSA would remain open for mineral entry. All potential mineral resources would be available for development, including approximately 2,000 tons of common variety slab lava.

There are approximately 925 acres of mining claims for slab lava within the WSA. Development of these claims would be unlikely because the lava is of common variety and therefore not available for mineral location.

A community pit for slab lava could be opened.

Conclusion. Potential mineral resources would be available for development. This includes approximately 2,000 tons of common variety slab lava. There would be no impact on development of locatable and saleable mineral resources.

Impact on Livestock Grazing Operations

Existing cattle operating procedures would not change under the Proposed Action. There would be no structural range developments maintained using vehicles within the WSA and no additional developments are planned. The active preference would remain the same in the Lagoon and Quail allotments and would be reduced 3 AUMs (1.8 percent) in the Big Wood Allotment (from 12 AUMs to 9 AUMs). Ecological condition classes would be unchanged through grazing or wildfire.

Conclusion. Existing cattle operating procedures would continue. The level of grazing use would decrease 3 AUMs, or 1.8 percent. Ecological condition classes would remain unchanged.

Impact on Fire Management

There would be no impact on fire management. During the critical fire season (June through September), all fires within the area would be fully suppressed. Suppression efforts could include backfiring and use of pumper trucks, helicopters, and bulldozers. Backfiring tactics would be utilized

along the river's edge, private property, existing trails, boundary roads, and the edges of the sparsely-vegetated recent lava flow. Pumper trucks would be used on existing trails and boundary roads, but cross-country use would be limited. Bulldozer use would also be limited, but could be used in extreme conditions to remove vegetation from existing trails and boundary roads or to blade new fire lines in soil-covered areas. Helicopters would be used for observation and could land within the WSA to help suppress small fires. Fires would generally be contained within six hours of being reported and would burn less than 150 acres. Fires would occur at this time of year on the average every five years.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not edangering significant resources or property.

Conclusion. There would be no impact on fire management.

All Wilderness Alternative

Under the All Wilderness Alternative, the entire 6,914 acres of the Shoshone WSA would be recommended as suitable for wilderness designation.

The primary impacts under this alternative would be the long term protection of wilderness values and restrictions on fire suppression and development of mineral resources.

Impact on Wilderness Values

All 6,914 acres of the Shoshone WSA would be recommended suitable for wilderness designation. All wilderness values would receive the special legislative protection provided by wilderness designation.

Active preference on portions of the Big Wood Allotment in the WSA would be reduced by 3 AUMs without affecting natural values.

The entire Shoshone WSA would be closed to recreational ORV use; both cross-country and on the existing one mile of trail. Less than 50 visitor days would be eliminated annually.

Natural values would improve slightly by eliminating the ORV-caused surface disturbance. Opportunities for solitude and primitive recreation would be enhanced because encounters between recreationists and ORV enthusiasts would be eliminated. The overall impacts of eliminating ORV use would be negligible because of the inaccessibility of the lava flow to ORVs and low use.

Development of locatable mineral resources would not affect wilderness values since no locatable mineral development is anticipated. There would be no sale or removal of slab lava rock from a community pit.

Fire management activities would be limited to backfiring from boundary roads, the river, or private property causing no new surface disturbance. Although limitations on fire suppression techniques would result in larger fires in the WSA, natural values would not be affected because the effect would be reintroduction of fire into a fire dependent ecosystem.

Conclusion. All wilderness values would receive long-term Congressional protection. All existing wilderness values would be maintained in the Shoshone WSA.

Impact on Development of Locatable and Saleable Mineral Resources

All public lands within the Shoshone WSA would be withdrawn from all forms of mineral entry. Development of potential mineral resources would be forgone. This would include approximately 2,000 tons of common variety slab lava.

The approximately 925 acres of mining claims within the WSA would be examined for validity. Development or validity of these claims would be unlikely because the lava is of a common variety and therefore not available for mineral location.

Conclusion. Development of potential mineral resources would be forgone. This would include approximately 2,000 tons of common variety slab lava.

Impact on Livestock Grazing Operations

Existing cattle operating procedures would not change under this alternative. There would be no structural range developments maintained using vehicles and no additional developments would be constructed. The active preference would remain the same in the Lagoon and Quail allotments and would be reduced 3 AUMs, or 1.8 percent, in the Big Wood Allotment (from 12 AUMs to 9 AUMs). Ecological condition classes would be unchanged through grazing or through wildfire.

Conclusion. Existing cattle operating procedures would continue. The level of grazing use would decrease 3 AUMs, or 1.8 percent. Ecological condition classes would remain unchanged.

Impact on Fire Management

During the critical fire season (June through September), fires within the WSA would be contained within the WSA's boundaries by backfiring from the boundary road, river's edge, or private property. Generally, fires would be contained within one day of being reported and burn less than 1,000 acres. On the average, fires would occur at this time of year every five years. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

During the remainder of the year, fires in the area would receive limited suppression involving daily monitoring of each fire to ensure that it is not endangering significant resources or property.

Conclusion. Full suppression including use of pumper trucks, helicopters, and bulldozers within the WSA would not occur.

RELATIONSHIP BETWEEN SHORT-TERM USE OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

If a WSA is not designated wilderness, all present, short-term uses would continue. Off-road vehicle use, mining, and mineral leasing activities could reduce the wilderness values over the long term.

If an area is designated wilderness, it would ensure the long-term productivity of ecosystems and would maintain or enhance present wilderness values. Motorized vehicles could no longer be used except where prescribed by an area's wilderness management plan. Mineral resources would not be available for location and development.

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

Activities such as mining, mineral leasing, and material sales could create an irreversible commitment of the wilderness resource in part or all of a WSA if not designated as wilderness. Wilderness designation would not create an irretrievable or irreversible commitment of resources within a WSA. Designation would restrict or stop development activities and maintain an area's natural condition. If in the future Congress decides it would be in the national interest to develop certain resources within a wilderness, they can modify the law to allow it.

CHAPTER 5

CONSULTATION, COORDINATION, AND PUBLIC PARTICIPATION

The recommendations in the Final Monument Wilderness EIS were developed through an on-going coordination and public participation effort. Federal Register notices and news releases have announced all steps of the process including the study schedule, notices of intent to prepare the Draft Monument RMP/EIS, notice of availability of the Draft Monument RMP/EIS, notices of public hearings, and public comment periods.

Throughout the study, consultation and coordination occurred with other Federal agencies; State, county, and local governments; and the public. At this time, recommendations as to the suitability or unsuitability of WSAs for wilderness designation are not inconsistent with officially approved and adopted resource-related plans of these agencies and governments.

Additional consultation and coordination took place with the U.S. Fish and Wildlife Service, the State Historic Preservation Officer, the U.S. Geologic Service, and Bureau of Mines.

Wildlife and vegetation inventories and consultation with the U.S. Fish and Wildlife Service, Ecological Services Division, did not identify any threatened or endangered species in the WSAs.

Inventories and consultation with the State Historic Preservation Officer during scoping determined that no cultural sites that would be eligible for nomination for listing on the National Register of Historic Places are known to exist within any of the WSAs.

The U.S. Geologic Service and Bureau of Mines are inventorying each WSA to determine its leasable, locatable, and saleable mineral potential. The BLM has supplied both agencies with maps and information of each WSA.

LIST OF PREPARERS

A list of the persons involved in the preparation of this EIS is provided in Table 5-1.

TABLE 5-1
LIST OF PREPARERS

Name	Responsibility	Education	Experience
Jeff Jarvis	Team Leader	BS Natural Resources	BLM-8 years Outdoor Recreation Planner/Wilderness Coordinator NPS-2 years Park Ranger
Donita Cotter	Technical Coordinator	BS Environmental Science	BLM-5 years Outdoor Recreation Planner/Wilderness Coordinator, 2 years Surface Protection Specialist
Derinda D. Rapp	Editor/Typist	1 1/2 years college	BLM-13 years as Grazing Clerk, Resource Data Assistant, Range Technician, Mail and File Clerk, and Editorial Assistant
Lawrence L. Dee	Minerals	BS Geology	BLM-5 years Geologist US Navy-15 years Oceanographer
Floyd P. DeWitt	Range Management	BS Agriculture with Conservation Option MS Range Management	BLM-7 years Supervisory Range Conservationist, 3 years District Staff Range Specialist, 1 year District Staff Watershed Specialist, 1 year District Planning Coordinator, 5 years Range Conservationist
Carlos Mendiola	Fire Management	2 1/2 Years college	BLM-8 years Fire Management Officer, 2 years Natural Resource Specialist, 4 years Fire Control Officer, 10 years Range Technician
Clarence Ouellette	Maps	High School	BLM-8 years Visual Information Specialist; USAF-23 years Imagery Interpretation Specialist

EIS REVIEW

Beginning on May 11, 1984, about 450 copies of the Draft Monument RMP/EIS were sent to the agencies, organizations, and individuals listed on Table 5-2. A news release was issued statewide announcing the draft's availability. The public review period extended to August 9, 1984. During the public review period, a public hearing was held to receive formal comments on the draft.

TABLE 5-2

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Federal Agencies

Department of Agriculture
 Soil Conservation Service
 U.S. Forest Service
 Agricultural Conservation and Stabilization Service
Department of Interior
 Bureau of Indian Affairs
 Geological Survey
 Fish and Wildlife Service
 National Park Service
 Bureau of Reclamation
Department of Defense
 Corps of Engineers
Department of Energy
 Bonneville Power Administration
Wood River Resource Conservation and Development Committee

State of Idaho Agencies

Bureau of Mines
Office of Energy
Department of Lands
Department of Fish and Game
Parks and Recreation
Department of Transportation
Department of Health and Welfare
Department of Water Resources
State Clearinghouse
Historical Society
State Historic Preservation Officer
Department of Agriculture
Region IV Development Assn.

City and County Government

County Commissioners
 Butte County
 Lincoln County
 Blaine County
 Minidoka County
 Jerome County
 Gooding County
 Power County

TABLE 5-2 (Cont.)

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Planning and Zoning Commissions

Butte County
Lincoln County
Blaine County
Minidoka County
Jerome County
Gooding County
Power County

Soil Conservation Districts

Power
Gooding

Community Development Director, City of Twin Falls

Mayors

City of Bliss
City of Hagerman
City of Gooding
City of Dietrich
City of Richfield
City of Eden
City of Hazelton
City of Paul
City of Wendell
City of Jerome
City of Shoshone
City of Rupert
City of Minidoka

Elected Officials

Senator James McClure
Senator Steve Symms
Representative George Hansen
Governor John Evans
Steve Antone
Mack Neibaur
Dwight Horsch
J. Vard Chatburn
Ernest A. Hale
John H. Brooks
Gordon Hollifield
Albert M. Johnson
Mark A. Larson
Wes Trounson
Claire Wetherell
Chick Bilyeu
Denton Darrington
Dan Kelly

TABLE 5-2 (Cont.)

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Individuals and Organizations

All grazing permittees with preference within Monument Planning Area	A & K
A & B Irrigation District	David Albertson
Darryl J. Albertson	Joe F. Allen
Glen Allen	American Fisheries Society
Neil Ambrose	Jon Anson
Dr. Robert C. Anderson	Daniel J. Ayarra
Atlantic Richfield Company	Quinn W. Bailey
Glen D. Bailey	Ferrel Dean Ball
Henry Baker	Bill Barnes
Walt Baltzer	Leland Batchelder
Lloyd Barron	Wendy Beckeley-Collins
Allen Bauscher	Gregg Bell
Daniel L. Beebe	John J. Bellus
Clarence Bellem	Walter C. Bentzinger
J. T. Bennett	Clair E. Bergstrom
Arlene E. Bergstrom	Jeffrey A. Bergstrom
Clint Bergstrom	Big Mama Mine
Joyce Bernard	Spencer M. Bingham
Roland Bingham	E. Fred Birdsall
Victor L. Bingham	Sheldon Bluestein
Blue Lakes Country Club	Robert E. Bowers
Stephen Boller	Bruce Bowler
Aldrich Bowler	Howard Bradley
Peter A. Bowler	Alan Brauer
Lynn N. Bradshaw	Roy Breckenridge
J. H. Breckenridge	Ed Burgess
Rich Brown	Burley Bowmen
Dennis Burks	Jerry Callen
B. Robert Butler	Carey Valley Rod & Gun Club
Carey School	Robert G. Carr
Edward P. Carr	Willa Carraway
Del Carraway	Ben Cavaness
Cash Industries, Inc.	Jack & Stello Collins
Ted Chu	Committee for Idaho's High Desert
William B. Colvin	J. F. Cook
Margaret A. Comstock	Gary Cress
Mike Crawford	Glen Croft
Croff Oil Company	Joe Davidson
Richard Dalton	W. Ernie Davis
Michael D. Davidson	Mike Dayley
William C. Davis	Joseph A. de Blaquiére
Tim Deasy	Roy Dobson
Clifton R. Dixon	Lawrence E. Drexler
Dorr & Davidson	

TABLE 5-2 (Cont.)

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Stephen W. Dryton	Ducks Unlimited
Debra J. Duffin	Glenn Duffin
Mark Duffin	Vern Duffin
Arthur J. Dunford	Kirk L. DuShane, Jr
Gordon Eccles	Gary Eichelberg
Keith Eisberg	Bob Erkins
Exxon Co. USA	Joe Fackler
Richard C. Fagg	Vern E. Fallin
Federal Land Bank Assn. of Gooding	First Security Bank of Idaho
Flying Triangle, Inc.	Lyle F. Frazier
J. E. Fredrickson	Robert Fredrickson
Gary E. Freeman	Joe Gallagher
Dave Garff	German Shorthaired Pointer Club of Magic Valley
Bernard F. Gergen	Larry Gillette
Tom & Ellen Glaccum	Glenns Ferry Wildlife Club
Selendonio D. Gonzales	The Good Sam Club
John Gough	Kip Gould
Dick Graves	Greater Snake River Land Use Congress
Dr. Thomas Green	Leon Grieve
Arthur R. Grothe	William Gulley
F. F. Gunning	Lawrence R. Haag
David Hagen	Clyde Harper
E. S. Harper Co., Inc.	Ronald M. Harriman
Glenwin Harris	Carl E. Hayden
James C. Hathorn	L. Grant Hendrix
Carl Henry Hege	Russell W. Heughins
Ken Higginbotham	Charles R. Hisaw
David Hofer	Ray Hofer
Ray & June Holder	George Holmes
Homestake Mining Company	Ivan Hopkins
Melvin Hruza	Francis Reed Hulet
Kyle Human	C. Robert Humphrey
Idaho Carey Act Development Assn.	Idaho Conservation League
Idaho Farm Bureau Federation	Idaho Cattle Feeder's Assn., Inc.
Idaho Cattlemen's Association	Idaho Conservation League
Idaho Natural Areas Coordinating Committee	Idaho Outfitters & Guides Assn.
Idaho Wildlife Federation	Idaho Power Company
Jim Ingalls	Idaho Woolgrowers Assn.
Intermountain Gas Company	Ralph Ingram
Lynn Jackman	Frank Ireton
Duane John	Janss Farms
Richard Edward Johnson	Forest Johnson
Larry Jones	Edward L. Jones, Jr.
Kast C. K. Cattle Co., Inc.	William H. Jones
Shirley Kendall	Bill Kearley
Tim Kesinger	Mike Kerbs
	Don Kester

TABLE 5-2 (Cont.)

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Kent L. Klosterman	Steven Klug
Douglas R. Kohntopp	Richard Kolbrener
Lee Kress	Sam Large
Ernie LaMiller	Dan Lamb
Glenn Larsen	League of Women Voters
Lovello Liman	Lou Logosz
Ed Lyttle	Magic Valley Trail Machine Assn., Inc.
Magic Valley Fly Fisherman	Carl Manus
Terry G. Martin	Ralph Maughn
H. J. McAuley	John M. McCarty
Robert McClain	Roy E. McClure
Rod McCoy	Wayne D. McKenzie
Dale A. Meador	Fred A. Meador
William Meiners	Roy I. Miller
Minidoka Bowmen	Minidoka Irrigation District
Bill Mink	Troy R. Mitchell
Ray Moon	Marty Morache
Randall E. Morris	Michael Moss
Mountain Bell	Allen Moyle
Myko, Inc.	Rory Naldonado
National Audubon Society	National Outdoor Coalition
Natural Gas Corp. of California	Natural Resources Defense Council, Inc.
The Nature Conservancy	Calvin L. Neal
John W. Neff	Lawrence B. Neff
R. G. Neher	Lynn A. Nelson
Anton J. Newman	Stanley O. Nomer
North Valley Free Trappers	Robert H. O'Brien
John & Janet O'Crowley	Don Olowinski
Craig H. Olsen	Pat O'Rorke
W. Franklin Orr	Dwight Osborne
Pacific Power & Light Co.	Pacific Imports
Rodney H. Park	Grant A. Patterson
Max G. Pavesic	Ronald F. Peck
Charles Pendleton	Lee Peterson
Floyd Phillips	Pioneer Production Corp.
Pocatello Trail Machine Assn., Inc.	Ed Poppleton
Rene Pothier	B. Roy Prescott
Rudy Prudek	Queen Bess Mine
Ismael A. Quilanton	Daryl Rasmussen
Troy J. Ratliff	Harriett B. Ravenscroft
Vern Ravenscroft	Glen Reed
Glen Reeder	K. W. & Janet Richardson
Clair Ricketts	Virginia Ricketts
Norman L. Ridinger	Neil R. Rimbey
Ron G. Rinehart	Kenneth Robinson
Rocky Mountain Energy Company	Dean Rogers, Jr.
Mary Rosczyk	Ken Ruby
Lowell Ruby	A. Margaret Rude

TABLE 5-2 (Cont.)

AGENCIES, ORGANIZATIONS, AND INDIVIDUALS
TO WHOM THE DRAFT MONUMENT RMP WAS SENT

Rupert Rifle & Pistol Club	Maxine Russell
SA Farms	Ken Sanders
Donald Sandy	Reuben Sauer
Sawtooth Snowmobile Club	Sterling W. Schow
William R. Schroeder	Daryl J. Serr
Jay Sevy	Lee Sharp
Timothy Sherburn	Shoshone Rod & Gun Club
Warren L. Shillington	Mike Shigihara
William L. Shirk	Shoshone-Bannock Tribes
James Shull	W. D. Siegenthaler
Sierra Club	Silver Strike Mining Company
M. H. Simon	Simplot Cattle Co.
Verl W. Simpson	Cort Sims
Floyd Slane	Melissa Smalley
Tammy Smalley	Dan Smith
Jack Smith	Odell Smith
Soil Conservation Society of America	Southern Idaho Coon Hound Assn.
Southern Idaho PCA	Roderick Sprague
Emery M. Stark	Henry Steinmetz
Dan Stepelman	Lowell Stewart
Oscar Stimpson	Mr. & Mrs. E. Stoneback
Robert Struthers	Larry E. Stumpf
George Suchan	Sunshine Management
Doug Swaner	Joseph Swaner
Milton Tate	Mark J. Taylor
Rex Taylor	Lawrence Tews
Texaco, Inc.	Charles R. Thomas
Charles W. Thompson	Dr. Max Thompson
Dave P. Tidwell	Triumph Mineral Co., Inc.
Arlan Turnbull	Twin Falls Fish & Wildlife
Twin Falls Rod & Gun Club	Conservation Corp.
Jerry Tydeman	United 4-Wheel Drive Assn.
University of Idaho	Utah Power & Light Company
Ronald VanDelden	John (Jack) Varin
Vaughn Brothers	Vital Corporation
J. Brian Waddell	Bernice Walker
Ken Ward	Pauline R. Warner
Tom F. Warner, Jr.	Irvin Wartluft
Terry Webster	Ted Weigold
Jason Weimer	Merle Wells
Ruland J. Gill, Jr.	Lee Whiting
Roger L. Whitnah	The Wilderness Society
The Wildlife Society	Wildlife Management Institute
Loretta B. Williams	Lyle D. Woodbury
Michael Woodland	Wood River Gem & Mineral Society
Robert E. Wright	Margaret Wyatt
Kim Yearsly	Mary A. Young
W. Kaye Young	Paul Fred Zeller

Comment Response Procedures

A total of 20 comments concerning the wilderness portions of the Draft RMP were received. Each of these letters has been reprinted in this EIS. In addition, all comments from government agencies have been reprinted in this EIS, whether or not they addressed the wilderness portion of the Draft RMP.

