

Idaho and Southwestern Montana Greater Sage-Grouse

Draft

Land Use Plan Amendment and
Environmental Impact Statement

Volume I



Forest Service

BLM

US Department of the Interior
Bureau of Land Management

US Department of Agriculture
Forest Service

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United States Department of the Interior
BUREAU OF LAND MANAGEMENT
United States Department of Agriculture
US FOREST SERVICE



November 1, 2013

Dear Reader:

Attached for your review and comment is the Draft Land Use Plan Amendment/Draft Environmental Impact Statement (Draft LUPA/EIS) for the Idaho and Southwestern Montana Sub-Region, a component piece of the Bureau of Land Management (BLM) and US Forest Service National Greater Sage-Grouse Planning Strategy. This document has been prepared in consultation with cooperating agencies and in accordance with the National Environmental Policy Act of 1969, as amended; the Federal Land Policy and Management Act of 1976, as amended; and the National Forest Management Act of 1976, as amended.

The planning area consists of about 53 million acres of land in Idaho and Southwestern Montana, which includes about 12.7 million acres of public lands managed by the Bureau of Land Management and 17.4 million acres of National Forest System Land managed by the US Forest Service, providing approximately 9.3 and 1.9 million acres of Greater Sage-Grouse habitat, respectively. All actions analyzed in this Draft LUPA/EIS would apply only to the lands and resources managed by the BLM and US Forest Service.

When approved, this LUP amendment will amend up to 21 BLM land use plans (Resource Management Plans or Management Framework Plans), and 8 US Forest Service Land and Resource Management Plans, guiding management in portions of Idaho, Montana and Utah. The Idaho and Southwestern Montana Sub-Regional Greater Sage-Grouse Draft LUPA/EIS and supporting information is available on the project web site at: http://www.blm.gov/id/st/en/prog/nepa_register/sage-grouse_rmp_revision.html.

Alternatives D & E have been identified as co-Preferred Alternatives for the purposes of public comment and review. This means that the BLM and US Forest Service have determined that portions of the management guidance described within each of these two alternatives provide direction that best responds to Greater Sage-Grouse threats within the Idaho and Southwestern Montana Sub-Region. Identifying a Preferred Alternative(s) does not indicate any final decision commitments from the BLM or the US Forest Service. In developing the Proposed LUPA/Final EIS, which is the next phase of the planning process, the decision maker may select various management prescriptions from each of the alternatives analyzed in the Draft LUPA/EIS. This allows the BLM and US Forest Service to select the best management strategy that meets resource and value needs within the Idaho and Southwestern Montana sub-region, while still providing for the agencies' multiple use and sustained yield mandates.

As a member of the public, your timely comments on the Idaho and Southwestern Montana Sub-Regional Greater Sage-Grouse Draft LUPA/EIS will help formulate the Proposed LUPA/Final EIS. We are particularly interested in feedback concerning the adequacy and accuracy of the proposed alternatives, the analysis of their respective management decisions, and any new information that would help the BLM and US Forest Service as they develop the plan from a draft to a final version. Your comments should be as specific as possible and include suggested changes, sources, methodologies and references to a section or page number. Comments will be accepted for ninety (90) calendar days following the Environmental Protection Agency's (EPA) publication of its Notice of Availability in the Federal Register.

Comments may be submitted electronically at:

Website: http://www.blm.gov/id/st/en/prog/nepa_register/sage-grouse_rmp_revision.html

Email: blm_id_swmt_sagegrouse_eis@blm.gov

Comments may also be submitted by mail to:

BLM-Greater Sage-Grouse EIS
1387 S. Vinnell Way
Boise, ID 83709

Your review and comments on the content of this document are critical to the success of this planning effort. The BLM and US Forest Service can best utilize your comments and resource information submissions if received within the review

period, in electronic format. Comments containing only opinions or preferences will be considered and included as part of the decision making process; however, they will not receive a formal response from the BLM or US Forest Service.

Before including your address, phone number, email address, or other personal identifying information in your comment, be advised that your entire comment - including your personal identifying information - may be made publicly available at any time. While you can ask us to withhold your personal identifying information from public review, we cannot guarantee we will be able to do so.