The comments for which responses have been printed are identified by vertical lines and consecutive numbers in the left margins of the letters. The corresponding responses follow each letter and are numbered to match the comments.



Department of Energy
Bonneville Power Administration
P.O. Box 3621
Portland, Oregon 97208

AUG 08 1984

Re: **SJ**

Mr. Ervin Cowley, Project Manager
Shoshone District
Bureau of Land Management
P.O. Box 2 B
Shoshone, ID 83352

Dear Mr. Cowley:

We have reviewed the Monument Resource Management Plan and Draft Environmental Impact Statement (EIS). The following comments on the EIS address concerns in two areas: (1) the need for up-to-date information on utility transmission corridors, and (2) the need for protection of utility land use rights during land transfers.

Existing and Future Corridor Needs

Concerning existing transmission system corridors, the map in the EIS appears incomplete. Map 12 should be updated to show all utility corridors (34.5 KV and above) in the resource planning area. We have enclosed a map (map 1) which illustrates the Bonneville Power Administration (BPA) and utility transmission systems in the area.

BPA has no immediate plans for new facilities in the area. The proposal to reinforce the Heyburn-Haymiller area in 1985, identified in our comments on the Cassia Resource Management Plan Draft EIS, has been rescheduled into the 1990's. This proposal would involve removal and reconstruction of the Heyburn to Haymiller portion of Rupert-Heyburn 34.5-kV line with a new 138-kV double circuit line (see map 2, enclosed).

The draft EIS does a good job of recognizing the potential for future transmission system corridors identified by the Western Utility Group in their Western Regional Corridor study. This inventory, involving over 100 public land rights-of-way users, was completed in May 1980.

For your information, we have enclosed a copy of the May 1984 Intertie Corridor Evaluation Report. This preliminary routing and environmental issues document is the product of an intensive 5-month study by a work group of utilities and agencies from Montana, Idaho, Oregon, Nevada, and California. Inland Intertie Plan #A identifies one potential corridor that could affect the resource planning area. This is the corridor from Midpoint to Garrison. It is also shown on map 1, enclosed. The final EIS should make note of this corridor and its proximity (6-8 miles) to the Great Rift Lava Wilderness study area. Plans for the Inland Intertie at this time are speculative; however, the corridors identified should still be considered in future utility land use planning.

Utility Land Use Rights

Utilities and agencies affected by land transfers which involve utility rights-of-way should be notified and involved in the land negotiations. It is important that they be involved not only to protect land rights but also to insure that new uses are compatible.

We appreciate the opportunity to comment on the draft EIS. If you need further information, please contact Wes Kvarsten, Director, Division of Land Resources, at FTS 429-4683 (503-230-4683).

Sincerely,

Anthony R. Morrell
Anthony R. Morrell
Environmental Manager

Enclosures:
2 maps
Intertie Corridor Evaluation Report



United States Department of the Interior

BUREAU OF RECLAMATION
PACIFIC NORTHWEST REGION
FEDERAL BUILDING & U.S. COURTHOUSE
BOX 948-550 WEST FORT STREET
BOISE, IDAHO 83724

IN REPLY
REFER TO: PN 150
120.1

JUN 19 1984

Memorandum

To: Project Manager, Bureau of Land Management, Shoshone, Idaho
From: Acting Regional Director, Bureau of Reclamation, Boise, Idaho
Subject: Review of Draft Environmental Impact Statement--Monument Resource Management Plan, Idaho

We have reviewed the subject document and find Alternative C, the Preferred Alternative, consistent with the Bureau of Reclamation planning effort for the Minidoka North Side Pumping Division Extension Project. Based on recent discussions between you and members of our staff, it is our understanding that certain Bureau of Land Management lands identified for Bureau of Reclamation transfer (T-4) may be approved for private entry (T-2, Transfer to Agriculture Only). Our planning effort could accommodate a change such as this.

The allocation of uses for the Bureau of Land Management lands earmarked for Reclamation transfer (T-4) has been completed and approved by both irrigation and wildlife interests. We have enclosed maps and data showing the proposed land uses and an acreage summary by 40-acre subdivision. The allocations are as follows:

Irrigation	1,340 acres
Critical wildlife habitat tracts	933 acres
Other wildlife areas	1,478 acres
Total	3,751 acres

Thank you for the opportunity to review this document. Please let us know if we can be of further assistance.

John W. Thompson

Enclosures

cc: Commissioner of Reclamation, Washington, D.C., Attention: 150



United States Department of the Interior

FISH AND WILDLIFE SERVICE
ENDANGERED SPECIES PROGRAM
4620 Overland Road, Room 209
Boise, Idaho 83705

DATE: May 16, 1984
TO: District Manager, BLM, Shoshone District, Shoshone, ID
FROM: Assistant Field Supervisor, FWS, Ecological Services, Boise
SUBJECT: Review of Monument Resource Management Plan/Environmental Impact Statement (FWS-1-4-84-1-338)

The U.S. Fish and Wildlife Service has reviewed the Monument Resource Management Plan with respect to listed and candidate species. We find your analysis to be complete with respect to the listed and candidate species status.

Although we have no direct authority with respect to candidate species until they are federally listed, we support the direction that the plan takes with respect to the ferruginous hawk, Swainson's hawk, Shoshone sculpin and Snake River snails. Also, we encourage you to allocate funds and staff time for development of nesting opportunities for both raptor species. My staff can be made available (on a limited basis) to assist you in these management efforts.

We also concur with the efforts you are taking to include candidate plant species in your evaluations. The direction you are taking in affording their protection is welcomed.

Thank you for your interest in the conservation of rare species.

James F. Gore
James F. Gore

cc: FWS, AFA, Portland
IDFG, Hdqtrs., Boise
IDFG, Region 4, Jerome



United States Department of the Interior

NATIONAL PARK SERVICE

Pacific Northwest Region
Westin Building, Room 1920
2001 Sixth Avenue
Seattle, Washington 98121

IN REPLY REFER TO:

L7619(PNR-RE)
DES 84/27

August 3, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
Shoshone District
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

We have reviewed the draft Monument Resource Management Plan/Environmental Impact Statement (RMP/EIS) and have the following comments:

Cultural Resources

The discussion of cultural resources in the RMP/DEIS is brief, general, and dispersed—making it difficult to evaluate. But, it indicates a commitment by BLM to protect cultural resources from various multi-use impacts projected for the 1,178,989 acre Plan area in southern Idaho.

We are deeply concerned that the preferred alternative would leave 92 percent of the Plan area open to ORV use. All too often this type of activity coincides with locations of prehistoric and historic living/use areas and trails, rapidly destroying the evidence for them by direct attrition or consequent erosion. At the proposed level, we do not see how the identification, evaluation, and protection of significant cultural resources owned or controlled by the Government can keep pace with their damage and destruction by ORVs and resulting public access.

While it is true that most of the 200 cultural resources with the Plan area have been found along the Snake River and its major tributaries, this is where the greatest number of archeological surveys by far have been carried out in connection with dam building over the years. The Final RMP/EIS should point this out, and the fact that the lack of surveys in the interior of the Plan area would result in fewer sites even if the site density were the same as along the Snake. The cultural resources in the interior also differ in type (as discussed on pages 3-26 and 27) with fewer indications of long-term habitation or reuse of site locations.

Impacts on the National Park System

It appears that no existing or proposed units of the National Park System will be affected either directly or indirectly by the proposed action.

Thank you for the opportunity to provide these comments.

Sincerely,

Frederick J. Bender
Frederick J. Bender
Acting Associate Regional Director
Recreation Resources and
Professional Services

While the single cultural resource map (No. 8) for the DEIS "Cultural Resources, Areas of Geologic Interest, and Isolated Tracts" may accurately portray the location of high density cultural resources along the Snake, it is apt to mislead managers and the public. It should be modified so as not to leave the impression that important resources within the Plan area occur only in zones of high site density and that the land inbetween is free of sites or any of importance. It should be redrawn, or another map produced, to convey a more balanced picture of the known distribution of resource classes and surveys.

While interior cultural resources are often less well represented by finished, diagnostic artifacts, as a class they are important because of their scarcity and our present lack of information on their relationship to riverine sites in terms of culture, chronology, and seasonal movements of people. The Plan should state clearly that in many cases surveys will be required in advance of potentially destructive undertakings within the interior. These resources, along with those along the Snake River and major tributaries, will require careful evaluations of significance and eligibility to the National Register of Historic Places.

The Final RMP/EIS should state that prior to the undertaking the comments of the Advisory Council on Historic Preservation will be obtained when the State Historic Preservation Officer concludes that eligible properties will be adversely affected by a Federal or Federally permitted undertaking. The above steps are required by sections 106 and 110 of the National Historic Preservation Act of 1966 (as amended to 1980), the procedures for which are detailed in 36 CFR 800. These particular legal references were omitted from the list in Appendix H "Cultural Resource: Standard Operating Procedure" and should be added.

It will be important for the Shoshone District BLM to proceed with development of the specific activity plans for cultural resources in areas under its ownership, control, or management. We recommend that the Final RMP/EIS outline how cultural resources will be dealt with and managed in connection with each specific activity or issue listed in the BLM preferred alternative. Particularly relevant issues are Off-Road Vehicles, Recreation Wilderness Study Areas, Land Retention or Disposal, Livestock Grazing, and Mineral and Roadbed Material Lease Land. The scope and content of cultural resource management plans to be developed for particular management areas of the BLM should also be outlined in the Final RMP/EIS.

The followup management plans should be coordinated closely with long range Statewide survey and planning priorities of the Idaho State Historic Preservation Office, Boise (Merle Wells, State Historic Preservation Officer; Thomas Green, State Archeologist). The BLM priorities for archeological and historical needs within the Monument Resource Management Plan area should be defined in concert with study areas, topics, and strategies actively being developed by the SHPO in conjunction with the Resource Protection Planning Process (RP3) developed by the National Park Service for use by the States.



U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
IDAHO DIVISION
3010 WEST STATE STREET
BOISE, IDAHO 83703

May 29, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 28
Shoshone, Idaho 83352

Draft Monument Resource Management Plan/
Environmental Impact Statement

Dear Mr. Cowley:

We have reviewed the referenced document and have not identified any impacts to any Federal-aid highway.

Thank you for providing us the opportunity to comment on your project.

Sincerely yours,

Robert G. Clour
Robert G. Clour
Assistant Division Administrator



U.S. ENVIRONMENTAL PROTECTION AGENCY
REGION X
1200 SIXTH AVENUE
SEATTLE, WASHINGTON 98101

ATTN: M/S 443
AUG 1 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

The U.S. Environmental Protection Agency (EPA) has completed its review of the Draft Environmental Impact Statement (DEIS) for the Monument Resource Management Plan in Southcentral Idaho. This plan provides a comprehensive framework for managing 1,178,989 acres of Bureau of Land Management (BLM) administered public land for the next 15 to 20 years.

Alternative C, the preferred alternative, favors a balanced approach to commercial, recreational and wildlife uses of BLM administered land. Under this alternative estimated soil losses would increase by eight percent over current conditions (page 4-39). This impact should be discussed in more detail in the Final EIS. Existing water quality conditions should be described in the portions of the Snake River basin affected by the plan. What are the water quality ramifications of these soil losses to local streams, lakes and impoundments? Are there highly erosive areas that should be avoided or managed to protect water quality? Are there best management practices that can be utilized to mitigate soil losses and/or water quality impacts?

Based on our review, we have rated this DEIS LO-1 [LO: Lack of Objections; 1: Adequate Information] in accordance with our responsibility under Section 309 of the Clean Air Act to determine whether the environmental impacts of proposed major Federal actions are acceptable in terms of public health, welfare and environmental quality.

We appreciate the opportunity to review this report. Should you want to discuss EPA's comments, please contact Richard R. Thiel, Environmental Evaluation Branch Chief, at (206) 442-1728 or FTS 399-1728.

Sincerely,

Robert S. Burd
Robert S. Burd
Director, Water Division

Charles Haszler
August 8, 1984
page 2

The maximum grazing alternative (B) was not considered in this plan because "given the amount of nonuse by grazing permittees, the demand for this large amount of forage probably doesn't exist at this time." The same argument applies to Alternative C and yet it was considered and chosen as the preferred alternative. The forage base and resulting stocking levels proposed under Alternative C can not be justified by the existing permittee demand. Future grazing demand is very speculative.

Here and throughout the entire report Vinyard Creek is misspelled as Vineyard Creek.

Vinyard Creek provides the main known spawning habitat for a unique strain of fall spawning hybrid rainbow cutthroat trout.

Herein and throughout the report the Shoshone sculpin should be listed as a species of special concern rather than a sensitive species. It is also a candidate for endangered species status.

"Potential high value Isolated Tracts with agricultural entry applications filed on the tract would be placed in T2 category." These tracts also have the highest potential for production of upland game habitat through cooperative agreements and at least a fair portion of these should be managed as L11 areas.

At the Preferred Alternative, proposed stocking level of 144,776 AUM's (48% higher than the current five year average actual use) "no significant conflicts with other resources were identified..." We contend that the proposed brush controls and seedings required to achieve these stocking rates will produce "significant" conflicts with wildlife, particularly on sage grouse and big game ranges.

We agree wildfires and agricultural development are two major influences on wildlife in the resource area. However, they should not be considered as "largely beyond management control." This problem of cheatgrass invasion is severe, but land managers and wildlife managers must continually develop and test potential solutions. Grass and forb species, especially new varieties which show potential to compete with cheatgrass, should be seeded.

The rehabilitation of big game winter ranges destroyed by wildfires near Kimama should receive high priority. During the 1983-84 winter, approximately 2-3,000 deer migrated from the Picabo Hills and northern desert ranges, through the Kimama area, to agricultural land near Eden. Depredations were severe and winter losses were substantial. Seeding of sagebrush and bitterbrush to provide forage for these animals, should be an ongoing effort on the Kimama range.



IDAHO DEPARTMENT OF FISH AND GAME
REGION 4
869 East Main • Box 428
Jerome • Idaho • 83358
August 8, 1984

Charles Haszler
District Manager
Shoshone District
Bureau of Land Management
Box 28
Shoshone, ID 83352

Re: Draft Monument Resource Management Plan (RMP)
Environmental Impact Statement

Dear Chuck:

The Department of Fish and Game has reviewed the Monument RMP and offers the following comments and recommendations:

We disagree with the selection of Alternative C as the preferred alternative. Alternative C provides for increased livestock stocking rates, more brush treatments, and accelerated land disposal at the expense of wildlife. Benefits to wildlife are rarely by design in this alternative, but rather appear to be products of livestock management.

We have the following specific concerns regarding the preferred alternative:

- p. 1-14 "The Preferred Alternative would recognize the expressed need to make land with potential for agriculture available for future development." On a large scale, the "expressed need" is questionable when federal programs such as PIK are utilized to keep existing agricultural land out of production. Much of the BLM land with agricultural potential would also be suitable for inclusion in the isolated tracts program, or for retention and development of big game winter range.
- p. 1-16 "...the Preferred Alternative would provide for multiple use while allowing livestock grazing." The opposite appears to be emphasized under Alternative C; multiple use is secondary to livestock grazing.
- p. 1-17 "the Preferred Alternative...provides for improvement of critical winter pronghorn habitat." Although portions of the habitat may be improved, the net result of the alternative is the loss of historic winter range and a 3% decline in antelope populations (p. 2-67).

• EQUAL OPPORTUNITY EMPLOYER •

Charles Haszler
August 8, 1984
page 3

The disposal of lands for agricultural purposes should not always be the prime consideration when these areas also provide big game winter range or upland game habitat.

"Range improvements...are in many cases, beneficial to wildlife." We agree in some cases brush removal can enhance brood rearing habitat or big game summer range. Replacement of cheatgrass by seedings is often desirable. However, after implementation of the proposed "beneficial" range improvements, mule deer and antelope populations are still expected to decline by 2 and 3 percent respectively (p. 2-67).

The mule deer and antelope winter ranges outlined in Map 7 should include the range utilized during a severe winter such as 1983-1984. The "typical" winter range was of little value to these animals last year. The most critical deer winter range is the area used during the most severe winter. The identification of this area and maintenance or improvement of the habitat is paramount.

Under Hybrid CT-RB Trout now reads "Vineyard Creek is the only known spawning habitat for a unique hybrid trout". This should be corrected to read "Vinyard Creek provides the main known spawning habitat for a unique strain of fall spawning hybrid rainbow cutthroat trout."

The proposed transfer of five of the 87 Isolated Tracts from Federal ownership to agricultural use is unacceptable. The isolated tracts program should be expanded, not reduced. Most of the parcels available are highly valuable for upland game, nongame, and access. Tracts should not be eliminated because they are inaccessible. Existing or potential habitat should be the prime consideration.

Under the Preferred Alternative, a net population gain of only 1% for sage grouse and population declines in mule deer and antelope are predicted. Livestock stocking rates will increase 48% over current use for this alternative. The large discrepancy between wildlife and livestock use is not justified.

An estimated 21,910 sheep AUM's would be converted to cattle AUM's under Alternative C. The conversion would probably result in greater impacts to wildlife, particularly on unfenced riparian areas and bitterbrush stands which receive late summer or fall livestock use.

Long-term increases in mule deer hunting activity (visitor use days) are projected to be nearly 300% above current use levels. This heavy demand will be confronted by declining mule deer populations under the preferred alternative.

Charles Haszler
August 8, 1984
page 4

Visitor use days for sage grouse, varmint and predator hunting and trapping would be valuable additions to the plan.

The Department supports Alternative D. Adoption of this alternative would address most of the concerns we expressed for Alternative C. Alternative D would provide for substantial increases in all big game, upland bird and nongame bird populations. It would expand the isolated tracts program to 126 tracts and increase the wilderness acreage.

Livestock grazing, land disposals, acreages and brush control acreages would be decreased. Livestock levels under Alternative D are based on the 1977 drought year which should prove to be a reliable standard. We regard the actions under Alternative D as positive for the wildlife resource and the multiple use concept.

We appreciate the opportunity to comment on this document.

Sincerely,

William E. Webb
William E. Webb
Supervisor, Region 4

cc: Bureau of Wildlife
Bureau of Program Coordination - R484-020



STATE OF IDAHO

DEPARTMENT OF HEALTH
AND WELFARE

DIVISION OF ENVIRONMENT
Statehouse
Boise, Idaho 83720

August 9, 1984

Charles J. Haszler
Bureau of Land Management
Shoshone District
P.O. Box 28
Shoshone, ID 83352

Dear Mr. Haszler:

Staff from the Idaho Department of Health and Welfare - Division of Environment (IDHW-DOE) have reviewed the Draft Environmental Impact Statement (DEIS) for the Monument Resource Management Plan. Our comments follow.

In general, IDHW-DOE would support any alternative which maintained or improved water quality in the area. Specific points in the plan which address this concern include:

- 1) Fencing of portions of the Little Wood River stream bank and of isolated tracts of land to minimize water quality impacts from livestock grazing (page 2-57, all alternatives).
- 2) Proposals for brush control and seeding to minimize erosion (page 2-57, Alternatives B, C, and D).
- 3) The protection of fragile soils from erosion as addressed in Alternatives B, C, and D (page 2-59).

IDHW-DOE appreciates the opportunity to review the Draft EIS. Please keep us informed of any progress on this issue.

Sincerely,

Lee W. Stokes
Lee W. Stokes, Ph.D.
Administrator

LWS/SBM:kks

cc: Russ Renk, IDHW-DOE Twin Falls

EQUAL OPPORTUNITY EMPLOYER

IDAHO STATE HISTORICAL SOCIETY
610 NORTH JULIA DAVIS DRIVE BOISE, 83720

August 9, 1984



Mr. Charles J. Haszler
District Manager
Bureau of Land Management
Shoshone District
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Haszler:

Thank you for forwarding a copy of the draft Monument Resource Management Plan/Environmental Impact Statement to our office for review and comment.

Our comments regarding references to cultural resources are limited at this time. However, we will be looking forward to receiving the cultural resource management plans referred to in the RMP/EIS so that we may review and comment on them in more detail.

Sincerely,

Thomas J. Green
Thomas J. Green
State Archaeologist
State Historic Preservation Office

TJG/bhd



STATE OF IDAHO

DEPARTMENT OF LANDS
STATEHOUSE, BOISE, IDAHO 83720

STANLEY F. HAMILTON
DIRECTOR

STATE BOARD OF LAND COMMISSIONERS

JOHN V. EVANS
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SECRETARY OF STATE
JIM JONES
ATTORNEY GENERAL
JOE R. WILLIAMS
STATE AUDITOR
JERRY L. EVANS
SUPT OF PUBLIC INSTRUCTION

August 8, 1984

Charles J. Haszler
District Manager
BLM, Shoshone District
P.O. Box 28
Shoshone, ID 83352

Re: 1601

Dear Mr. Haszler:

The Department of Lands has reviewed the Monument Resource Management plan/Environmental Impact Statement. Our recommendations are as follows:

1. Land exchange to consolidate ownerships be placed as a high priority in the District's planning process.
2. Because of a significant amount of intermingled ownership, Idaho Department of Lands needs to be involved early with management decisions that directly involve state land.
3. Any changes in exchange-of-use need prior cooperative review by the State and BLM.
4. Since the endowment lands were given to the State for income purposes, any potential negative impact on revenues causes concern. Any limitation of access for oil and gas, or mineral development may reduce income to the public schools. Therefore, prior to any restrictions on access we request that land exchange be pursued to provide the State with other lands of equal potential.

Thanks for the opportunity to comment.

Sincerely yours,

Donald E. Hobbs
DONALD E. HOBBS, Chief
Bureau of Range Management

DEH:vp

EQUAL OPPORTUNITY EMPLOYER

STATE OF IDAHO

JOHN V. EVANS
GOVERNOR
IDAHO TRANSPORTATION BOARD
CARL C. MOORE - CHAIRMAN
LLOYD F. BARRON - VICE CHAIRMAN
JOHN R. GIBSON - MEMBER
DARRELL V. HANNING
DIRECTOR



TRANSPORTATION DEPARTMENT

DIVISION OF HIGHWAYS DISTRICT 6 / P.O. BOX 97 / BUTTE, IDAHO 83421
PHONE (208) 745-7781

May 14, 1984

Bureau of Land Management
Shoshone District
Ervin Cowley
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

This correspondence is in response to your Draft Monument Resource Management Plan and Environmental Impact Statement, (RMP/EIS), which affects our District in the vicinity of Craters of the Moon National Monument area of Butte County.

This area of Butte County is included in the Great Rift WSA recommended to Congress by the BLM. In a previous study as suitable for wilderness designation. Thus, all alternatives of the Draft RMP/EIS identify this area to be managed in accordance with BLM Wilderness Management Policy, with specific management provisions to be developed following congressional designation.

U.S. Highway 93, 20, 26 has been used as the Northern boundary of the WSA in Butte County. Our District of the Idaho Transportation Department has studied this section of highway and has determined that, for safety purposes, the roadway should be realigned to eliminate several hazardous curves. This realignment would affect several hundred acres of the WSA, if implemented as planned. BLM Management Policy, however, apparently precludes such actions in designated or proposed wilderness areas. An appropriate resolution to this issue is the only concern of this District regarding our review of your draft RMP/EIS.

Sincerely,

J. R. Dick
J. R. DICK, P.E.
District Engineer

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SAFE TRANSPORTATION MEANS PROGRESS
EQUAL OPPORTUNITY EMPLOYER



State of Idaho DEPARTMENT OF WATER RESOURCES STATE OFFICE, 450 W. State Street, Boise, Idaho

JOHN V. EVANS
Governor

A. KENNETH DURN
Director

May 16, 1984

Charles J. Haszler
District Manager
Bureau of Land Management
Shoshone District
P.O. Box 28
Shoshone, ID 83352

RE: Monument RMP/EIS Draft

Dear Mr. Haszler:

This Department has reviewed the referenced plan. The following comments are provided.

- Reference to "well drilling permit" on page 3-14 is incorrect. While an approved water permit is required and a licensed driller must drill the well, a well drilling permit is not needed.
- The reference to soils classification and suitable vs. unsuitable classification on page 3-31 is acceptable. The Department requests that anytime that an acreage is classified unsuitable due to an excess of Class IV soils, a field exam will be made if the applicant so requests.

Other items which will be of importance if any development occurs, are water availability (water permits) and irrigation run-off (injection wells). To minimize adverse impacts, best management practices must be followed.

In the RMP, on page 4-60 Lands, reference is made to 13,965 acres which would not be considered for transfer under the Carey Act. Would you please send me a list of the Carey Act Projects involved and the acreages.

Sincerely,

John D. Carlson

JOHN D. CARLSON
Construction Permits Section

JDC:sc

Mailing address:
Statehouse
Boise, Idaho 83720
(208) 334-4440



Power Soil Conservation District

American Falls, Idaho 83211

June 19, 1984

Ervin Cowley, Project Manager
Bureau of Land Management
P. O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

Following are the comments of the Power Soil Conservation District. We would like to support alternative plan C for the Monument Resource Management Plan.

Some of the important points of the alternative that we strongly agree with are:

- Most of the soils are highly erosive and should remain in native vegetation.
- There is presently a good stand of native and seeded vegetation which has been improved over the past 30 years. This has been accomplished through the co-operation of the present permittees and the Bureau of Land Management.
- We would also like to point out the over-production of crops now. The farmers are receiving less because they have and are producing more than the people can consume. The federal government is presently paying billions of dollars to induce farmers not to produce certain crops. If this was put into crop production it would be counter-productive to the present agricultural programs.
- We are not advocating that this land be permanently removed from consideration as cropland. If in the future, this land is needed for crop production, it will be far more feasible and economical to consider it for desert entry at that time.

If you need further support for your Management Plan, please let us know at the District Office.

Sincerely,

Willis W. Williams
Willis W. Williams, Chairman
Power Soil Conservation District



COMMITTEE FOR IDAHO'S HIGH DESERT P.O. BOX 463 BOISE, IDAHO 83701

Ervin Cowley,
BLM
Box 28
Shoshone ID 83352

Dear Sir:

We wish to comment on the Monument RMP draft. We have so many objections to the information in the present Draft Plan, and to the methods by which it is manipulated to reach the preferred alternative the Draft Plan embraces, that we urge you to withdraw and entirely rewrite this plan. In general, we say this with an eye to 43USC1701(a)(7), (8), and (10); to 43USC1702(c); to 43USC1712(c)(9); to 42USC4331(c), and 42USC4332(2)(B); and to 43USC1901(a)(3).

We are outraged that this BLM District has refused to cooperate with this organization so that we can write an adequate response to this inadequate document. What information is in your Analysis of the Management Situation????????? We don't know because you refuse to send it. Our only conclusion about the AMS, based on the content of this Draft, is "GARBAGE IN, GARBAGE OUT". Your refusal to supply us a copy of the AMS is in direct violation of 42USC4331(a): "The Congress...declares that it is the continuing policy of the Federal Government, in cooperation with...concerned public and private organizations, to use all practicable means and measures, including financial and technical assistance...to create and maintain conditions under which man and nature can exist in productive harmony..."; and 42USC4332: all agencies of the Federal Government shall... (c) make available to...institutions, and individuals, advice and information useful in restoring, maintaining, and enhancing the quality of the environment..."; 40CFR1502.21: "Agencies shall incorporate material into an environmental impact statement by reference when the effect will be to cut down on bulk without impeding agency and public review of the action. The incorporated material shall be cited in the statement and its content briefly described. No material may be incorporated by reference unless it is reasonably available for inspection by potentially interested persons within the time allowed for comment..."; and BLM Manual 1372.73B: "The head of the office making copies may waive fees...if the requester can demonstrate that the information primarily benefits the public...". This group represents the public, a fact made clear by our conversations, our letter, and our past contacts with your district. A large amount of AMS material, especially in the totally faulty soils and economics sections, is incorporated into this Draft RMP by reference and was not made reasonably available to us, despite written and telephoned requests. A copy of our request letter and your response is attached for inclusion in the RMP record. The unavailability of this material to us makes it imperative that a new Draft RMP be written incorporating that material, with an entire new comment period. We continue to express the doubt that the AMS consists of 700 handwritten pages, many in pencil and nearly illegible. We have received free copies of AMS's from every other district which has been planning, and none have looked that way: all have been neatly typed documents.

The Preferred Alternative is not a multiple use-sustained yield Plan. In an area which can be described generally as an ecological disaster area, it: decreases the number of mule deer and pronghorn; sells public lands with high wildlife values; increases soil erosion to unacceptable levels; does absolutely nothing for recreation except introduce plans in a few already-overused areas which will probably limit use; recommends two Wilderness Areas out of six possible; so degrades the overall quality of the environment that 3600 pairs of non-game birds will be lost; and, in compensation for all these losses, to produce what this document calls "a balanced approach to multiple use", authorizes grazing levels 44% above present use; and does all these things without the benefit of even the most cursory cost-benefit analysis. Just the lack of any cost benefit analysis mandates the rewriting of this entire Draft Plan before there can be meaningful comment.

We will make our comments in the order of 43USC1702(c)'s listing of the various multiple uses.

RECREATION

43 USC 1712(c)(9) says the BLM shall: "to the extent consistent with the laws governing the administration of the public lands, coordinate the land use inventory, planning, and management activities of or for such lands with the land use planning and management programs of other Federal departments and agencies and of the States and local governments within which the lands are located, including, but not limited to, the statewide outdoor recreation plans developed under the Act of September 3, 1964 (78 Stat. 897), as amended."

This means Idaho's State Comprehensive Outdoor Recreation Plan (SCORP)--just updated this year--must be of vital importance in this RMP's decisionmaking. However, SCORP appears to have been completely ignored, on these grounds:

1) SCORP predicts an large increase in Camping over the next 20 years. It specifically states that Lincoln, Jerome, and Minidoka Counties have a need for 399, 597, and 396 new campsites respectively (pages 119, 114, and 121). It is, of course, silly to ask BLM to provide all these campsites. BLM should provide at least 80% of its proportionate share of these campsites, based on the percent of the counties that it manages. This means about 240 campsites in Lincoln, 110 campsites in Jerome, and 110 campsites in Minidoka Counties. At present BLM has no campgrounds in any of these counties. This draft RMP plan does not call for any campgrounds or campsites in the future. Simple statements that at some future time, some sort of recreation plan will be drawn up, do not meet FLMPA's mandate for multiple use management (43USC1702(c)). Recreation must be fully integrated into this plan. Where will the SCORP-mandated campgrounds be located? What types will they be (fully developed with RV pads, semi-developed with simple picnic tables and outhouses, primitive and just fenced off from cattle)? How will responsibility for maintaining the campsites be divided among other staff (range, fire, etc) who frequent the remote areas in which these campsites are located? How will maintenance of roads to these campgrounds

be integrated with fire management's needs for better access and more firebreaks? How will these campgrounds and campsites be funded? (CIHD believes that money for fencing off camping areas can easily come from 8001 and other range improvement funds, under PHIA. For example, 43USC1901(a)(1): "vast segments of the public lands are producing less than their potential for...recreation..."; 43USC1901(a)(3): "unsatisfactory conditions on public rangelands...reduce the value of such lands for recreational and aesthetic purposes..."; 43USC1901(a)(4): "the above mentioned conditions can be addressed and corrected by an intensive public rangelands maintenance, management, and improvement program involving significant increases in levels of range-land management and improvement funding for multiple-use values..."; and 43USC1902(f): The term "range improvement means any activity or program on or relating to rangelands which is designed to...control patterns of use...". Putting up fencing to keep cattle, sheep, and their droppings out of campsites is a completely reasonable use of range improvement funds for controlling patterns of use.) This plan should be changed to include a vigorous program of campsite creation. Semi-developed and primitive campsites should be created in the following areas, in accordance with good multiple use planning: Big Blowout Butte (Laidlaw Park); Sand Butte west of the Butte in excluded area; Big Wood River (Preacher Bridge area); Wagon Butte; Laidlaw Butte (just east of Butte in good condition rangeland); Huff Lake (a small exclusion from the Raven's Eye WSA for campsite purposes); Bear Trap Cave; Split Butte; and others in similar key places. With Wilderness coming to the Great Rift and other lava areas, and with greater awareness of the hikeability of these areas, campgrounds will be necessary for people who dayhike in lava by day but carcamp at night.

2) SCORP predicts an increase in Walking/Hiking by the year 2000. It identifies a need for 36 miles of hiking trails in Lincoln, 60 miles of hiking trails in Jerome, and 64 miles of hiking trails in Minidoka Counties. BLM has, as far as we can tell, no hiking trails at present in these counties. This draft RMP calls for no trails to be constructed. Needs identified by SCORP must be addressed in the RMP, not in some future RMP. We recommend that this Plan call for: a paved nature trail suitable for wheelchairs in lava areas north of Shoshone, along ID75, at least 1 mile long, with well-signed, paved parking area; a two mile marked extension to the above trail (unpaved); a pair of systems of marked routes, each at least 12 miles long in the Ravens Eye area, based on loops of 2, 4, and 8 miles length, with trailheads at Sand Butte and Huff Lake Campgrounds.

Nature study, driving for pleasure, hiking, and camping have not historically been major desert recreational activities in Idaho. This has been due in large part to overgrazing and resulting small game and nongame wildlife populations; to poor road maps and minimal road maintenance; to poor trail maps, no trail construction or maintenance, and aesthetic impacts from overgrazing; and to lack of potable water, lack of cowpie free areas, and simple lack of designated campgrounds. Another major factor impacting recreational use of desert areas is public perception of rangelands along major highways, which have

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frequently been devastated by fire and exotic invaders.

The Committee for Idaho's High Desert is working to change all these factors. We support increases in game and nongame wildlife, and work to protect natural values through ACECs and Wilderness Areas. We support improved maintenance of critical recreation access roads. We lead outings in which hikers are acquainted with desert hiking areas and techniques. We support creation of a wide range of undeveloped, semi-developed, and fully developed campgrounds in desert areas. And, we conduct frequent public education programs to overcome false public perceptions of low natural and recreational values in desert areas such as the Monument Resource Area.

As a result of these activities; of the wilderness study process, which focussing attention on specific areas; of the probable designation of wilderness in this Resource Area; and of the overall predicted increase in walking and hiking and camping; we forecast a vast increase in recreational use of this Resource Area--an increase that would be 10 to 100 times current use levels, even without creation of campgrounds or trails. Cresters of the Moon Wilderness has shown a very strong correlation of growth in wilderness use through time. Growth in hiking can be projected to almost 1200 visitors in the year 2000. This is a 333% increase over the 1979-1983 average. This increase is only in overnight use--day use in this lava area must be much higher than overnight use. This draft RMP does not even hint at the possibility of such an increase in lava hiking, or make any plans to accommodate it.

We specifically object to the numbers obtained through your "Recreation Methodology" section (Appendix G), as they are apparently manifested in your "Comparative Summary of Cumulative Effects" (Table 2-3). Your preferred alternative, C, increases erosion, increases grazing, reduces big game numbers, transfers 55000 acres into private ownership, and even reduces the number of pairs of nongame birds by 3600. We find it incomprehensible that you project only an eight percent difference in Nature Study between this and Alternative D, which decreases erosion, decreases grazing, increases big game numbers dramatically, transfers only a few acres to private hands, and increases nongame birds by 9800 pairs. Our estimate is that your preferred alternative will so degrade the natural environment that nature study will increase at a lower level than with your No Action alternative--in the 25% range. We also estimate that Alternative D will result in a much higher level of nature study--in the 300% range. Please change your figures to correct this obvious error.

The same problem of failing to relate changes in environmental quality with changes in recreational use shows up in your Dispersed Recreation figures. With the no action alternative, with the same dismal ecological conditions the area has now, and with no new wilderness creation, you predict a 120% increase in recreation. With your preferred alternative, two wilderness areas, less wildlife to see, and increased grazing impacts, you predict a 125% increase. With Alternative D, six wilderness areas, much better ecological conditions, and much more wildlife, you predict a 136% increase. We simply disagree with these figures. Alternative C seems OK, with wilderness area designa-

tion outweighing grazing impacts to make a net 5% increase. But Alternative D would doubtless result in a much greater level of recreation increases. ORVs would not really be impacted by these wilderness designations because these areas are in large part lava, and simply so far from population centers that ORV use is slight. Thus, we urge you to include a 500% increase in dispersed recreation use with Alternative D.

RANGE

The non-lava portions of the Monument Resource Area are predominantly in a state of ecological disaster because of overgrazing and fire. As the Draft Plan states, 95% of the lands are in poor, fair, or seeded condition--only 2% are in good condition. The Preferred Alternative does nothing to change this, except seed more areas to exotic vegetation, and build stock watering pipelines to degrade at least half of the 2% good range. CIHD believes that the Monument RMP range and grazing portions should first examine the land in light of the No Action situation--the 97,000 AUMs of present active use. How is the land faring right now under this level of grazing? Is this disastrous condition improving? The answer is no--trend in the RMP area is generally static. How are erosion levels under current grazing (97000 AUMs)? They are very high--4.8 tons per acre.

The critical issues of condition, trend, and erosion (not to mention wildlife) make reductions under current active grazing levels absolutely necessary. We protest your judgement that "Poor condition areas with few native perennials (highly disturbed) may show upward trend with decreases in grazing and low incidence of wildfire, but would not change condition class." (page D-11) With scattered seedings of native grasses, as we propose, seed sources for regeneration of native perennials would be able to make even poor condition range eventually become good condition range--with decreases in grazing and proper grazing management. No alternative you have generated includes the idea of seeding native grasses to improve ecological condition in severely impacted rangelands. Further, your Irreversible or partially Irreversible Commitments of Resources section does not address the most important issue facing Idaho range management: what is the long term, cumulative impact of seeding only exotic species of grasses? You simply say that "land and vegetation would be committed for the lives of the project." (page 4-62) The rewritten Draft and the Final Plan should address the question of just what are the lives of these projects. Already, 20% of the grasslands in this RMP area have been seeded to exotic grasses. We view that percent to be an absolute ceiling for percent of BLM land so altered in any planning area, even one so devastated as this.

CIHD proposes that, to reverse the trend toward exotic grasses and weeds of all types, 50% of all new regular seedings and 75% of all post-fire seedings be to 100% native grasses, forbs, and shrubs. These seedings should include Idaho fescue, bluebunch wheatgrass, Basin wildrye, bitterbrush, at least 3 pounds per acre of native forbs, and other native plants as site

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may dictate. The seedings should be in 5 to 10 acre tracts, well fenced, with no grazing for the first three years, and with only 25% utilization grazing in successive years to promote utmost plant vigor for seed production. The tracts should be well scattered, in large and small allotments. They should be monitored four times per year to guard against fence problems. We feel strongly that in the rewritten Draft and the Final Plan, an alternative must be developed that provides for such seedings, which would have many good effects. Funds would come from range improvement and fire funds.

CIHD is also concerned with the current Draft Plan's monitoring trigger point for vegetation utilization (page A-3). The difference in plant vigor between 50 and 60% utilization is so great that we prefer 52% as a more conservative management trigger point. Please develop this approach in an alternative in your rewritten Draft and the Final Plan.