The BLM and US Forest Service will hold public meetings to provide an overview of the document, commenting opportunities, and allow the public to ask questions and speak with BLM and US Forest Service personnel. These meetings will be announced at least 15 days in advance through local media, the website, and/or public mailings. Public meetings are currently scheduled for:

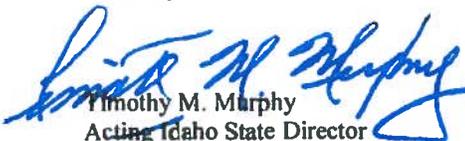
January 06, 2014 – Murphy, Idaho
January 07, 2014 – Idaho Falls, Idaho
January 08, 2014 – Salmon, Idaho
January 09, 2014 – Dillon, Montana
January 13, 2014 – Pocatello, Idaho
January 14, 2014 – Twin Falls, Idaho
January 15, 2014 – Boise, Idaho

Copies of the Draft LUPA/EIS have been sent to affected Federal, state and local government agencies and Tribal governments. Copies of the Draft LUPA/EIS are available for public inspection at BLM District and State Offices in Dillon, MT, Idaho Falls, ID, Twin Falls, ID and Boise, ID and at US Forest Service Offices in Dillon, MT, Salmon, ID, Idaho Falls, ID, Twin Falls, ID and Boise, ID.

When the National Greater Sage-Grouse Planning Strategy was announced in 2011, BLM determined that this EIS would be created under a very restricted time schedule in order to meet the court-ordered deadline set for the U.S. Fish and Wildlife Service. For this reason, the public comment period will occur for ninety (90) calendar days and will not be extended.

Conserving and wisely managing Greater Sage-Grouse habitat is important for many interests – wildlife, energy, livestock, recreation and other stakeholders; sustaining sagebrush habitat is vital for the well-being of many western communities. As an agency, we are looking ahead to the formidable challenge of conserving and restoring sagebrush habitat. We know it will be a demanding effort, but working with our partners at each step along the way, we are putting together a plan we believe will get us to the right destination: high-quality habitat, and flourishing populations of Greater Sage-Grouse and other sagebrush-dependent species.

Sincerely,



Timothy M. Murphy
Acting Idaho State Director
Bureau of Land Management



Jamie E. Connell
Montana State Director
Bureau of Land Management



Nora Rasure
Regional Forester
US Forest Service
Intermountain Region

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Volume Three

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- B Reasonably Foreseeable Development Scenario for Greater Sage-Grouse Habitat in Idaho and Southwest Montana Sub-Region
- C Greater Sage-Grouse Habitat Required Design Features and Best Management Practices
- D State of Idaho Governor's Alternative
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- Q Detailed Employment and Earnings Data
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Executive Summary



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Executive Summary

ES.1 Introduction

In March 2010, United States (US) Fish and Wildlife Service (USFWS) published its listing decision for the Greater Sage-Grouse (GRSG) (*Centrocercus urophasianus*) as “warranted but precluded” (75 *Federal Register* 13910, March 23, 2010). The BLM manages over 50 percent of GRSG habitat across 11 western states. Inadequacy of regulatory mechanisms in Land Use Plans (LUPs) was identified as a major threat in the USFWS finding on the petition to list the GRSG under the Endangered Species Act (ESA). In response to the USFWS finding and pending listing decision, the United States (US) Department of the Interior, Bureau of Land Management (BLM) and the US Department of Agriculture, Forest Service (Forest Service) have prepared this Draft LUP Amendment (LUPA) to analyze the addition of GRSG conservation measures to their existing resource management plans (RMPs)/land and land and resource management plans (Forest Plan). The Federal Land Policy and Management Act of 1976 (FLPMA) directs the BLM to develop and periodically revise or amend its RMPs, which guide management of BLM-administered lands. The National Forest Management Act of 1976 (NFMA) directs the Forest Service to develop and periodically revise or amend its Forest Plans, which guide management of Forest Service-administered lands. These two agencies’ plans, which would be amended based on the analysis summarized in this document, are generically referred to as LUPs throughout the remainder of this document. The USFWS has identified conservation measures in LUPs as the principal regulatory mechanism for protecting GRSG on BLM-administered and Forest Service-administered lands. Based on the identified threats to the GRSG and the USFWS timeline for making a listing decision on this species, the BLM and Forest Service need to incorporate objectives and adequate conservation measures into LUPs to conserve and alleviate threats to GRSG. The conservation measures include both restrictions on land uses and programs that affect GRSG and measures to reduce the impacts of BLM and Forest Service programs or authorized uses. In response to the USFWS findings, the BLM and Forest Service will evaluate the adequacy of its LUPs and will address, as necessary, amendments throughout the range of the GRSG.