We are also concerned about your schedule of 10 year inspection of allotments for condition. Please include provisions for 3-year inspection cycles for condition (at the same time as trend) in the rewritten Draft and the Final RMP.

Last, we are opposed to digging a well and building a pipeline in Laidlaw Park for stock watering. That area has high recreational, wildlife, and natural values (see our ACEC and wildlife comments). We feel that the need for seedings is so great, and the costs of pipelines so high, that this and other pipeline projects must be abandoned in favor of seedings of native grasses. Specify which alternatives don't build the Laidlaw Park pipeline, and adopt one of them.

MINERALS

Our only comment on minerals concerns closures around ACECs and AGIs. The proposed 250 foot closure around AGIs (page 2-73) is inadequate to protect the natural character of these areas. We recommend a one mile radius closed to all mineral entry and leasing around both AGIs and ACECs. This applies to National Natural Landmarks. Include this proposal in an alternative and adopt it.

Mineral material use should be prohibited within the proposed Dry Cataracts National Natural Landmark. Your economic analysis must include an estimate of the value of such mineral materials; a judgement on whether alternate sources for these materials exists; and a report on what the impact of mineral material removal would be on the Natural Landmark.

WATERSHED/SOILS

This document is sorely lacking in soils data. Perhaps this lack of data is the reason why it treats the vital soils resource so poorly. The rewritten Draft and the Final RMP must include a table of soil erosion rates by allotment that includes:

- 1) estimates of cumulative erosion since grazing began;
- 2) estimates of present erosion rates;
- 3) estimates of future erosion rates by alternative;
- 4) T-levels for each allotment (erosion tolerance levels);

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the section on Flowing, Disking, and Seeding on page D-7 does a good job of urging irregular patterns in seeded areas (we recommend 20 acre maximum seeded areas), and seeding of grass, forb, and shrub seeds--except forbs and shrubs should be included in all seedings. We also agree with the philosophy behind Prescribed Fire on page D-6. There must be good coordination on timing fire to prevent Little Park-type errors.

The IDFG Goals, Objectives and Policies Plan for the years 1975-1990 (hereinafter GOPP) states Pronghorn goals on pages 31 and 32. Pronghorn populations are to increase well above current (1975) trends, and hunter success rates are to increase also (less days per animal). They state under Problems and Strategies that land management agencies should give more consideration to antelope in grazing plans, and "provide watering areas that would allow the expansion of existing pronghorn range."

The IDFG 1981-1985 Trophy Species Management Plan section on Pronghorn (pages 26-28) sets a goal for this area for "increase population, increase harvest, and provide more recreation." In spite of this clear direction from IDFG plans, and in spite of 43USC1712(c)(9): "to the extent consistent with the laws governing the administration of the public lands, coordinate the land use inventory, planning, and management activities of or for such lands with the land use planning and management programs of...agencies of the States and local governments... Land use plans of the Secretary...shall be consistent with State and local plans to the maximum extent...consistent with Federal law and the purposes of this Act.", in spite of this, the preferred Alternative under this Draft RMP decreases pronghorn numbers by 3 percent. In the rewritten Draft and the Final RMP, an alternative must be developed and adopted that meets the IDFG goal of an increased pronghorn population.

The IDFG GOPP plans for a vast increase in mule deer levels for 1990 over current (1975) trend levels. IDFG goals are to:

- 1) rebuild mule deer numbers;
 - 2) increase harvest;
 - 3) and increase success rates.
- The IDFG 1981-1985 Mule Deer Species Management Plan for Mule Deer has the following goals (pages 70-74 and 84-85):
- 1) increase resident and wintering populations, maintain harvest, and increase recreation in Unit 52;
 - 2) maintain population and recreation in Unit 53;
 - 3) and maintain population and increase recreation in Unit 68.

The 81-85 Plan says, "Long range impacts of agricultural development in this area could be substantial" on mule deer. The rewritten Draft and Final Plans should detail just how BLM has coordinated with IDFG on determining which Desert Land Entry and Carey Act applications are granted. This Plan also says, for Units 45 and 52, that Management Direction is to urge "BLM to allocate forage for more deer." (page 71). BLM must respond to this identified need for more forage for deer by allocating more forage to deer!

The IDFG GOPP calls for increases in sage grouse numbers and hunter success. It says: "If adequate consideration is given by federal and state land management agencies to preserving and

5) and estimates of soil creation (as mentioned on page 4-63)

Inclusion of such a table might alter decision making. This must happen in light of 43USC1712(c)(1) and (4); and of 43USC1702(c), which defines multiple use as the "harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land..." The preferred Alternative does the following three things in direct contradiction to those items:

- 1) average erosion rates are increased to over 5 tons/acre/year;
- 2) number of acres with reduced soil productivity are increased by over 10000;
- 3) number of acres with severe erosion are increased by 3000.

These figures are amazing. The BLM simply must adopt an alternative that does not include any increases in erosion in any category. The rewritten Draft and the Final RMP must include more information on just how BLM arrived at its figures for acceptable erosion rates. It is our impression that erosion T-levels may fall within 2 to 5 tons per acre, depending on soil type. Yet your soils analysis, mailed to us and included in this comment letter for the record, calls wind erosion rates of 5 to 50 tons/acre/year slight. In justification, a 1961 report is cited, with no page reference. The same analysis calls 5 to 15 tons/acre/year from water erosion, moderate! No published source is given--and apparently, in doing your soils inventory, T-levels were not established. The new Draft and the Final must include detailed references by book and page to justify these extraordinarily high erosion rates.

These high soil erosion rates are another reason why monitoring trigger points for utilization should be lowered. At 59% utilization of forage, there is insufficient cover to prevent wind and water erosion.

WILDLIFE AND FISH

This plan reduces the numbers of pronghorn and mule deer, in direct conflict with Plans approved by the Idaho State Department of Fish and Game. It also fails to recognize Fish and Game plans for increases in Sage Grouse numbers. This Draft Plan is even at odds with itself on wildlife issues. On page 3-4 it engages in a lengthy apology for why wildlife habitat quality is declining, blaming wildfires and loss of historical winter range for wildlife problems. It then goes on to say, "forage availability to big game and sage grouse is not limited by grazing levels or season of use by livestock... Change in grazing management is not an important management consideration at this time." Since this is a 20 year plan, "at this time" must mean, "at this time or any time in the future." NEVERTHELESS, reduced grazing levels under alternative D permit large increases in deer, antelope, and sage grouse. AND, page 4-16 states that the preferred alternative's land sales would include critical antelope winter range and would adversely impact the population!

CIHD does agree that seedings can improve wildlife habitat;

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enhancing existing sage grouse habitat and more refined management implemented, rebuilding of sage grouse populations can be accelerated." This draft plan increases sage grouse populations by one percent--one percent! Increased hunter success, as called for by the IDFG plan, cannot be achieved under the proposed alternative.

The IDFG 1981-1985 Upland Game Bird Management Plan identifies the Monument Resource Area as having high density sage grouse populations. Goals for sage grouse populations are: increase populations, increase harvest, provide more recreational opportunity (page 22). Under Programs, pages 24-25, it says: "The Department will request: (1) that land managers avoid... detrimental brush spraying; (2) that brush removal projects be timed to protect forbs; (3) that fire or other alternatives to herbicides be used when brush control is necessary; and (4) that land managers attempt to maintain conditions favorable to sage grouse." Also: "encourage land managers to (1) develop watering facilities for small animals; (2) fence spring and seep areas to exclude livestock; (3) manage existing water facilities to provide water throughout summer and autumn..." Also: protect traditional sage grouse breeding grounds through special consideration for them and inventorying. Alternative D makes it clear that with reduced grazing, there could be a 10% increase in sage grouse populations. Obviously, that alternative does a much better job of creating favorable habitat conditions than the preferred alternative, which only increases numbers by 1%. With all these considerations in mind, we are appalled when we look at the 50% of brush removals and seedings planned for Laidlaw Park, which would increase manipulated range percentages to near 60%. While some manipulation of vegetation can help sage grouse in that critical wintering and nesting habitat, we believe the total amount of range alteration in Laidlaw Park allotment should be held to 15% of the total area.

We also hold that this draft plan is acting contrary to the entire principle of 43USC1712(c)(2) and 43USC1701 and 43USC1702(c) by including complete plans for extensive range improvements in this vital sage grouse habitat, at the same time as it refuses to discuss the issue of these impacts on those sage grouse. Instead, this draft plan says that at some indefinite future time, some sort of sage grouse Habitat Management Plan will be written to do something that (hopefully) will help sage grouse. THIS DRAFT PLAN IS REQUIRED BY LAW TO BE A MULTIPLE USE PLAN. IT VIOLATES THE ENTIRE PRINCIPLE OF INTERDISCIPLINARY PLANNING TO ALLOCATE THE GRAZING RESOURCE TO THE NTH DEGREE, WHILE PUTTING OFF ALL STUDY OF THE SAGE GROUSE RESOURCE TO SOME FUTURE TIME. The rewritten Draft and the Final Plans must include the sage grouse resource in the plan, and not just leave the remainder after grazing is accommodated, to the sage grouse. They must substantially increase sage grouse numbers, in line with Fish and Game plans.

The rewritten Draft and Final plans must also include and adopt alternatives that meet IDFG mule deer goals for this area by allocating more forage for deer, and by retaining tracts that are important habitat for deer. The intent of these IDFG plans must be followed, not just the numbers given in them. IDFG has had

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inventory problems in the past and will have them in the future, due to funding problems. If their plans say increase game numbers and hunter success, then BLM should work to do this--and not decrease forage for wildlife because IDFG numbers are low.

NATURAL SCENIC, SCIENTIFIC, AND HISTORICAL VALUES

This Plan does a fair job of identifying potential Areas of Critical Environmental Concern, in line with 43USC1712(c)(3). We support your decision to create ACECs in Substation Tract, Vineyard Creek, and Box Canyon/Blueheart Springs. However, the following areas were overlooked:

Sand Butte. Sand Butte has scenic, wildlife, and natural system values of substantial state and national significance. The Butte itself has very fragile sandy soils; fragile and rare vegetation, including a wide variety of grasses and forbs; the entire area's only ferruginous hawk nest; and a unique geologic nature which has not yet been studied. The potential for ORV damage is enormous. Certainly, even the very faint way into the Butte's floor is distracting. The rewritten Draft and the Final plans should nominate and declare the Butte area to be an ACEC, to protect these resources. We do not feel that your proposed ORV closure (which we support) or recommended wilderness designation (with Congressional action a possible 10 years away) will go far enough to protect this special area until it can be scientifically studied.

Last Chance Kipuka. Last Chance Kipuka is in the northwest portion of Laidlaw Park (SW4 Sec 21). A faint way, not leads to it. The area Kipuka contains excellent condition grasslands which provide a picture of how Laidlaw Park looked prior to overgrazing. CIHD recommends that an ACEC be established with in this approximate area: NW4 Sec 32; NW4 Sec 33; Sec 28; E2 Sec 21; and SE4 Sec 16. These areas have scenic, wildlife, natural process, and cultural and historic values. The excellent grasslands, in contrast to the other 98% of the Resource Area; the proximity to a lava wilderness; the opportunity to gain an historic perspective on how the area looked to the first sheepmen and cattlemen; and the sage grouse nesting habitat, deep in the largest undisturbed native grasslands portion of Laidlaw Park, all mark this area as one of substantial state and national significance.

We also recommend that Silver Sage Plains not be placed in a transfer category, as Alternative B calls for. While your analysis indicates that it does not qualify for full ACEC protection, we feel that time may change this judgement. Don't sell that ten acres of land.

On page 2-64 you state that under alternatives B, C, and D, four cultural resource management plans will be developed. On pages 2-28 and 2-29, you specifically mention only two such plans. The rewritten Draft and Final plans should state where the other two plans are being written for, and when they will be written.

We are concerned about impacts to surface sites from sheep-cattle conversions. The greatly increased trampling of cattle can damage such cultural sites. Conversion areas must be subject

to Class III inventories as specified in BLM Manual Section 8111.4. Develop and adopt an alternative that mandates such study.

ECONOMICS

The greatest single flaw in this plan is its utter failure to carry out 43CFR1610.4-6: "The District Manager shall estimate and display the...economic...effects of implementing each alternative considered in detail." This detail is entirely lacking in this RMP. The only economic analysis in the document consists of a summary of ranch budgets (including by reference information in the AMS); a review of farming costs which shows almost zero benefits from converting range land to agricultural land; page 2-77's "Economic Conditions" section; and one page (J-5) in the Appendix. The terms "costs", "benefits", and "economics" do not even appear in the index.

We question many of the assumptions in that Table J-3. You assume an average wage of 18500 for range improvement-related jobs (900,000 income divided by 42 jobs). Also, 19200 for one maintenance job. These figures appear to be extremely high. What is the source for these figures? (It may be in the AMS but we can't get a copy of it.) Are these jobs for one year at a time, or are they spread out over some given life of the plan--i.e., 42 jobs divided by 15 years equals 2.9 full time jobs in any year????? Exactly how many full-time equivalent, permanent jobs will be created by these range improvements, at what predicted annual income? And are these family and operator "jobs", which don't really result in a payroll, or are they hard-money paid positions?

Your method for figuring grazing fee charges is ridiculous. A five year average is silly. The trend in every one of the past five years is DOWN. We anticipate, based on statistical analysis, that fees will level out at about one dollar per AUM. Include a statistical correlation between time and grazing fees in your RMP, and use the resulting value (projected over 15 years, based on the last 5) in your rewritten Draft and the Final RMP.

You state (page 3-37) that the Taylor Grazing Act explicitly states that grazing rights have no capital value. You then attach a capital value to those rights. While we agree that the high level of government subsidy does have some possible capital value, we feel those values do not belong on a table like J-3. Remove them from the Draft and Final RMP.

Your Alternatives A, B, and C state that no ranches would be "threatened". This statement is contradicted by a high foreclosure rate on livestock operations in the multicounty area, and (obviously) by the fact that the entire livestock industry is unhealthy--as evidenced by the continually decreasing grazing fee rate, and the correspondingly increasing level of federal subsidy needed to keep the industry afloat. We cannot accept your "no ranches threatened under current conditions" conclusion without an analysis of livestock operation sales, foreclosures and bankruptcies in the multi-county area over the past 5 years. How many have been sufficiently threatened to go out of business? If

10

11

the answer is none, then we can accept your theory. Otherwise, we believe at least twenty percent of livestock operations are currently threatened. This information must be included in the rewritten Draft and Final RMPs. It may be in the AMS, but we can't get a copy of the AMS, so put it in print for us.

Of course, once you get your recreation use figures corrected, the recreation section will change drastically. We cannot understand, however, why you only figure 9800 dollars per year wages in the recreation industry (2,000,000 divided by 202 jobs equals 9800 dollars per year). What is the basis for these figures? Is it the same document as you consulted for the livestock workers' wages? Again, are these job-years, or are they permanent, full-time jobs? And are they family/operator jobs, or wage-paying positions?

Your analysis of economic benefits from sales of potential farm land, and from allowing Desert Land Act and Carey Act entries, is flawed. You are taking one farm at a time, when you should be looking at the big picture of agriculture in the multicounty analysis area. CIHD is concerned about cumulative effects of dumping super-cheap, almost-free federal land on the agricultural land market to compete with family farmers who are having serious trouble making payments on such more expensive private land. How many farms have been foreclosed on in the multi-county area in the last five years? These figures belong in the rewritten Draft and Final RMPs. A simple insertion of higher land costs into your list of assumptions (page J-1) and your Table J-1 makes it clear that existing farms in the area are losing money. How will this dumping of free farmland (at \$702.86 per year for 210 acres) impact other operations? Also, what is the present average level of direct and indirect federal subsidies to farms in this area? How does this average figure compare to the subsidies directed at the new farms you wish to create through sales and grants? These questions must be addressed in your RMPs. It seems clear to us that only the smallest tracts, with the least wildlife values, the highest possible soil values, and the highest management costs, should be passed on.

ANY lands with wildlife values must be retained! You assume (page 4-13) that the Federal Government will receive a benefit of \$100 for every acre transferred. How was this figure arrived at? What are the administrative costs of such large-scale sale projects in other Idaho districts, on a per acre basis? What are this district's average annual per acre management costs? These questions must be answered in the rewritten Draft and the Final RMPs.

The final line in your "Detailed Comparison of Effects of the Alternatives" is ludicrous: Annual Costs (Range Improvement and Fire). Are these the only costs associated with BLM activities in the Resource Area? What about range costs? What about monitoring costs? What about administration costs, which must be at least 75% accountable to range activity? What about recreation costs? What are the costs of BLM maintenance of roads to and vegetation in range improvements (pages D-6 and D-7)?

HOW CAN A COST-BENEFIT ANALYSIS BE CONDUCTED WITHOUT THIS INFORMATION?

Perhaps this information is in the AMS. However, we can't

get a copy of the AMS despite telephone and written requests.

The rewritten Draft and the Final RMP must include these and other costs. One page is not enough to present a detailed picture of economic impacts as required by 43 CFR 1610.4-6. The new summary of costs and benefits must clearly differentiate between grazing-associated and other costs.

WILDERNESS

This plan addresses the fate of six roadless areas. The Committee for Idaho's High Desert supports wilderness designation for three of the six areas. Sand Butte has exceptional natural values, with a high degree of biological diversity. It has a substantial mule deer population. It has high geological interest, which go hand in hand with its scenic attractiveness. It contains "Qb2" and "Qb4" type lavas and associated soil profiles. It is manageable as wilderness and should be so preserved.

Raven's Eye is one of Idaho's premiere desert roadless areas. It contains "Qb1", "Qb2", and "Qb3" lavas and associated soils. Together with the contiguous Sand Butte area, it provides a continuum of lava desert processes from fresh lava to older (but still recognizable) lava, along with a wide range of associated soil and vegetation development levels. It also contains Broken Top, a very special geologic feature that dominates an area of grasslands which do have potential to return to good or excellent condition class. The Broken Top portion of Raven's Eye is a logical and geological extension of Sand Butte WSA. A small area of the Raven's Eye WSA near Huff Lake should be excluded from the wilderness recommendation for campground development.

We support wilderness for the Little Deer area. While we are not concerned about exclusions along its south side, we want all the Little Park portions included, for sage grouse habitat protection. Section 16 in T2S R23E should be included in the WSA boundaries.

CONCLUSION

This Draft Plan must be rewritten and reissued to comply with FLPMA's multiple use mandate. At present, it does not even address the issues of economics; recreation; soils; or natural and scientific values. It does not contain any alternative which adopts creative range management techniques to reverse the problems which plague this area.

An alternative must be developed which:

- 1) seeds native grasses in scattered plots which are maintained at high vigor, to restore native seed sources to depleted areas, so that those areas can advance from poor condition to good and excellent condition.
- 2) increases mule deer, antelope, and sage grouse numbers to conform with Fish and Game plans. This alternative should spend range improvement funds to create water sources for game, so that they can better utilize available forage, and must also use those funds to plant bitterbrush and other needed shrubs and forbs.
- 3) meets identified demands for campsites and trails
- 4) has realistic, detailed economic analyses.

Bunbunant



August 6, 1984

Mr. Ervin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM
P. O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

The Committee For Idaho's High Desert offers the following comments on the Monument Resource Management Plan, Environmental Impact Statement:

- 1) CIHD endorses ACEC designation for the Substation Tract, Silver Sage Plains, Vineyard Creek, and Box Canyon-Blueheart Springs.
- 2) In addition, CIHD nominates the GOOD condition grasslands of Laidlaw Park, Little Park, and those along the northern and western edges of the Wapi flow as Areas of Critical Environmental Concern. Good condition grasslands survive on only 2% of the Resource Area. CIHD is convinced that these good condition grasslands will be lost as ecological benchmarks unless they are protected as ACECs. CIHD also nominates any surviving good condition or better class kapukas in the lava flows of the Monument Resource Area. The total acreage of the kapukas is very small, and they are inconsequential for livestock forage.
- 3) CIHD opposes any livestock watering pipelines within Laidlaw Park. Laidlaw Park represents the largest area of good condition grassland in the Resource Area. We would not like to see these good grasslands sacrificed for marginal increases in livestock forage production within Laidlaw Park. Nor should they be sacrificed as a result of any grazing distribution schemes involving adjacent areas or allotments.
- 4) CIHD would like to see proposals for eradicating the cheatgrass area in Little Park, which is located in an otherwise good condition grassland. Little Park is isolated by lava flows and would appear to be a good candidate for rehabilitation attempts.
- 5) CIHD opposes any extensive vegetative manipulation in Laidlaw Park. Brush control should be designed to benefit wildlife--especially pronghorns and mule deer--equally with livestock. A program to verify wildlife benefits from manipulations should be established. We would like documentation by expert opinion (i.e., wildlife biologists) that brush removal of more than 15% of Laidlaw Park would be beneficial to browsing wildlife.

-3-

approximately 100,000 AUM's in RA	=	8,333 Animal Units (cow)
12 months		
8,333 AU X 9.4 Antelope*	=	78,333 Antelope
AU		
8,333 AU X 6.15 Mule Deer*	=	51,250 mule deer
AU		

* Data from page B-2 of the Bruneseu-Kuna Grazing Draft EIS, Boise BLM, 1982

As the Monument RMP lists a population of only 615 antelope within the RA--less than eight tenths of one percent of the wildlife potential based on the available forage--CIHD must conclude that wildlife are excluded from reasonable multiple use considerations. This would appear to be a violation of Section 401(b) of the Federal Land Policy and Management Act of 1976.

- 12) The Pronghorn Winter Range appears to include only about 30% of the actual critical winter range. CIHD must demand that the Final EIS document how the pronghorn populations can be stabilized with potential loss of 70% of their critical winter range.
- 13) The RMP should contain site specific, dollar specific, and date of completion information for fenced campgrounds and trailheads within the RA. Specific budget allocations should be included in the Final RMP for personnel required to administer outdoor recreation programs. Consistency with the Idaho State Comprehensive Outdoor Recreation Plan (SCORP) 1983 version should be verified. SCORP indicates that 795 campsites are required for Lincoln and Minidoka counties in the next twenty years.
- 14) Sage grouse have declined dramatically in Idaho over the last several decades. The Final EIS should offer proposals for restoring sage grouse to pre-grazing, pre-agricultural levels within the RA.
- 15) CIHD specifically endorses Wilderness designation for Sand Butte WSA, Raven's Eye WSA, Bear Den WSA, Shale Butte WSA, Little Deer WSA, and Shoshone WSA. CIHD would like a proposal for a closure of the way that divides Raven's Eye and Sand Butte. Alternatives exist south of Sand Butte WSA.
- 16) Sand Butte possesses excellent biological diversity in its grassland and must be preserved. Likewise the diversity and isolation of the grasslands south and east of Broken Top Butte in Raven's Eye provide outstanding wilderness values that must be protected.
- 17) The Final EIS must contain benefit/cost analysis of proposed grazing projects. These figures should be separated and compared to the benefit/cost of recreation-wildlife-soils-waterheds. Benefit/cost figures should separate Range Improvement Funds from Congressionally appropriated funds.

Respectfully submitted,
Randall B. Morris, Chairman
Committee For Idaho's High Desert

-2-

6) CIHD is amazed that the BLM can propose a 48% increase in grazing forage allocation over actual use, when 70% of the Resource Area is in poor condition and only 8% is even in fair condition. 79% of the Resource Area is stable in this abominable condition or is in a downward trend. The BLM's proposal, and all alternatives except Alternative D and D₁ would lock-in the present sorry state of the range for twenty years. Once again the BLM has failed to deal with the cause of the destruction of the public grasslands: livestock grazing. CIHD urges the adoption of Alternative D, although we do not think that it adequately addresses the fundamental problem of destruction of public grasslands by domestic livestock. If the BLM were actually carrying out its multiple use directive, Alternative D₁, the no grazing alternative, would contain economically sensible alternatives to grazing. These might be developed around outdoor recreation, tourism, wildlife ranching, agricultural production of native grasses and forbs, outright public purchase of forage allotments, economic redevelopment in surrounding ranching based communities, or other alternatives.

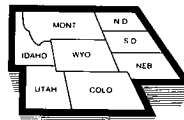
7) If livestock grazing must continue, then CIHD urges that 50% of all Range Improvement Funds be used to enhance wildlife habitat as provided under Section 401(b) of the Federal Land Policy and Management Act of 1976. CIHD urges that Range Improvement Funds be used to purchase or create wildlife habitat, especially critical winter range.

8) CIHD opposes the widespread transfer of lands from public ownership in the Monument RA. All wildlife habitat losses from transfers should be mitigated at the pre-grazing level of habitat value for the transferred parcel.

9) CIHD urges that the Final EIS contain specific proposals for reducing soil erosion to pre-grazing levels. Range Improvement Funds should be used for any structures, seedings, road improvements, etc. that would be required to achieve control of soil erosion. Specific proposals for control of severe erosion should be provided.

10) Monitoring trigger levels for declines for pronghorn and mule deer in the proposed Habitat Management Plans are unacceptable. 30% to 50% declines are truly frightening considering that the declines might be a result of irreversible BLM policies, i.e. critical winter range land sales, brush removal, major range developments. 10% declines should be sufficient to trigger remedial actions. Wildlife population declines should be stabilized by increasing wildlife forage allocation on the public lands. Forage allocation to livestock should not continue to be the destabilizing factor in wildlife populations.

11) Estimates should be made of the pre-grazing wildlife population in the Resource Area. Proposals should be included in the Final EIS for restoring wildlife to pre-grazing levels. In the absence of other documentation, CIHD must conclude that the present forage in the RA would support approximately 78,333 pronghorns and perhaps 51,250 mule deer:



**Rocky Mountain
Oil & Gas Association, Inc.**

345 PETROLEUM BUILDING • DENVER, COLORADO 80202
303/534-8261

August 9, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P. O. Box 28
Shoshone, ID 83352

Dear Mr. Cowley:

I am writing on behalf of the Rocky Mountain Oil and Gas Association (RMOGA) regarding the Draft Resource Management Plan (RMP) and Environmental Impact Statement (DEIS) for the Monument and Bennett Hills planning area, Shoshone District, Idaho. RMOGA is a trade association whose hundreds of members account for more than 90% of the oil and gas exploration and production activity in the eight-state region it serves.

We support the Production Alternative, Alternative B. According to the Draft RMP/EIS, the Preferred Alternative, Alternative C, would leave open for leasing all of the highest potential areas for oil, gas and geothermal resources, as determined by the BLM. However, we would like to make the following comments for your consideration.

We feel the RMP/DEIS fails to thoroughly address the issue of energy resource potential, other than to rate it low within existing Wilderness Study Areas (WSA's). It is important to note, however, that there has been little or no exploration activity in these areas, and that a low rating cannot be assumed merely because exploration data is not available.

-1-

August 9, 1984
Mr. Ervin Cowley
Project Manager - BLM

page two

An area's subsurface resources are potentially as important as an area's surface resources. We believe that an area's mineral resources should be explored prior to making decisions regarding management of the land, especially wilderness recommendations. We believe areas of high geologic favorability should remain open to exploration and development, but unless some exploration is allowed to take place, the geologic favorability of an area may never be known. We encourage the BLM to leave open these unknown geologic areas to exploration so that needed data can be accumulated in order to make sound wilderness decisions.

Another factor which should be taken into consideration in determining what type of land management is best for these areas, is that a wilderness designation is not the only way an area's surface resources can be protected from harm. Existing statutes, including the National Environmental Policy Act, Federal Land Policy and Management Act, National Forest Management Act, Clean Air Act, Endangered Species Act, and National Historic Preservation Act, provide superlative protection for all our nation's environmental resources.

In addition, the oil and gas industry has proven that our operations are entirely compatible with sensitive environmental values. Operational techniques minimize the area and amount of disturbance; and rehabilitation capabilities have reached such a level of competence that the impacts of oil and gas operations are virtually, if not entirely, unnoticeable, and in all cases only temporary.

We note that all of the alternatives would restrict oil, gas and geothermal exploration if the recommended acreage were designated as wilderness, and surface occupancy would be restricted in areas of geologic interest and Areas of Critical Environmental Concern (ACECs). Because of the availability of lease and operating stipulations and restrictions, we do not believe lands must be placed in such restrictive classifications to protect specific resources.

Lastly, areas of moderate to high potential for deposits of oil, gas or geothermal resources should remain open to exploration and production with a minimum of restrictions. The BLM should develop land use allocations which will be compatible with possible exploration for and development of these resources.

RESPONSE TO COMMENT NUMBER 1

Geologic and Energy Minerals (GEM) inventories were completed for each WSA to provide information on each area's mineral potential. Industry input has been requested to further clarify the mineral potential of areas of interest. In addition, the U.S. Geological Survey and the Bureau of Mines is inventorying the WSAs recommended suitable for wilderness to further refine these WSA's mineral potential. The results of these mineral surveys will be submitted with this final EIS through the Secretary of the Interior and the President to Congress.

August 9, 1984
Mr. Ervin Cowley
Project Manager - BLM

page three

We encourage your consideration of these comments prior to completion of the final RMP/EIS. Thank you for the opportunity to express our views.

Sincerely,

Alice I. Freil
Public Lands Director

AIF:cw



SIERRA CLUB
MIDDLE SNAKE GROUP
Box 552 Boise, Idaho 83701

08 Aug 84

Ervin Cowley
Shoshone District BLM
Box 2B
Shoshone, ID 83352

Subject: Comments on Draft Monument RMP

Dear Mr. Cowley:

The Bureau of Land Management is charged with the task of managing the public lands for multiple use. An RMP should provide for balanced multiple use. The preferred alternative of the Monument RMP does not meet this test.

The Monument Resource Area is not currently in sound condition. Much of the land shows the impact of overgrazing. None is in excellent condition, only 2% in good condition. A multiple use alternative would seek dramatic improvement in this unacceptable situation.

The preferred alternative increases erosion, transfers wildlife habitat to private hands and reduces the number of big game animals. We do not feel this is appropriate for a multiple use plan.

A multiple use plan would seek to improve the ecological condition of the seeded, poor or fair condition range that makes up 95% of the Resource Area. To do otherwise is to engage in consumptive use of what ought to be a renewable resource. Instead we find a proposal to mine much of the remaining grass through construction of a stock watering pipeline into the Laidlaw Butte area. We find this unacceptable.

A multiple use alternative would seek to reduce the amount of soil erosion and increase the quality of the area's watersheds and watercourses. Your preferred alternative increases erosion and reduces soil productivity. We find this unacceptable. We are disappointed to find no proposals to restrict cattle access to water sources and riparian zones.

By definition, wilderness represents a unique and irreplaceable resource. A multiple use alternative would recognize that the BLM wilderness inventory eliminated from the study process those lands not possessing outstanding wilderness characteristics (as well as some lands with those characteristics). A multiple use alternative would, therefore, recommend all six WSA's suitable for Wilderness designation. We

...To explore, enjoy and preserve the nation's forests, waters, wildlife, and wilderness...



SIERRA CLUB

Toiyabe Chapter - Nevada and Eastern California

August 8, 1984

Ervin Cowley, Proj. Manager
Monument RMP
BLM/Shoshone District
PO Box 28
Shoshone, ID 83352

Dear Manager Cowley,

On behalf of the Public Lands Committee of the Toiyabe Chapter of the Sierra Club, I would like to submit the following comments on the Monument RMP.

The Toiyabe Chapter, which has over 2,000 members in Nevada and Eastern California, many of whom use the public lands in the Monument RA, support Alternative D over the other alternatives. We also support wilderness designation for Sand Butte WSA, Raven's Eye WSA, Bear Den Butte WSA, Shale Butte WSA, Little Deer WSA and Shoshone WSA and ACEC designation for the Substation Tract, Silver Sage Playa, Vineyard Creek, and Box Canyon-Blueheart Springs. Many of the areas contain rare and endangered species, pristine vegetation conditions, notable biological diversity, as well as scenic beauty and outstanding opportunities for primitive recreation and solitude.

The Monument RMP was disappointing, on the whole, as the proposal to substantially increase livestock grazing by expensive range improvements for livestock ignores the critical problems of current overgrazing and poor range condition, massive and continual soil erosion, as well as continuing deterioration of wildlife habitat and lack of BLM recreational facilities on Monument's public lands.

The range of alternatives is very poor, with BLM emphasis given to increasing livestock numbers. The Toiyabe Chapter supports an alternative which will restore big game wildlife and sage grouse levels to pre-grazing levels. We oppose the sale of any antelope or deer winter or summer range. Range improvement funds should be used to create and replace winter range destroyed by grazing and wildfires. We oppose any pipelines in Laidlow Park, until all multiple use interest groups accept BLM assurance that any new grazing will be properly managed and wildlife concerns will be met. We are surprised that BLM would propose introducing grazing in one of the few areas in the District that is still in good condition. No brush removal by herbicides should occur without an EIS or EA with worst case analysis. More attention should be given to developing recreation facilities on the public

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To explore, enjoy, and protect the wild places of the earth...

GREAT BASIN GROUP
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urge adoption of an alternative that recommends Shale Butte, Sand Butte, Raven's Eye, Little Deer, Bear Den Butte, and Shoshone WSA's suitable for Wilderness. We find the analysis and rational for the wilderness recommendations in the draft RMP to be superficial and inadequate for such an important decision.

We applaud your proposal to create ACEC's in Substation Tract, Vineyard Creek and Box Canyon/Blueheart Springs. We suggest that grassland in good condition has become so rare and so threatened in the Resource Area that such a grassland is an area of critical environmental concern wherever it is found. For this reason, we support the proposal to designate the Last Chance Kipuka an ACEC.

A multiple use plan would plan for and provide the resources to meet the increased demand for recreation. The Monument RA has ample opportunity and resources to provide for increased developed and undeveloped camping and hiking. Since even a reduced grazing alternative would still result in heavy stocking levels the RMP should provide for fencing to exclude cattle from camp sites, water sources and riparian zones.

A multiple use plan would recognize the impact of years of overgrazing on Idaho's wildlife population and propose measures to reverse this unacceptable trend. We are amazed to read that your proposed alternative actually provides for and accepts further reduction in big game population. We are appalled that your proposed alternative marks for sale areas now used as winter range. Specific plans should be made to meet the habitat and feeding needs for increased levels of both game and non game wildlife in the resource area.

In the range of alternatives found in the draft RMP only alternative "D" appears to meet BLM's mandate to manage the public lands for multiple use. We urge to adoption of alternative "D" in the final RMP.

Thank you for the opportunity to comment on this RMP.

Charles C. Yoder
Charles C. Yoder
Chair, Conservation Committee

lands, in line with the Idaho SCORP guidelines. Soil erosion levels are totally unacceptable. Work on reducing soil erosion to pre-grazing levels.

The final EIS should contain cost/benefit analyses of proposed spending. The economic analysis of non-commodity uses (recreation/wildlife/soils/watershed) should be kept separate from grazing costs and benefits. We suspect that the revenues from hunting and other recreational uses of the Monument RA far exceed any income derived from livestock grazing, while the cost ratio between the two uses is reversed.

Thank you for considering our comments.

Sincerely,

Rose Strickland

Rose Strickland, Chair
Public Lands Committee of the Toiyabe Chapter



UNITED FOUR WHEEL DRIVE ASSOCIATIONS

of U.S. and CANADA
8900 N. Camino de Anza Tucson, AZ 85704

Mr. Ervin Cowley, Project Manager
Shoshone District - Bureau of Land Management
P.O. Box 28
Shoshone, ID 83352

RE: Monument Resource Management Plan/EIS

July 11, 1984

Dear Mr. Cowley:

Thank you for sending a copy of your proposed management plan and the opportunity to comment. After having reviewed your draft management plan and EIS I have several comments that I'd like to make. First and foremost I take exception with your negative connotations throughout the Plan relating to the adverse effects of ORV's. You constantly refer to ORV's "adversely affecting wilderness characteristics", "should ORV's be allowed to use erosion susceptible areas", and "non-designation of areas to wilderness will result in losses for the foreseeable future". This to me shows a strong bias on your management towards wilderness. This is "public" land that you are managing, and should be managed for multiple-use for the public benefit. The entire public, not just a select minority.

You also refer to the designation of an "area of critical environmental concern" based on the personal communication of two (2) professors. Is this all that you require to close off a large segment of "public" lands? If so I could get several professors to exclaim the multiple values of ORV use on every square inch of "public" lands. You also refer to "100 miles of roads to maintain" - "to grade the vegetation for fire control". Why not use volunteer recreational 4-wheelers to help maintain these "roads".

You go on to indicate that of the 1,178,989 acres of this management area only 90,103 acres are "closed" to ORV's, that 825,554 acres of "open" to "moderate" ORV use, with limited use on 296,857 acres. This sounds all fine and dandy, that you have accommodated recreational ORV use. But, in reality where are the trails? You should have recognized that some very good 4WD trails bisect your proposed WSA's - 2 in Raven's Eye and 1 in Sand Butte. The presence of these 4WD trails (irregardless of whether they meet the definition of a "road") should have clearly precluded these areas from being WSA's. It's not that we are opposed to wilderness it's just that we can't afford to lose any more 4WD trails. We don't ask that new areas be "roaded" and opened to ORV use, just that areas with existing good 4WD trails be left open to multiple-use and recreational 4WD access.

I believe that more serious concern needs to be shown to recreational 4WD use in your management plan. You have severely neglected this aspect of recreation in your proposed draft plan. This clearly illustrates either a total lack of understanding, or a significant bias to other uses of the public lands. Let me remind you that recreational ORV's far outnumber the wilderness recreationists. In that respect public lands are to be managed for the greatest good for the greatest number within the limits of the land and its resources.

Thank you for this opportunity to comment. I do hope that you will respond accordingly. The recreational 4WD user's of the public lands stand ready at any time to cooperate with you and do whatever is needed to protect and enhance our natural resources.

Stu Bengson
Stu Bengson, Director Land Use

RESPECT...PROTECT...AND ENJOY: LAND, WATER, MOUNTAINS, AND SUN RESOURCES

RESPONSE TO COMMENT NUMBER 2

We recognize that there are vehicle trails within some of the WSAs and that closure of these trails would have a slight impact on recreational ORV use.



DANIEL A. POOLE
President
L. R. JAHN
Vice-President
L. L. WILLIAMSON
Secretary
WESLEY M. DIXON, Jr.
Board Chairman

Wildlife Management Institute

Suite 725, 1101 14th Street, N.W., Washington, D.C. 20005 • 202/371-1808

July 30, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 2 B
Shoshone, Idaho 83352

Dear Sir:

The Wildlife Management Institute is pleased to comment on MONUMENT RESOURCE MANAGEMENT PLAN, ENVIRONMENTAL IMPACT STATEMENT, DRAFT, Idaho.

We prefer Alternative D, featuring preservation over the preferred Alternative C. Alternative D especially recognizes the unique wildlife habitats of the Snake River Plains and adjoining areas, with unique mixes of native and agricultural lands.

The loss of five isolated tracts in the preferred alternative is not acceptable (page 4-28). This successful pheasant habitat program is not duplicated outside Idaho, and it warrants expansion, not reduction. Alternative D provides maximum wilderness. We favor that action.

The monitoring plan is good as far as it goes. However, only a footnote describes who will do it. Idaho Fish and Game Department has a vital interest in monitoring wildlife and habitat. That agency should be an active participant in the program, beyond supplying pheasant and big game census data.