Consistent with national policy, the BLM and Forest Service are preparing several environmental impact statements (EISs) with associated LUPA or revisions. These documents will address a range of alternatives focused on specific conservation measures across the range of the GRSG. The amendments will be coordinated under two administrative planning regions across the entire range of the GRSG. The Rocky Mountain Region and the Great Basin Region boundaries are drawn roughly to correspond with the threats identified by USFWS in the 2010 listing decision, along with the Western Association of Fish and Wildlife Agencies management zones framework (Stiver et al. 2006).

The management zones reflect ecological and biological issues and similarities. In addition, management challenges within management zones are similar, and GRSG and their habitats are likely responding similarly to environmental factors and management actions. The Rocky Mountain Region consists of land use plans in North Dakota, South Dakota, Wyoming, and

Colorado and in portions of Montana and Utah. The Great Basin Region consists of land use plans in California, Nevada, Oregon, and Idaho and in portions of Utah and Montana.

As identified above, this direction is the result of the March 2010 publication of USFWS's *12-Month Findings for Petitions to List the Greater Sage-Grouse (Centrocercus urophasianus) as Threatened or Endangered*. In this document, the agency concluded that the GRSG is warranted for listing as a threatened or endangered species but precluded by higher priority listing actions ("warranted but precluded"). The USFWS reviewed the status and threats to the GRSG in relation to the five listing factors provided in Section 4(a)(1) of the ESA. It determined that Factor A, "the present or threatened destruction, modification, or curtailment of the habitat or range of the GRSG," and Factor D, "the inadequacy of existing regulatory mechanisms," both posed "a significant threat to the GRSG now and in the foreseeable future" (75 *Federal Register* 13910, March 23, 2010). Regulatory mechanisms are guidance provided by LUPs/LUPAs which are made up of specific conservation measures identified therein. This LUPA/EIS, along with the other plans cited above, addresses both listing Factors A and D and will provide consistency in managing GRSG habitat. BLM Instruction Memorandum 2012-044, BLM National Greater Sage-Grouse Land Use Planning Strategy provides direction for considering GRSG conservation measures in the land use planning process.

This LUPA/EIS addresses GRSG habitat within Idaho, southwestern Montana, and the Sawtooth National Forest within Utah. The BLM has mapped this habitat preliminarily, in coordination with the respective state wildlife agencies. GRSG habitat in the sub-region falls into one of the following categories:

Preliminary Priority Habitat (PPH)—Areas that have been identified as having the highest conservation value to maintaining sustainable GRSG populations; include breeding, late brood-rearing, and winter concentration areas

Preliminary General Habitat (PGH)—Areas of seasonal or year-round habitat outside of priority habitat

PPH and PGH are considered preliminary until a decision on this document is made, at which point they would become Priority Habitat and General Habitat.

Range-wide, approximately 52 percent of sagebrush habitat within GRSG management zones is on BLM-administered land, and approximately 8 percent is on Forest Service-administered land; within the Idaho and southwestern Montana sub-region, approximately 51 percent of sagebrush habitat is on BLM-administered and 10 percent on Forest Service-administered lands. Changes in management of GRSG habitats are needed to avoid the continued decline of populations that are anticipated across the species' range. Range-wide, adaptive management strategies will focus on areas affected by threats to GRSG habitat, such as wildfire, energy development, disease, and infrastructure development, depending on the threats within each sub-region of the Rocky Mountain and Great Basin regions. The BLM and Forest Service administer a large portion of GRSG habitat within the affected



states; because of this, changes in GRSG habitat management is anticipated to have a considerable impact on GRSG populations.