The total monitoring costs are not shown in appendix A. We added them and conclude that the \$57,190 total is extremely modest for the key operation in land management. We suggest the monitoring program be reviewed and strengthened where needed. The estimated costs should be carefully scrutinized, with sufficient funds budgeted to do the essential work.

The Alternative C (preferred) costs of range development are \$1,607,900. This is a heavy subsidy to the livestock permittees. The 20 year increase in forage from the 5-year licensed use average is 46,884 AUM, or a calculated cost of \$34.30 per AUM. The \$1.37 grazing fee will not pay the annual interest on the development costs.

DEDICATED TO WILDLIFE SINCE 1911

Mr. Ervin Cowley

-2-

July 30, 1984

We assume the developments will be done on "Improvement Allotments". We counted those allotments in Table D-1 and counted the number of permittees on those "I" allotments in Table D-3. There are 20 allotments and 98 permittees. The average subsidy for each permittee calculates to \$16,407. If the development work were applied uniformly for all 186 permittees, the subsidy would be \$8,645 each. Either way is too much for the taxpayers in an age of record deficits. Grazing fees should be set so the government recovers the cost and interest on developments.

Much of the increase and decrease in livestock use discussed is based on active preference. This is misleading and the much lower 5-year licensed use should be used to show increases and decreases. For example, the preferred alternative shows a real increase of 48 percent, not a decrease of 3 percent. That is shown correctly on page 4-30, but is confusing in many other places.

A table showing comparative numerical data on the alternatives and their impacts should be added for quick reference.

These remarks have been coordinated with William B. Morse, the Institute's Western Representative.

Sincerely,

Daniel A. Poole
President

DAP:mmm

Atlantic Richfield Company Government Relations
555 Seventeenth Street
Denver, Colorado 80202
Telephone 303 575 7577

Public Lands

August 1, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 2B
Shoshone, ID 83352

Re: Monument Resource Management Plan and
Environmental Impact Statement

Dear Mr. Cowley:

Atlantic Richfield Company appreciates the opportunity to comment on the Monument Resource Management Plan and Environmental Impact Statement.

Atlantic Richfield, primarily an oil and gas company, is active in mineral exploration and development through one of its divisions, Anaconda Minerals Company. Although you acknowledge the mineral potential along the Snake River, you do not acknowledge the potential along the northern boundary of the Resource Area. Running northeast from the Blaine/Lincoln county line to the northern most point of the Resource Area is an area of potential gold associated with paleo hot springs.

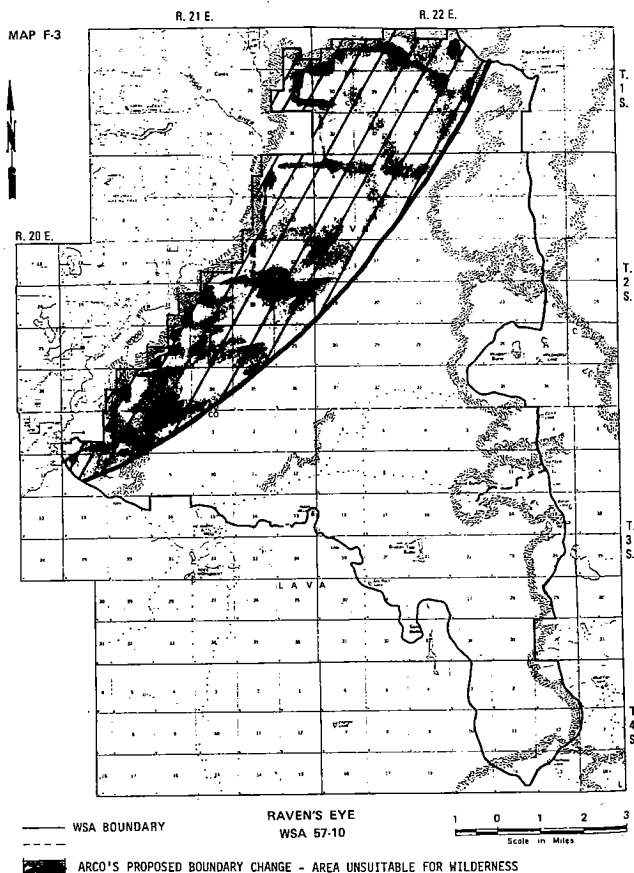
Although it may be too late to eliminate this area from the Great Rift WSA that has been recommended as suitable for wilderness in a previous study, we hope you will consider changing your recommendation for the Raven's Eye WSA to unsuitable for wilderness or at least modifying your boundary as shown on the attached map.

If you have any questions regarding this recommendation, please contact me at the above address or phone number.

Sincerely,

Peter B. Briggs

PBB:LJW:drm
Attachment



RESPONSE TO COMMENT NUMBER 3

This area was investigated during the GRM Resource Evaluation. This evaluation found no indications of metallic minerals based on the unfavorable geologic setting, the lack of mineral occurrences, and the tectonic setting and geologic processes active in the area compared with those of similar areas which are mineralized.

July 6, 1984

Mr. Ervin Cowley, Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

RE: Comment on the Draft Monument Resource Management Plan/Environmental Impact Statement

Dear Mr. Cowley:

I greatly appreciate this opportunity for public review and comment upon the Draft RMP/EIS. I have a number of comments regarding the grocery list of issues with which this document is initiated, the alternatives presented, and site-specific matters. The order in which I treat these topics does not reflect a hierarchy of significance.

o Discussion of current Sole Source Aquifer designation studies by the U.S. G.S. and the E.P.A.

The draft EIS does not cite or discuss the potential designation of the Snake River Plain aquifer which underlies the study area as a sole source natural resource. Since the documentation overwhelmingly supports sole source qualification, and since it represents the best available scientific evidence on the topics treated, the BLM should discuss the issue and cite these references:

Young, H.W. and M.L. Jones. 1984. Hydrologic, Demographic, and Land-Use Data for the Snake River Plain, Southwestern Idaho. U.S. Geological Survey Water-Resources Investigations Report 84-4001. Prepared in cooperation with the U.S. Environmental Protection Agency.

Marshall, W. March, 1984. Support Document for the EPA Designation of the Snake River Plain Aquifer as a Sole Source Aquifer. U.S. EPA Region 10, Seattle, Washington.

U.S. Geological Survey. 1984. Locations of current ground-water observation wells, and proposed observation wells and water quality sampling sites, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate II.

U.S. Geological Survey. 1984. Land use and ownership, water use, and contributory drainage area to the Snake River Plain Aquifer. Water Resources Investigations 84-4001 (unnumbered plate).

U.S. Geological Survey. 1984. Depth to water, March 1980, in the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 2.

U.S. Geological Survey. 1984. Water-table contours, March, 1980, in the Snake River Plain Aquifer. (This updates an open-file report by Lindholm, et al, 1983).

Dear Mr. Haezler:

I have examined several resource management plans over the past year and have not yet seen one even remotely as bad as the Monument RMP just released. It is so sadly biased in favor of just one use--subsidized grazing--as to make a mockery of BLM's commitment to multiple-use. This is all the more tragic in light of the dismal condition of the public's range in the monument area.

The worst single feature of your plan is the unwise and wholly uneconomic scheme to build a stock pipeline to Laidlaw Park. Not only does this area have very high natural and recreational values, it is also one of the very few places in the Monument RMP that have not been badly overgrazed in the past.

Your wildlife section also panders senselessly to the cowboys. The trigger levels to aid wildlife are far too low. By the time things get that bad for deer and antelope, nothing will be left of those populations to save. The same can be said of recreation planning for the RMP, virtually all of which gets put off into some nonexistent date in the future. If ever there was a part of Idaho that needs more public recreation facilities, it is this one. Instead, the grateful taxpayers get to build more cattle facilities. This is multiple-use?

The economic analysis is totally deficient. By merging all costs and benefits, it is not possible to see if the nation's huge investments on behalf of the grazers make economic sense. Since I know that they as a class would not want to be on the welfare dole for government subsidized handouts, a sound economic analysis that separates various costs and benefits would be of use to everyone.

I can only support Alt. D, although even that does a poor job. Of especial value are all five small Wilderness Study Areas, each of which needs to be recommended for wilderness. Because of its stream side values and good soils, the Raven's Eye is by far the best of these WSA's, but all are of great wildlife value due to the great scarcity of such land in the Carey area.

Sincerely,

Dennis W. Baird
Dennis W. Baird

- U.S. Geological Survey. 1984. Water-level hydrographs and locations of selected wells, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 4.
- U.S. Geological Survey. 1984. Estimated 1980 recharge to and discharge from the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 5.
- U.S. Geological Survey. 1984. Spring flows and annual spring discharge, and locations of selected springs, Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 6.
- U.S. Geological Survey. 1984. Water quality sites on the Snake River Plain Aquifer and Snake River. Water Resources Investigations 84-4001, Plate 7.
- U.S. Geological Survey. 1984. Generalized soils overlying the Snake River Plain Aquifer. Water Resources Investigations 84-4001, Plate 8.
- U.S. Geological Survey. 1984. Population distribution, Snake River Plain and contributory drainage area. Water Resources Investigations 84-4001, Plate 9.
- U.S. Geological Survey. 1984. Waste water and solid waste disposal sites, Snake River Plain and contributory drainage area. Water Resources Investigations 84-4001, Plate 10.

This magnificent set of plates is available upon request from Dr. Gerald Opatz, E.P.A., 1200 Sixth Avenue, Seattle, Washington 98101, and your office should request copies for reference. Why not incorporate these - perhaps even directly - into figures such as Map 14? I would like to see maps added reflecting Plate 9 (population distribution), the Unnumbered Plate (Land use and ownership, water use), the Water table contours Plate, Depth to water (Plate 2), and a summary of Young and Jones (1984) discussing hydrologic, demographic, and land use data for the study area. This could be easily accomplished and is necessary for the reviewing public to accurately understand the implications of the land-use decisions your alternatives represent.

- o The Final EIS should cite other designated and candidate National Natural Landmarks within the broad boundaries of the management area. These include Niagara Springs (a designated Landmark), Malad Canyon, and the Wiley Reach of the Snake River (in addition to Box Canyon and Vineyard Creek). I appreciate your citing my Box Canyon study, and urge you to also cite my Malad Canyon and Wiley Reach papers. Similarly, you should note that the Wiley Reach and lower Malad Canyon were listed as the sixth ranked site in the state in the U.S. Fish and Wildlife Service's (Boccard, 1980) "Important Fish and Wildlife Habitats in Idaho." The Wiley Reach should be designated on your figure (Map 13) depicting "Wilderness and Recreation" since it was identified by the Heritage Conservation Recreation Service (and subsequently the National Park Service) as one of the 22 river segments in Idaho having promise for Wild and Scenic River qualification (you should cite the Nationwide Rivers Inventory.) The two sites you list are nice whitewater but didn't qualify in the NPS study - you should at least put the one local site on the map which did. You should also cite the FERC EIS on the A.J. Wiley Project and Eagle Rock Project, and the NSF sponsored study on the Wiley Reach should be cited.

*The Dry Cataracts is another designated landmark whose Natural Landmark Brief should be listed in your bibliography.

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an EIS format in which real alternative management strategies are analyzed by the BLM public domain steward professionals and by the public itself.

In closing on the topic of wildlife resource analysis, let me simply state that I philosophically disagree with pumping up the forage ecosystem with a greatly added load of introduced grasses so that you can actually increase livestock AUM allocations at the expense of greatly accelerating ecological disturbance and the continuing trend away from ecosystem naturalness. From my perspective, the BLM should not regulate public domain as if it were a private cattle ranch, but rather should be calculating sustained yield on present forage bases and doing everything possible to reverse and mitigate the successional problems now pervasive in the west. By opting for continuing the practice of seriously manipulating the dominant species in these mixed introduced/native grasslands, what is really happening is a continued replacement of native species and a continued trend toward much lower species diversity of natives.

Change in proposed AUM allocation from the present (No Action - Alt. A):			
	Livestock AUMs	Wildlife AUMs	%Change from Present
Alt. A	97,554	-	-
Alt. B	150,100	-	+54%
Alt. C	144,775	-	+48%
Alt. D	59,106	-	-39%
Sub-alt. D	0	-	-100

As you probably can guess, I also disagree with using ecological reasons (i.e., patches of crested wheat grass introduced during historic "range improvement" efforts) as a basis for excluding or down-grading WSA sites. I thought that you might appreciate the following excerpt from Munzing and O'Hara's "Washington Wilderness: The Unfinished Work":

MYTH 4: Wild areas may be worn and prone to order to qualify for wilderness.

Coggins (1984) recommends using critical forage year (drought) data for AUM allocation. What would these levels be for the Monument area and how would even Alt. A livestock allocations impact wildlife during such an episode? Least consequence stewardship would concur with Coggins conservative approach.

Since 1964 Congress has repeatedly rejected overly strict purity standards, recognizing that there is no "pure" wilderness remaining today. The Wilderness Act defines wilderness as "land retaining its primeval character and influence... and which can be considered for wilderness: it is especially useful when managers seek to exclude lowland forests and approach routes from wilderness consideration. Glances of logging roads in the distance or the sounds of activities occurring outside of an area are not valid reasons for excluding it from wilderness consideration. Such "sights and sounds" have only a small effect on a visitor's appreciation for wilderness; in fact, they often foster a greater appreciation for land that is still unaltered.

Were introduced species reason for wilderness exclusion, cows would be conspicuous candidates for removal, which is not necessary unless they interfere with naturalness through serious overgrazing.

- o The rare, threatened, or endangered species list omits a number of species for which status reviews have recently been completed, and others about which less is known should be listed. For example, the FEIS should cite the Status Reviews of the Bliss Rapids Snail, Snake River Physa Snail, Utah Valvata Snail, Giant Columbia River Limpet, and the Shoshone sculpin. The Bliss Rapids Snail and Snake River Physa Snail are now Category I organisms on the priority list for Federal protection (the others are Category II). The FEIS should also mention the white sturgeon and the Fish and Game studies on the species in the Snake River bordering the study area. The desert night snake, verified from Box Canyon, should also be cited, and the most recent publication of the Rare and Endangered Plants Technical Committee should be consulted.

It would be extremely useful to the reviewing public to be able to refer to a map indicating areas or habitats in which these species local occurrences are focused, including rare, threatened, or endangered (candidate or designated) plants, animals and plant communities. The BLM staff responsible for the preparation of the DEIS is to be highly commended for the preparation of tables such as those on page 2-67. A similar analysis should be constructed for plants. In conjunction with maps of the host habitats, these would allow the reader a better assessment of the impact of the alternatives upon this generic group of organisms.

- o Wildlife AUM allocations at present in all of your alternatives are not presented, nor is it clear why wildlife AUM allocation is not adequately treated. Projections of alternative impacts are made upon what BLM must consider indicator or primary species (mostly large mammals), but other more subtle issues such as the impacts of additional bovine grazing pressure or the accompanying "range improvements" upon plant and animal species diversity are not treated. For each alternative the FEIS should clearly and thoughtfully present a realistic projection of the result it would have upon ecologic naturalness, as measured by shift in species diversity, changes in community interrelationships, and successional events. (Obviously after so many years of grazing and the intrusion of introduced species there are few sites which have remnant native communities, but the FEIS should identify what these new interferences - spraying, seeding with introduced species, applying widespread large herbivore grazing pressure, the behavioral problems cattle have which exclude indigenous wildlife, and so forth - have upon the ecosystem as it is now. Is the public domain going to become more disturbed, how will existing elements of naturalness be affected, and how will these alternatives change species diversity in different habitats? Any shift away from naturalness on public domain lands should be carefully identified and avoided.) As you know, I disagree with the range of alternatives presented in this document and doubt that they would survive superior court scrutiny for compliance with NEPA. The range of alternatives, FLPMA, and NEPA are discussed later in these comments, but the fundamental problem with this whole management plan is that it does not comply with sustained yield management. It does not offer true multiple use (rather it is designed to accommodate present or added livestock use), and it is an approach which betrays least-consequence stewardship for emphasis upon commodity and consumptive uses of a fragile public resource. Livestock use of forage is only one of many uses and it is difficult to understand how designating 99% of the forage available to livestock can give wildlife a fair shake. I am attaching previous letters to your office and others which state my opinion on better allocations of public domain resources.

I am adamantly opposed to Cooperative Management Agreements, and request full NEPA compliance through EIS analysis and preparation for these lands. After all, the management plans flowing from these Agreements are made by special interest beneficiaries - ranchers - who are not trained professionals, as all public domain managers should be. This whole program is not in the public interest as it plays right into the hands of special interests and should at the least be examined in

Map 1. This land status map should incorporate the 1984 mapping effort of the USGS (Water Resources Investigations 84-4001, unnumbered plate).

There should be a map indicating water resource availability (water contours, depth to water, and so forth; see USGS maps referenced above).

There should be a map indicating population distribution, as in Plate 9 (cited above).

Map 2. The proposed Vineyard Creek ACEC (sub L-6) is not indicated on the Map, although the site is designated by the purple color.

Map 7. It is extremely misleading to only present Shoshone sculpin in BLM localities (Box Canyon; Blueheart Springs should also be indicated). The entire distribution should be mapped, as it appears in Figures 1 and 2 of Wallace and Griffith (1982). Omitted from this map are the distributions of the Bliss Rapids Snail, Snake River Physa Snail, Utah Valvata Snail, and all plants. The distributions (which are extremely limited) of all of these species should be indicated. A similar map for plants and plant communities (rare, threatened or endangered) should be constructed.

Map 8. All proposed or designated National Natural Landmarks should appear on this Map. Omitted are Niagara Springs (a designated NNL), the Wiley Reach of the Snake River, and Malad Canyon. The Wiley Reach and lower Malad Canyon should also be cited on this map as one of the Important Fish and Wildlife Habitat sites determined by the USFWS (Boccard, 1980).

Map 13. The Wiley Reach of the Snake River should be marked in blue as a "high quality whitewater" site. This site should also be labeled as having been identified as a promising Wild and Scenic River (recreational river) reach in the National Rivers Inventory.

Map 11. High quality riparian habitat and "average" riparian vegetation should be designated on this otherwise forage fixated habitat map. Lower Malad Canyon and the Wiley Reach (see USFWS, 1980) should be indicated as high quality riparian habitat.

It would be extremely useful to have a map indicating projected maximum ecological condition/mitigation habitat potential (as in Alt. D sub "no grazing") for the Monument region. This map could indicate areas which would be suitable for re-introduction of native species (bighorn sheep, antelope), expansion of natural community types were seeding and spraying terminated, and expansion of rare, threatened, and endangered plants, animals and plant communities.

Vineyard Creek ACEC. On page 1-21 "a unique species of hybrid trout" should be changed to "a unique hybrid trout population". As you know, I strongly recommend ACEC designation for the entire Natural Landmark (Dry Cataracts), rather than the scaled down ACEC BLM proposes.

I strongly support Alternative D, which comes the closest to addressing sustained yield, other ecological concerns, and true multiple uses which are in the broader public as opposed to special interest. Many of the ideas you develop in this alternative are basically good, although my preference is that discussed in my letter of May 30, 1983, which I have attached for the record. All six WSAs should be recommended as suitable for wilderness designation; I am opposed to the diminution of the public domain and this alternative reduces transfer to a reasonable level (40% of the current No Action plan; Alt. B would be an increase of 890% above Alt. A); all 126 isolated tracts should be retained for wildlife habitat values; BLM should never give up land which is important as public access; BLM should calculate what stocking rate would comply with sustained yield, and 15.3 acres per AUM comes much closer than any of the other alternatives; brush control and seeding should be greatly restricted, if not terminated (native species only should be used for seeding); I disagree with many of the proposed "range improvements" and would like to see AUM generated money put into wildlife mitigation measures; ORV use should be severely curtailed into carefully designed use areas to protect soil, habitat, and wildlife on public lands. It seems probable that alternatives B and C would not survive court challenge on a number of grounds, but primarily because they do not comply with FLPMA sustained yield criteria (as well as balanced multiple use mandates) or reflect a legally adequate range of legally possible alternatives. A group of alternatives which would more accurately reflect the legal range of alternatives might be No Action (but designating a reasonable AUM allocation to wildlife), a 10% reduction in livestock AUM allocations, a 20%+ reduction in livestock AUM apportionment, and a maximum preservation/ecological mitigation alternative. Proposing two alternatives which violate sustained yield and which would involve massive ecological manipulation away from naturalness is a very likely a violation of NEPA and the FLPMA, but doesn't really make good longitudinal management sense in any event.

I have attached a number of letters and papers I ask be included in the record. Among these are my comments on the kind of issues you present in the beginning of this DEIS, which, rather than restate, I am just forwarding as I addressed them previously. In view of Coggins' interpretations of public rangeland management law, it seems clear that many of these are merely tantalizing special interest users of the public domain into a false impression that their input in their self-interest can validate uses which are excluded by a balanced multiple use mandate and sustained yield management plan. BLM should be following its mandate which means reducing grazing allocations and being true public interest stewards. Rather than design ways to increase consumptive use by exacerbating ecologic disturbance, I urge keeping naturalness your goal. Please include this letter and the attachments in the RMP record. Thank you for your consideration and this opportunity to make comment.

Sincerely,

Peter A. Bowler
Peter A. Bowler

Permanent address:	Summer address:	Professional affiliation:
560 St. Anns	Star Route	Dept. of Ecology and
Laguna Beach, CA	Bliss, Idaho	Evolutionary Biology
92651	84413	University of California
		Irvine, CA 92717

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- Coggins, G.C., P.B. Evans, and Margaret Lindberg-Johnson. 1982. The Law of Public Rangeland Management I: The Extent and Distribution of Federal Power. Environmental Law 12: 534-621.
- Coggins, G.C. and M. Lindeberg-Johnson. 1982. The Law of Public Rangeland Management II: The Commons and the Taylor Act. Environmental Law 13: 1-101.
- Coggins, G.C. 1983. The Law of Public Rangeland Management III: A Survey of Creeping Regulation at the Periphery, 1934-1982. Environmental Law 13: 295-365.
- Coggins, G.C. 1983. The Law of Public Rangeland Management IV: FLPMA, PRIA, and the Multiple Use Mandate. Environmental Law 14: 1-132.
- Coggins, G.C. 1984. The Law of Public Rangeland Management V: Prescriptions for Reform. Environmental Law 14: 497-546.
- Heritage Conservation and Recreation Service. 1980. Nationwide Rivers Inventory: A Report on Natural and Free-flowing Rivers in the Northwestern United States. Northwest Region. Seattle, Washington. (The Final Inventory was published by the National Park Service.)

The following references should be consulted and cited in the final EIS:

- Bowler, P.A. 1981. Natural History Studies and an Evaluation of Eligibility of Malad Canyon for National Natural Landmark Designation. Open file report for the Heritage Conservation and Recreation Service.
- Bowler, P.A. 1981. Natural History Studies and an Evaluation for Eligibility of the Wiley Reach of the Snake River for National Natural Landmark Designation. Open file report for the Heritage Conservation and Recreation Service.
- Wallace, R.L. and J.S. Griffith. 1982. Distribution, Relative Abundance, Life History and Habitat Preferences of Shoshone Sculpin. Final Report to U.S. Fish and Wildlife Service, Boise, Idaho.
- Ferguson, D. and N. Ferguson. 1983. Sacred Cows at the Public Trough. Maverick Publications, Bend, Oregon.
- Taylor, D.W. July 1, 1982. Status Report on Bliss Rapids Snail. Submitted to the U.S. Fish and Wildlife Service, Boise Office.
- Taylor, D.W. July 1, 1982. Status Report on Giant Columbia River Limpet in Southwestern Idaho. Submitted to the U.S. Fish and Wildlife Service, Boise Office.
- Taylor, D.W. July 1, 1982. Status Report on Snake River Physa Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.
- Taylor, D.W. May 10, 1982. Status Report on Homedale Creek Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.
- Taylor, D.W. August 13, 1982. Status Report on the Utah Valvata Snail. Submitted to the U.S. Fish and Wildlife Service, Boise, Idaho.
- Federal Energy Regulatory Commission. March, 1984. Eagle Rock Project. FERC Project No. 2789. Final Environmental Impact Statement.
- Federal Energy Regulatory Commission. September, 1982. A.J. Wiley Project. FERC Project No. 2845. Final Environmental Impact Statement.
- U.S. Fish and Wildlife Service. 1980. Review of the status of the Bliss Rapids Snail and the Snake River Physa Snail. Federal Register 45 (80): 27723.
- Boccard, B. 1980. Important fish and wildlife habitats of Idaho; an inventory. U.S. Fish and Wildlife Service.
- Lindhala, G.F., S.P. Garabedian, G.D. Newton, and R.L. Whitehead. 1983. Configuration of the Water Table, March 1980, in the Snake River Plain Regional Aquifer System, Idaho and Eastern Oregon. Open File Report 82-1022. U.S. Geological Survey. Denver Office.
- University of California, Irvine. 1980. Studies of Water Use on the Snake River Drainage, Southern Idaho. Research Reports on the A.J. Wiley Reach. Sponsored by National Science Foundation Grant No. SPI-7905344. (Eleven research papers)
- Munning, H. and P. O'Hara. 1984. Washington Wilderness: The Unfinished Work. Mountaineers. Seattle, WA.

4730 Wildrye Dr.
Boise, ID 83703
August 8, 1984

Mr. Charles Haszler,
District Manager,
Shoshone District Office
Bureau of Land Management
P.O. Box 2B
Shoshone, Idaho 83352
ATTN: Ervin Cowley

Dear Mr. Haszler:

I would like to offer the following comments on the proposed Monument Resource Plan. Please include these comments in the final EIS for the RMP.

GENERAL COMMENTS

In general, I found the document well-written and easy to understand. The wilderness and wildlife sections were particularly well-written. The maps were also good, although I don't agree with the classifications on them in certain areas. For example, the Map 11 (Present Vegetation) shows none of the Sand Butte WSA in a natural condition, yet I have seen significant areas of native grasslands within the WSA (a similar problem exists for the Raven's Eye WSA). There appears to be a contradiction between the text and the map in this regard, as well.

Nowhere in the text did I find a mention of sensitive, threatened, or endangered plant species. Because of the unusual soil conditions which exist within the RA, there is a high likelihood that at a minimum, plants on the State Watch List (the "red book" prepared by the Idaho Natural Areas Coordinating Council) occur on public lands within the RMP area. This needs to be addressed in the final EIS.

SPECIFIC COMMENTS

Wilderness

In general, the wilderness section is well-written, and adequately summarizes the resource values of the WSAs. However, the rationale for recommending as non-suitable Bear Den Butte, Little Deer, and Shale Butte is weak. There are virtually no resource conflicts between wilderness designation and other uses for these areas. Also, recreation is not the only value which wilderness designation will protect; I disagree with the rationale that simply because an area is not outstanding for recreation, it should not receive wilderness designation. Wilderness designation will enhance a number of natural resource values, including wildlife habitat, protection of examples of native plant communities, unusual geological formations, and others. A stronger rationale for non-wilderness recommendations

needs to be included in the final EIS.

Sand Butte

I strongly concur with the BLM's recommendation to designate Sand Butte as wilderness. This is an outstanding area, with sweeping vistas and rolling, broken terrain. As I indicated earlier, there is a discrepancy between what I have seen in the WSA and what is shown on the resource map in terms of vegetation. One of the strongest rationales for protecting the area, in my mind, is the high quality of the native sagebrush grasslands found in the unit. It is a very worthy and important addition to the National Wilderness Preservation System.

Raven's Eye

I strongly support your proposed wilderness recommendation for the Raven's Eye WSA. This is a rugged, varied area which provides excellent opportunities for primitive recreation. Again, it will add to the strength of the NWPS.

Bear Den Butte

I strongly disagree with your proposed non-suitable wilderness recommendation for Bear Den Butte. The WSA has some exceptional scenic values, and is a natural part of the Great Rift ecosystem (the low-standard road separating it from the rest of the Great Rift is not a major imprint on the area, nor does it diminish the feeling of solitude and vastness felt within the WSA looking east). Wilderness designation for Bear Den Butte will protect some of the only quality areas of Three-tip sagebrush-native bunchgrass, Basin big sage-native bunchgrass, and Wyoming big sage-native bunchgrass in the District. Wilderness designation will protect mule deer and pronghorn antelope habitat, as well as habitat for ferruginous hawk, Swainson's hawk, and other raptors, and many non-game wildlife species as well (much of the habitat for these species will be significantly diminished under the proposed action). Given the importance of preserving the small remnants of the native grassland communities left in the High Desert, and the lack of resource conflicts between areas and other uses for the WSA, I strongly urge you to reconsider your recommendation for Bear Den Butte. As I indicated above, I find the rationale that an area should not be recommended suitable for wilderness protection simply because of the difficulty of hiking on the area to be unacceptable. It is completely unacceptable for this WSA, which is 41% grassland and has high ecological value.

Little Deer

Many of the same arguments which apply to Bear Den Butte apply to Little Deer as well. There are valuable, and limited, Three-tip sagebrush-native bunchgrass communities in the

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originally supported riparian communities, but which no longer can as a result of overgrazing, etc.)? How many playas or intermittent lakes? How many have already been fenced, etc.? What is the condition, in miles, of riparian areas in the RA? What kinds of fisheries does the RA support? What is the expected condition, in miles, of each riparian condition class under each of the alternatives? What riparian restoration goals were established (by condition class) for the RMP, and how were they selected? Are there any sensitive or proposed threatened or endangered plants in playas, along the sandy bluff areas along the Snake River, or on other specialized riparian habitats?

Special Designations

I strongly support your proposed designation of the Substation Tract, Vineyard Creek, and Box Canyon/Blueheart Springs as Areas of Critical Environmental Concern. These are all outstanding areas, deserving of ACEC management emphasis. I would further urge that all three be also designated as Research Natural Areas as well. This would place management of these areas in conformance with international, interagency guidelines for exceptional areas of high scientific value, and enhance their value for education and research. If an area is given ACEC status, does that remove it from possible future land disposal or transfer? If so, this ought to be included in the FEIS.

I was disappointed by your recommendation not to designate the Silver Sage Playa tract as an ACEC. Even though other examples of this community exist elsewhere in southern Idaho, there are very few high-quality examples to be found, and none are currently protected. Given the status of the BLM planning cycles for those areas with suitable potential for RMA or ACEC representation of this community, it appears unlikely that any of this habitat will be given ACEC protection within the next 15-20 years. Hence, the significance of protecting the Silver Sage Playa site is much greater. Have any rare plant inventories been conducted on the site? Given the very small acreage involved (only 10 acres) and the complete lack of conflict with other use, the FEIS must include a stronger justification for not designating the area as an ACEC.

I support designation of the Little Wood River SRMA. However, I believe it's size should be increased to 3,061 acres. Again, the benefits for expanding the SRMA far exceed the opportunity costs of doing so.

I strongly support the Sand Butte ORV closure (L3). I still have not been able to see, on the ground, the tracks which led to this area being deleted from the original Sand Butte WSA, and the thought of having a peninsula of non-wilderness land adversely impact the high wilderness quality of the remainder of the WSA has been a constant frustration. I am pleased that you are managing the area in a manner consistent with the wilderness and other natural resource values which it supports.

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northeastern part of the WSA, which wilderness designation would protect. Again, the lack of ease in recreation use of the area does not justify a non-wilderness recommendation for the area.

Shale Butte and Shoshone

I support wilderness designation for these areas.

Wildlife

I believe that the wildlife reductions allowed under the proposed action are far too high, and should be reduced. The "trigger points" for both mule deer and pronghorn are completely unacceptable. The populations left in the RA are far too small to allow a 30-50% reduction in population under any circumstances. The FEIS should establish more reasonable levels, such as a maximum population reduction of 5-10% before substantial steps are taken to prevent further decline (i.e., delay or cancellation of proposed land sales in critical winter range, cancellation of brush control projects in winter range, etc.).

The population goals for big game species are too low. How was the determination of what winter range to include in the pronghorn and mule deer HMPs made? How were the final big game population goals selected? How were the population threshold triggers selected? A much higher portion of winter range must be included in the HMP to make it meaningful. The FEIS should include a plan to increase pronghorn and mule deer populations above the tiny remnants which survive today. Plantings of bitterbrush and other browse species and rehabilitation of critical ranges should be included in the final plan. Similar goals and actions should be proposed for mule deer.

What is the rationale for the "Unknown population increases would be expected" statement for Swainson's hawk under all alternatives? In particular, how would this occur when the hawk's habitat is being converted to agriculture and other uses through the land disposal programs of each alternative (especially alternatives A and B)?

A fish species which is considered sensitive by the American Fisheries Society is the Wood River sculpin (*Cottus leipomus*), a fish endemic to the Wood River system. The final EIS should include at least an updated status on this species, as well as a monitoring plan to determine if it is in danger of being classified as "threatened" or "endangered". Fencing of critical habitat areas should also be discussed.

The discussion of riparian areas is difficult to follow, and does not give the reader an adequate overall picture of the riparian resources and planned protection of riparian areas in the RA. How many miles of riparian area are there? How many miles of potential riparian habitat are there (areas which

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I support the other special designations proposed, including establishment of the Dry Cataracts National Natural Landmark, protection for the Devil's Corral, and the Snake River Rim recreation management area.

Livestock

This was the most difficult section of the DEIS to understand, particularly because the site-specific projects and the impacts of those projects was not spelled out. It was difficult to tell from the maps how extensive proposed range development projects were, and timelines for the projects. From the information given, I would like to make the following comments:

1) I oppose all the brush control and pipeline projects within the Great Rift WSA in allotment 1206. To recommend developments in this area prior to Congressional consideration of the WSA is inappropriate. In addition, the grassland fringe around the Rift is one of its most significant ecological and wildlife values. Given the importance of maintaining the integrity of the ecosystem and protecting the remaining good-quality wildlife habitat in the RA, I oppose range developments in this area.

2) I oppose the new road proposed within the Sand Butte WSA in allotment 711. I believe this will adversely impact the wilderness values of the area, as well as opening up good wildlife habitat to increased use by cattle.

3) I believe the extensive development program proposed for Laidlaw Butte is unacceptable. This area has the greatest majority of good-quality wildlife habitat left in the RA; to destroy it for marginal increases in cattle numbers is unacceptable. The impacts of greatly increasing livestock grazing on the best remaining native vegetation in the RA should be fully assessed in the FEIS, including impacts on deer and pronghorn winter and spring/fall range, fawning areas, reproductive success, sage grouse populations, ecological diversity, and similar concerns.

The FEIS needs to include a full benefit-cost analysis of the proposed range development program. Overall, I support Alternative D, which I think best maintains the land in a sustained-yield manner. Thank you for this opportunity to comment.

Sincerely,

Bruce R. Boccard

Bruce R. Boccard

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RESPONSE TO COMMENT NUMBER 4

Tables 3-9 and 3-12 show the Ecological Condition Class of the Raven's Eye and Sand Butte WSAs. Although both WSAs contain large stands of native grasses, these areas also support high proportions of cheatgrass and other exotic species such as goatsbeard and China lettuce. Two rabbitbrush species are also present and they add little to the ecological condition rating.

1525 Malad
Boise, ID 83705
August 6, 1984

Mr. Ervin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM
PO Box 28
Shoshone, ID 83352

Dear Mr. Cowley:

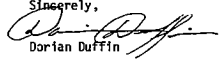
I do not feel that any of the alternatives offered in the Monument Resource Management Plan adequately manage the resources. I will, therefore support Alternative D. I have the following comments concerning the plan:

- o I feel the monitoring trigger levels on deer and antelope are too high. I think the NLM should use range improvement funds to create and replace the range and I oppose selling any of the winter range.
- o Because wildlife and natural values outweigh the economic benefits of any land sales, I oppose all land sales.
- o I support wilderness for Shale Butte, Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte WSAs. These areas offer unique wilderness opportunities and deserve protection.
- o According to the plan, heavy soil erosion is acceptable. I feel this is one resource that requires far more study.
- o I believe the SCORP (1903) recommendations should be followed and I support frequent maintenance on the Sand Butte, Bear Trap-Crystal, and Minidoka-Arco roads.
- o I oppose any pipelines or range improvements in Laidlaw Park. Also, any good condition rangeland should be left ungrazed.

I wholeheartedly support your recommendations for Box Canyon and Blue Heart Springs as Areas of Critical Environmental Concern. I feel this is a wise and pertinent area to protect.

Thank you for this opportunity to comment.

Sincerely,


Dorian Duffin

1001 North Sixteenth
Boise, Idaho 83702
July 31, 1984

Mr. Charles J. Haszler
District Manager
Shoshone District BLM
P.O. Box 2
Shoshone, ID 83352

Dear Mr. Haszler:

Concern for wildlife in the Monument Resource Area is hereby expressed. Since this area is described as an ecological disaster, it is my belief that more preservation of wild grasslands and wildlife are needed.

I request an analysis of historic soil erosion rates, soil replenishment rates, soil erosion tolerance levels, and a vastly expanded irreversible and irretrievable resource losses section on soils. We cannot afford to lose more soil.

I request monitoring trigger levels on mule deer and antelope be changed to 15 percent (or less) declines in summer or winter range count. I firmly insist that no deer or antelope winter range land be sold. I request the BLM use range improvement funds to create and replace the winter range and summer habitat which fire and agriculture have removed.

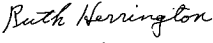
I ask that analysis of grazing and nongrazing costs and benefits be kept separate. I request the BLM to explain why all its grazing permittees are regarded to be in good economic conditions at present.

I oppose any pipelines or range improvements anywhere in Laidlaw Park. I oppose any increase in grazing in any historically ungrazed or under-grazed rangeland.

I agree with the BLM's analysis of Desert Land Entry or Carey Act that wildlife and natural values outweigh the benefits of any land sales. I oppose any land sales.

I support wilderness for the five WSAs: Raven's Eye, Sand Butte, Bear Den Butte, Shale Butte and Little Eye. Wilderness and wildlife are treasures far beyond monetary values. Let us protect, preserve and enjoy them.

Sincerely yours,


Ruth K. Herrington

P. O. Box 1587
Ketchum, Idaho 83340

July 30, 1984

Mr. Charles J. Haszler
District Manager
Shoshone District BLM
Shoshone, ID. 83352

RE: MONUMENT WSA

Dear Mr. Haszler:

As frequent visitors of the above area, may we express our views and recommendations?

It would be most desirable to preserve Raven's Eye and Sand Butte. We are opposed to possible pipelines to provide water for grazing cattle. There are a number of deer and antelope herds whose grazing winter areas should be preserved as these animals rarely adapt to new locations if forced to move.

Thank you for your attention.

Sincerely,


Hildegard

Hildegard and Tony Raebert

August 9, 1984

Monument RMP

Charles Haszler, Manager
Shoshone District BLM
P. O. Box 2
Shoshone, Idaho 83352

Dear Mr. Haszler;

Your proposed Monument Resource Management Plan places too much emphasis on livestock and not enough on habitat, wildlife, and recreation. You should instead adopt Alternative D, which would reduce grazing by 33% and would reduce soil erosion rates, improve the vegetation and habitat for wildlife, and improve recreational opportunities.

Overgrazing has already damaged the soil and vegetation in the Monument RMA. It needs less livestock, not more.