The planning area for the Idaho and Southwestern Montana GRSG LUPA/EIS is composed of land administered by the BLM, the Forest Service, state and federal agencies, as well as private lands (**Table ES-1, Acres of GRSG Habitat by Surface Management**). These areas are in Ada, Adams, Bear Lake, Bingham, Blaine, Bonneville, Butte, Camas, Caribou, Cassia, Clark, Custer, Elmore, Fremont, Gem, Gooding, Jefferson, Jerome, Lemhi, Lincoln, Madison, Minidoka, Oneida, Owyhee, Payette, Power, Twin Falls, Washington, Beaverhead, Deer Lodge, Gallatin, Madison, Silver Bow, and Box Elder Counties in Idaho, Montana, and Utah. **Figure ES-1, Idaho and Southwestern Montana Sub-Regional Planning Area**, depicts the planning area.

**Table ES-1
Acres of GRSG Habitat by Surface Management**

Surface Land Management	Acres PPH	Acres PGH	Acres Outside Habitat	Total Acres
BLM Total	7,266,502	1,993,711	3,469,923	12,730,136
BLM – Idaho	6,811,269	1,749,965	2,982,419	11,543,653
Bruneau Field Office	1,000,975	184,738	262,883	1,448,596
Burley Field Office	422,038	206,232	206,665	834,935
Challis Field Office	635,561	84,386	72,920	792,867
Four Rivers Field Office	162,179	190,816	901,410	1,254,405
Jarbridge Field Office	765,096	251,971	305,140	1,322,207
Owyhee Field Office	794,635	242,740	222,505	1,259,880
Pocatello Field Office	233,651	87,506	278,785	599,942
Salmon Field Office	311,068	51,666	131,220	493,954
Shoshone Field Office	1,092,382	262,015	368,782	1,723,179
Upper Snake Field Office	1,393,684	187,895	232,109	1,813,688
BLM – Montana	455,233	243,746	487,504	1,186,483
Butte Field Office ¹	0	25,497	274,062	299,559
Dillon Field Office	455,233	218,249	213,442	886,924
Forest Service Total	963,016	897,476	12,027,664	13,887,758
Forest Service - Idaho	800,412	661,830	9,631,958	11,094,200
Sawtooth National Forest	281,887	212,366	1,605,803	2,100,056
Boise National Forest	21,371	53,728	2,131,461	2,206,560
Caribou-Targhee National Forest	148,636	187,053	2,223,553	2,559,242
Salmon-Challis National Forest	348,518	208,683	3,671,141	4,228,342
Forest Service - Montana	162,604	235,646	2,395,706	2,793,558
Beaverhead-Deerlodge National Forest	162,604	235,646	2,395,706	2,793,558
US Fish and Wildlife Service	35,244	3,648	21,433	60,325
National Park Service	27,334	222,701	420,379	670,414

¹ Butte Field Office-administered lands are not included as part of the analysis in this LUPA/EIS except as required in the cumulative effects analysis.

Table ES-1
Acres of GRSG Habitat by Surface Management

Surface Land Management	Acres PPH	Acres PGH	Acres Outside Habitat	Total Acres
Department of Energy	378,042	182,455	1,672	562,169
Department of Defense	11,148	37,714	81,014	129,876
Bureau of Reclamation	3,171	22,729	217,720	243,620
Bureau of Indian Affairs	60,635	29,161	273,926	363,722
Indian Tribe	143,949	10,672	188,991	343,612
Idaho State	642,411	368,186	802,820	1,813,417
Montana State	221,665	167,455	431,995	821,115
Private	2,137,373	2,235,327	12,762,174	17,134,874
Other	55,621	29,564	280,985	366,170
Total Acres:	11,946,111	6,200,799	30,980,696	49,127,208

Source: BLM 2013

The planning area incorporates PPH and PGH. Though the planning area includes private lands, decisions are made only for BLM and Forest Service federal surface and federal minerals in this LUPA. Management direction and actions outlined in this LUPA/EIS apply only to these BLM-administered and Forest Service-administered lands within the planning area and to federal mineral estate under BLM administration that may lie beneath other surface ownership; this is defined as the decision area.