1. ~~R~~Range improvement funds should be used to replace and create winter range for deer and antelope; range that has been destroyed by grazing, and by cheatgrass.
2. You should not build any more water pipelines, especially not into the areas of remaining good vegetation. Those areas should not be loaded up with more livestock, but should be retained for wildlife. The water pipelines are an expensive subsidy to the cattle graziers, and usually damage wildlife habitat.
3. Any brush removal should be done for the benefit of wildlife, if necessary, and not for cattle.
4. Allowing 30% decrease in antelope and deer populations on winter and summer ranges is outrageous. You should try to improve the ranges to allow a return toward pre-grazing levels for those species.
5. Soil erosion rates should be reduced; a goal would be pre-grazing levels.
6. Preserving natural diversity is paramount. Please recommend wilderness designation for the following USA's: Bear Den Butte, Raven's Eye, Sand Butte, Little Deer, Shoshone, and Shale Butte.
7. I support your proposals for the following ACEC's: Box Canyon-Bluehart Springs, Substation Tract, Vinyard Creek, and Silver Sage Playa.
8. The final EIS should include B/C analyses, and they should show grazing analyses separate from the analyses for non-commodity resources.
9. Don't sell any of this public land. It is most valuable retained (and improved) for wildlife habitat.

Sincerely,

Jerry Payne
Jerry Payne
1568 Lola St.
Idaho Falls, Id. 83402

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that would essentially eliminate any downward trend in forage conditions while providing for more wilderness protection. Alternative C would allow a downward trend of 4%, which cannot be justified considering the relatively small number of AUM's (approximately 80,000) that would be gained over the level in Alternative D.

The use of ORV's, unlike livestock grazing, is not a useful and productive utilization of the public lands. The only benefits accrue to the persons engaging in ORV use (a very small percentage of the total long-term visitor use days, even in Alternative C). On the other hand, ORV use conflicts with virtually all other uses of the lands, and inflicts significant damage on the quality of the resource. ORV's should be restricted to only a very small proportion of the resource area--10 to 25% of the area would be a very generous proportion to keep open. With the overwhelming evidence regarding the aesthetic and environmental damage caused by ORV's and the lack of any equally compelling reason to ignore this evidence, it is well past time for the use of ORV's on the public lands to be severely curtailed. In this area, even Alternative D is severely lacking in controls. It should be amended to limit ORV use to no more than 25% of the resource area.

Alternative D, with the exception of the issue of ORV's, offers the best balance of multiple uses for the resource area. I strongly urge you to make this alternative, with alteration in the ORV use restrictions as noted above, the preferred alternative in the final RMP/EIS rather than Alternative C. The losses of wilderness resources and values alone that would accompany implementation of Alternatives A, B and C would be unjustified, unacceptable and indefensible. Adoption of the amended Alternative D would, as stated on page 2-43 of the draft RMP, favor "protection of fragile resources and wildlife habitat, preservation of natural systems and cultural values, and nonconsumptive resource uses". These are entirely appropriate and reasonable goals for future management of the Monument and Bennett Hills resource areas.

Thank you for the opportunity for comment.

Sincerely,

Michael G. Kellett
Michael G. Kellett

1800 Hatcher
Ann Arbor, Michigan 48103
August 4, 1984

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley:

I would like to comment on the Draft Monument Resource Management Plan and Environmental Impact Statement of April, 1984.

I strongly support Alternative D, as opposed to Alternatives A-C. The other alternatives are unacceptable based on a number of factors, all of which represent excess emphasis on consumptive and non-renewable uses versus long-term renewable uses and protection of the resource base. These include excess amounts of area open to ORV use, a projected large proportion of decreasing or continued fair-to-poor vegetation quality due to livestock grazing, a minimal amount of wilderness protection, and the projected low levels of soil productivity and high levels of erosion that would result from implementation of these alternatives. Since Alternatives A and B are both more consumption oriented than either Alternative D or Alternative C (the BLM Preferred Alternative) in virtually all categories my comments on Alternative C can also be construed to apply to A and B, but to an even greater extent.

With regard to wilderness, Alternative C would designate only two of the six Wilderness Study Areas as wilderness. This represents only 87,902 out of 154,015 acres where existing wilderness values would be protected. The draft RMP notes on page 2-72 that on the 66,113 non-wilderness acres, "projected increases in ORV use could begin to affect wilderness character significantly in the long term". This is an extremely conservative statement--there is no doubt that, should ORV's be allowed in the non-recommended USA's, there would be irreversible and irretrievable damage to wilderness values in those areas in the long term.

The sacrifice of such scenic, ecological and recreational resources, though tragic, could theoretically be justified by other conflicting needs of overriding importance. The draft RMP notes, however, that with adoption of Alternative D there would be no significant negative effects on fire management, wildlife, lands, wilderness, natural history, cultural resources, recreation (except motorized), soils or minerals. The growth of total annual income would be somewhat slower than in Alternative C, but still higher than under present management. Thus, the major factors used to justify non-designation for the four non-recommended USA's appear to be ORV use and livestock forage.

Livestock grazing is, when carefully monitored and regulated, a useful and productive utilization of range land. However, the question is how much grazing is able to be practically accommodated in the resource area. Judging from the figures on page 2-68, Alternative D would reduce the number of AUM's to a level

RESPONSE TO COMMENT NUMBER 5

Although vehicle trails would remain open to ORV use under the No Wilderness Alternative, no increase in recreational ORV use is projected above current levels and impacts would be confined to the existing trails.

TO: Ervin Cowley, Project Manager
Monument Resource Management Plan
Shoshone District BLM

AUG. 7, 1984

FROM: Janet O'crowley
POB 664
Pocatello, ID 83348

RE: Monument RMP and RIS
For the Hearing Record

Speaking for myself only, but with the perspective of a chapter Representative of Committee for Idaho's High Desert, and one who has a close interest in the fate of public lands so near to my home, may I respectfully offer the following comments:

I feel that Alternative D comes the closest to fulfilling BLM's mandate to conserve and improve the public land under its care, however there appear to be serious shortcomings in the approach used here.

Specifically, a callous regard for numbers of antelope, deer, and game birds is indicated in proposing such large loss levels to be sustained before protection swings into action.

Specifically, when livestock grazing has brought the general range condition down and continues down in 75% of the acreage, I cannot countenance increasing grazing numbers nor spending more public funds to build pipelines into an already marginal grazing area, especially when those animals pay only \$1.37 per month back into public coffers.

Specifically, I should like to see more attention directed toward satisfying the needs for public campsites, and associated kinds of recreation space. Due allowance for motor vehicle access must be given, but all motor vehicles are destructive of land surface and its cover. More people will be walking and camping - and we all need, require, the opportunity for undisturbed solitary recreation.

Finally, I make a plea for the land itself, quite apart from any resource value, just the land, to have the right to continue the way it has for untold ages, where management is only a helping hand, not a distortion of nor irreparable change from the land's own destiny. A'riem is not just people, it is mountains, skies, and waters, as well as waving fields of grain. My patriotism is due first of all to the land of my birth, and not in second place to shortsighted exploitative use by one or two generations who happen to live here just now.

Please see to it that Wilderness or other type protection such as ACEC is given to Raven's Eye, Sand Butte, Shale Butte, Cedar Fields, Vineyard Lake, and the Blue Heart/Box Springs area, all that is in your power to protect. These places will never again be what nature made them if Americans are allowed to use them carelessly.

Thank you

Janet O'crowley

June 5, 1984

Mary Rosczyk
16172 Ballantine Ln.
Huntington Beach, Calif.
92647

Mr. Ervin Cowley
Project Manager
Bureau of Land Management
P.O. Box 28
Shoshone, Idaho 83352

Dear Mr. Cowley,

I welcome the opportunity to comment on the Draft Monument Resource Management Plan/Environmental Impact Statement and regret that I cannot attend the public hearing. I will not discuss those issues which are essentially the same for all the alternatives. I will mention that each alternative is generally well thought-out in addressing its primary concern. As to which of the alternatives should be selected, I feel that the only responsible choice lies between Alternatives C and D, with D being superior to C.

Alternative A doesn't include Box Canyon which I feel must be preserved because

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of its natural beauty. Alternative B would be an extremely poor choice because of the possibility for agricultural development in the Lake Walcott area with the erosion that would ensue. Neither Alternatives A or B include Sand Butte which is important since it contains the only natural Ferruginous Hawk nest, and neither A nor B protect the Silver Sage Playa with its relict vegetation community. I don't think it would be feasible at this time to discontinue grazing which would eliminate Sub-Alternative D.

In comparing Alternatives C and D, I feel some of the Wilderness Study Areas (WSA) are more important than others, but would like to see all six WSA's included. Only Alternative D includes all six WSA. More important than this however are several other issues: Only Alternative D would decrease soil erosion, which is of primary importance. I don't agree with the livestock stocking rate of 5.9 acres per AUM

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as suggested in Alternative C. The rate should be at least 9.3 acres/AUM (Alternative A) or 15.3 acres/AUM as provided in Alternative D. A drought year like 1977 is an actuality and I don't think that a "temporary suspension" would work as well in fact as it does on paper. Finally, improvement and 20-year maintenance for Alternative D would cost considerably less than both Alternatives C or B.

Sincerely
Mary Rosczyk

MARY LOU ROSCZYK
16172 BALLANTINE LN.
HUNTINGTON BEACH CA 92647

6 August 1984

Mr. Ervin Cowley
Monument Resource Management Plan
Shoshone District BIM
PO Box 2B
Shoshone, ID 83352

RE: Monument Resource Management Plan/Draft EIS

Dear Mr. Cowley;

I find it incredible that the preferred alternative calls for an increase in grazing for an area with 98% of the vegetation in poor or fair condition. Surprise aside, I endorse Alternative 4. I also commend the Area of Critical Environmental Concern recommendations for Blue Heart (or Big Heart) Springs, Box Canyon, Silver Sage Playa, Vinyard Creek, and Substation Tract.

I have the following comments regarding the plan:

- Recreation is ignored. I feel the plan should at the minimum comply with the State Comprehensive Outdoor Recreation Plan. I would like to see good road access to the wilderness trails so that the public can enjoy these areas. In particular, Arco-Minidoka, Sand Butte, Bear Trap-Crystal roads should be maintained.
- The monitor trigger levels for mule deer and antelope should be lowered to 15% declines in summer or winter range count. We should concentrate on refurbishing the range and should absolutely prohibit any land sales. ALL pipelines should be prohibited; they only represent yet another form of cattle welfare.
- I feel that economics and soil conservation should be studied in far greater depth. These two items, if adequately studied, would change the preferred recommendation (in my opinion).
- I support wilderness for Shale Butte, Sand Butte, Raven's Eye, Little Deer, and Bear Den Butte.

I do not feel that this plan provides for the wants and needs of Idahoans. We would like to see a plan that balances uses of grazing with multiple use needs of recreation, wildlife management, and economics. I feel this area, the heart of southern Idaho, needs to be managed for the future of wildlife and people.

Thank you for allowing this opportunity to comment.

Very sincerely,



Susie Vader
1525 Malad
Boise, ID 83705

GLOSSARY

aa: A Hawaiian term for basaltic lava flows typified by a rough, jagged, spinose, clinkery surface.

Active Preference: The number of animal unit months (AUMs) of grazing that eligible livestock operators may annually license on public lands. Sometimes referred to as "grazing preference."

Air Quality Classes: Classes established by the Environmental Protection Agency that define the amount of pollution considered significant within an area. Class I applies to areas where almost any change in air quality would be considered significant; Class II applies to areas where the deterioration normally accompanying moderate, well-controlled growth would be considered insignificant; and Class III applies to areas where deterioration up to the national standards would be considered insignificant.

Allotment: An area of land where one or more individuals graze their livestock. It generally consists of public land, but may include parcels of private or State-owned lands. An allotment may consist of several pastures.

Animal Unit Month (AUM): A standardized unit of measurement of the amount of forage necessary for the complete subsistence of one animal unit (one cow or one horse or five sheep, all over six months old) for one month.

Cherrystemmed: An unofficial term used to describe the way a wilderness inventory unit boundary is drawn to exclude a road that enters the unit; the resulting boundary resembles a cherrystem.

Contiguous Lands: As it pertains to wilderness, lands or legal subdivisions having a common boundary. Lands having only a common corner are not contiguous.

Cultural Resources: Those fragile and nonrenewable remains of human activity, occupation, or endeavor reflected in districts, sites, structures, buildings, objects, artifacts, ruins, works of art, architecture, and natural features that were of importance in human events. These resources consist of (1) physical remains, (2) areas where significant human events occurred--even though evidence of the event no longer remains, and (3) the environment immediately surrounding the actual resource. Cultural resources, including both prehistoric and historic remains, represent a part of the continuum of events from the earliest evidences of man to the present day.

Ecological Condition: The present state of vegetation in an area in relation to the climax (natural potential) plant community the area is capable of supporting. The term is often used interchangeably with "condition" or "range condition."

Ecosystem: A system formed by the interaction of a community of organisms with their environment; an ecological system.

Endangered Species: Any species of animal or plant in danger of extinction throughout all or a significant portion of its range.

Environmental Impact Statement (EIS): A written analysis of the impacts on the environment of a proposed project or action.

Federal Land Policy and Management Act (FLPMA): Public Law 94-579, October 21, 1976, referred to by the Bureau of Land Management as its "Organic Act," which provides most of BLM's legislated authority, direction, policy, and basic guidance.

Geology, Energy, and Minerals (GEM) Program: BLM initiated program intended to provide minerals information to be utilized in the wilderness studies.

Inholdings: Private or State-owned land inside the boundary of a WSA, but excluded from the WSA.

Leasable Minerals: Those minerals or materials designated as leasable under the Mineral Leasing Act of 1920. They include coal, phosphate, asphalt, sulphur, potassium and sodium minerals, oil, and gas. Geothermal resources are also leasable under the Geothermal Stream Act of 1970.

Locatable Minerals: Minerals or materials subject to disposal and development through the Mining Law of 1972 (as amended). Generally includes metallic minerals such as gold and silver and other materials not subject to lease or sale (some bentonites, limestone, talc, zeolites, etc.). Whether or not a particular mineral deposit is locatable depends on such factors as quality, quantity, mineability, demand, and marketability.

Long-Term: Ten to 50 years and beyond.

Management Framework Plan (MFP): A planning decision document that establishes land use allocations, coordination guidelines for multiple use, and management objectives for a given planning area.

National Register of Historic Places (National Register): A listing of architectural, historical, archaeological, and cultural sites of local, state, or national significance established by the Historic Preservation Act of 1966 and maintained by the National Park Service. Sites are nominated to the Register by State or federal agencies. Copies of the National Register are available from the Superintendent of Documents, USGPO, Washington, D.C. 2402.

Naturalness: Refers to an area which "...generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable." (From section 2(c), Wilderness Act)

Off-Road Vehicle (ORV): Any motorized vehicle designed for or capable of cross-country travel on or immediately over land, water, snow, sand, ice, marsh, swampland, or other terrain.

Outstanding: Standing out among others of its kind; conspicuous; prominent; or, superior to others of its kind; distinguished; excellent.

Pahoehoe: A Hawaiian term for basaltic lava flows typified by smooth, billowy, or ropy surface. Varieties include corded, elephant-hide, entrail, festooned, filamented, sharkskin, shelly, and slab pahoehoe.

Permittees: Livestock operators who have grazing preference on public lands.

Petroglyph: A form of rock art manufactured by incising, scratching, or pecking designs into rock surfaces.

Prescribed Burning: Application of fire to natural fuels under conditions of weather, fuel moisture, and soil moisture intended to produce the intensity of heat and rate of spread required to accomplish certain objectives of grazing management, wildlife management, and/or hazard reduction.

Primitive and Unconfined Recreation: Nonmotorized and nondeveloped types of outdoor recreational activities.

Public Land: Any land owned by the United States and administered by the Secretary of the Interior through the Bureau of Land Management without regard to how the United States acquired ownership, except: (1) lands located on the Outer Continental Shelf; (2) lands held for the benefit of Indians, Aleuts, and Eskimos; and (3) lands in which the United States retains the minerals, but the surface is private.

Range Development: Any facility or structure relating to rangelands which is designed to control patterns of use, provide water, and/or stabilize soil and water conditions.

Road: For the purpose of BLM's wilderness inventory, the following definition has been adopted from the legislative history of FLPMA:

"The word 'roadless' refers to the absence of roads which have been improved and maintained by mechanical means to ensure relatively regular and continuous use. A trail maintained solely by the passage of vehicles does not constitute a road."

To clarify this definition, the following subdefinitions also apply.

Improved and Maintained - Actions taken physically by man to keep a road open to vehicular traffic. A trail maintained solely by the passage of vehicles does not constitute a road.

Mechanical Means - Use of hand or power machinery or tools.

Relatively Regular and Continuous Use - Vehicular use which has occurred and will continue to occur on a relatively regular basis. Examples are access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintain recreation sites or facilities, or access roads to mining claims.

Saleable Minerals: A group of mineral materials including, but not limited to, petrified wood and common varieties of sand, stone, gravel, pumice, cinders, and clay on public lands. These minerals may be disposed of through a contract of sale or a free use permit authorized by the Materials Act of 1947 as amended by PL-167 and PL-87-713.

Scoping Process: An early and open public participation process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action.

Sheep Bed Ground: A traditional resting area for bands of sheep which graze on open rangeland. Normally, a bed ground occupies a gentle knoll or ridge above the surrounding landscape. Bed grounds are often marked with high narrow piles of stone which are clearly visible on the skyline.

Sheep Camp: A mobile living quarters for one or more shepherds, normally consisting of two wood-bodied, rubber-tired wagons. One of the wagons is equipped with bunks, cupboards, and a cookstove. The second wagon is a commissary containing firewood, kerosene, hay and grain, and other nonperishable items. The wagons are towed by a truck or in some cases by horses.

Short Term: Ten years or less.

Solitude: The state of being alone or remote from habitations; isolation. A lonely, unfrequented, or secluded place. Factors contributing to opportunities for solitude are vegetative screening, topographic relief, vistas, and physiographic variety.

Supplemental Values: Features of ecological, geological, or other scientific, educational, scenic, or historical value that may be present in an inventory unit. These are not necessary criteria for wilderness suitability, as is stated in the Wilderness Act of 1964, but must be assessed during the intensive wilderness inventory.

Threatened Species: Any species that is likely to become endangered within the foreseeable future throughout all or a significant part of its range.

Vehicle Trail: A two-wheel track created only by the passage of vehicles. A trail is not a road.

Visitor Day: An administrative measure of a calendar day or portion thereof spent participating in a specific recreation activity by an individual.

Wilderness: The definition contained in Section 2(c) of the Wilderness Act of 1964 is as follows: "A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." Wilderness is an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

Wilderness Area: An area formally designated by Congress as part of the National Wilderness Preservation System.

Wilderness Characteristics: Those characteristics of wilderness as described in Section 2(c) of the Wilderness Act. These include size, naturalness, solitude, and primitive and unconfined recreation.

Wilderness Inventory: An evaluation of the public land in the form of a written description and a map showing those lands that meet the wilderness criteria as established under Section 603(c) of FLPMA and Section 2(c) of the Wilderness Act. The lands meeting the criteria will be referred to as WSAs.

Wilderness Review: The term used to cover the entire wilderness inventory, study, and reporting phases of the wilderness program of BLM.

Wilderness Study: The process of analyzing and planning wilderness preservation opportunities along with other resource opportunities within the BLM's planning system.

Wilderness Study Area (WSA): A parcel of public land that through BLM's wilderness inventory process has been found to possess the basic wilderness characteristics of being at least 5,000 acres in size, being primarily natural, and having outstanding opportunities for solitude or primitive and unconfined types of recreation.

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U.S. DEPARTMENT OF THE INTERIOR. As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

BLM MISSION STATEMENT

"The Bureau of Land Management is responsible for the balanced management of the Public Lands and resources and their various values so that they are considered in a combination that will best serve the needs of the American People. Management is based upon the principles of multiple-use and sustained yield; a combination of uses that takes into account the long term needs of future generations for renewable and non-renewable resources. These resources include recreation, range, timber, minerals, watershed, fish and wildlife, wilderness and natural, scenic, scientific and cultural values."