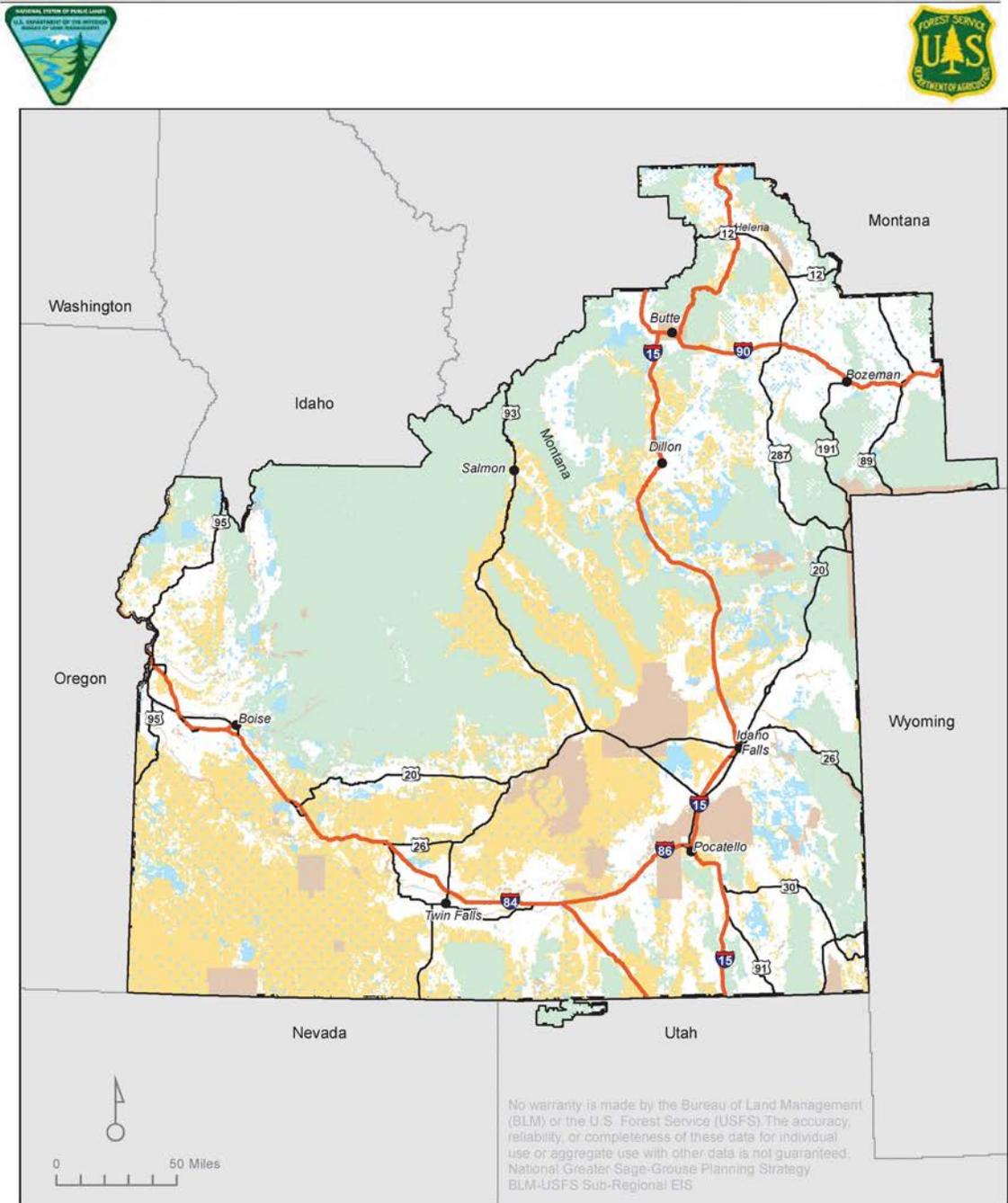
GRSG habitat in the Idaho and southwestern Montana sub-region consists of approximately 12 million acres of PPH and 6 million acres of PGH regardless of land ownership.

ES.2 Purpose of and Need for the Land Use Plan Amendments

The purpose of the LUPA is to identify and incorporate appropriate conservation measures into LUPs to conserve, enhance, and restore GRSG habitat by reducing, eliminating, or minimizing threats to that habitat. The BLM will consider such measures in the context of its multiple-use mandate under the FLPMA. Because the BLM and Forest Service administer a large portion of the GRSG habitat within the affected states, changes in BLM and Forest Service management of GRSG habitats are anticipated to have a considerable beneficial impact on present and future GRSG populations.

These plan amendments will focus on areas affected by threats to the GRSG habitat identified by the USFWS in the 2010 Finding. Within the Idaho and southwestern Montana sub-region the primary threats to GRSG include habitat loss and fragmentation due to increased occurrence of wildfire, expansion of invasive species, human development and infrastructure. **Table ES-2**, Identified Threats to Greater Sage-Grouse (from greatest to least), lists the threats that have been identified generally across the GRSG range and specifically within Idaho and Montana.

Figure ES-1
Idaho and Southwestern Montana GRSG EIS Planning Area Boundaries



- Analysis Boundary
- Interstate highway
- US highway
- Major Cities
- Bureau of Land Management
- United States Forest Service
- Private
- State
- Other

Idaho and Southwestern Montana Sub-Region Greater Sage-Grouse LUPA/EIS
October 2013

Table ES-2
Identified Threats to Greater Sage-Grouse
(from greatest to least)

USFWS 2010 Finding	2006 Idaho GRSG Conservation Plan	2005 Montana GRSG Management Plan
Invasive Species	Wildfire	Fire
Infrastructure	Infrastructure	Harvest management
Fire	Annual Grassland	Livestock grazing management
Agriculture	Livestock Impacts	Noxious weed management
Grazing	Human Disturbance	Mining and energy development
Oil and Gas	West Nile Virus	Outreach, education, and implementation;
Urbanization	Prescribed Fire	Power lines and generation facilities
Mining	Seeded Perennial Grassland	Predation
Conifer Invasion	Climate Change	Recreational disturbance of GRSG
Predation	Conifer Encroachment	Roads and motorized vehicles
Disease	Isolated Populations	Vegetation
Water Development	Predation	Other wildlife
Hunting	Urban/Exurban Development	
Climate Change	Sagebrush Control	
	Insecticides	
	Agricultural Expansion	
	Sport Hunting	
	Mines/Landfills/Gravel Pits	
	Falconry	

Source: USFWS 2010a; Idaho Sage-Grouse Advisory Committee 2006; Montana Sage-Grouse Work Group 2005

ES.3 Scoping

Scoping is an early and open process for determining the scope, or range, of issues to be addressed and for identifying the significant issues to consider in the planning process. Scoping is designed to be consistent with the public involvement requirements of FLPMA, NFMA, and NEPA. It identifies the public and agency concerns. It defines the relevant issues and alternatives that will be examined in detail in the LUPA/EIS. A planning issue is defined by the BLM as a major controversy or dispute regarding management or uses on BLM-administered and Forest Service-administered lands that can be addressed through a range of alternatives.

A 60-day public scoping period began on December 9, 2011, with the publication in the Federal Register of a notice of intent to begin preparing an EIS. The scoping period was extended through a notice of extension, published February 10, 2012; the scoping period ended on March 23, 2012.

This cooperative process included soliciting input from interested state and local governments, tribal governments, other federal agencies and organizations, and individuals to identify the scope of issues to be addressed in the LUPA/EIS and to assist in formulating

reasonable alternatives. The scoping process was a method for opening dialogue between the BLM, Forest Service, state and local governments, and the general public about management of GRSG and their habitats on BLM- and Forest Service-administered lands and for identifying the issues and concerns of those who have an interest in this subject and in the GRSG habitats. As part of the scoping process, the BLM and Forest Service also requested that the public submit nominations for potential Areas of Critical Environmental Concern (ACECs) for GRSG and their habitat.

Scoping included six open house meetings in Boise, Idaho Falls, Salmon, Twin Falls, and Pocatello, Idaho and Dillon, Montana, in January 2012. In addition, news releases notified the public of the scoping period and invited them to provide written comments. Public comments were used to define the relevant issues that would be addressed by a reasonable range of alternatives in the Idaho and Southwestern Montana GRSG LUPA/EIS.

The National Greater Sage-Grouse Planning Strategy LUPAs and EISs Scoping Summary Report (BLM and Forest Service 2012) is available on the project website for the national conservation effort: <http://www.blm.gov/wo/st/en/prog/more/sagegrouse.html>. The discussion below provides an overview of the scoping results, both range-wide and specific to the Idaho and southwestern Montana sub-region.

ES.4 Issues

Issues to be addressed in the Idaho and Southwestern Montana GRSG LUPA/EIS were identified by the public and the agencies during the scoping process for range-wide planning. The issues identified in the Scoping Summary Report (BLM and Forest Service 2012), and other resource and use issues identified in the BLM Land Use Planning Handbook (H-1601-1), were considered in developing the alternatives brought forward for analysis. Issues identified in the Scoping Summary Report that are applicable for the Idaho and southwestern Montana sub-region are included in **Table ES-3**, Planning Issues.

**Table ES-3
Planning Issues**

Planning Issue Category	Planning Issue
Wildfire	<p>What measures should be undertaken to manage fuels and wildland fires, while protecting GRSG habitat?</p> <p>How would the BLM and Forest Service evaluate, authorize, and implement program activities to reduce the threat to GRSG habitat from wildland and prescribed fire?</p>
Vegetation – Invasive Species, Conifer Encroachment	<p>How will the BLM and Forest Service address the potential expansion of nonnative annual grasses (i.e., cheatgrass) and associated loss of sagebrush habitats as a result of climate change?</p> <p>How would the BLM and Forest Service conserve, enhance, or restore GRSG habitat such as sagebrush communities and minimize or prevent the introduction or spread of noxious weeds and invasive species?</p> <p>How would the BLM and Forest Service evaluate, authorize, and implement</p>

**Table ES-3
Planning Issues**

Planning Issue Category	Planning Issue
	program activities to reduce the threat (habitat loss and fragmentation) to GRSG habitat from conifer encroachment and spread of noxious and invasive species?
Infrastructure	<p>How would the BLM and Forest Service manage program activities to reduce the threat to GRSG habitat from additional infrastructure development and management of ongoing infrastructure development while recognizing valid existing authorizations?</p> <p>How would the BLM and Forest Service manage existing and proposed infrastructure development to reduce resulting mortality of GRSG?</p>
Human Disturbance	<p>How would the BLM and Forest Service evaluate, authorize, and implement program activities to reduce the threat (loss of productivity) to GRSG habitat from human presence?</p> <p>How would the BLM and Forest Service evaluate, authorize, and implement program activities to reduce the threat (habitat loss and fragmentation) to GRSG habitat from recreation and travel management activities?</p> <p>How would motorized, nonmotorized, and mechanized travel be managed to provide access to federal lands and a variety of recreation opportunities while protecting GRSG and their habitat?</p>
Livestock Grazing	<p>How would the BLM and Forest Service evaluate, authorize, and implement grazing management activities (grazing, water developments, fences, and structures) to reduce the threat (habitat loss, fragmentation, productivity, disease vector production) to GRSG and their habitat?</p> <p>What measures would the BLM and Forest Service put in place to protect and improve GRSG habitat while maintaining livestock grazing privileges?</p> <p>What measures would be put in place to manage habitat for other wildlife species and reduce conflicts with GRSG?</p> <p>What measures would the BLM and Forest Service put in place to reduce the impacts of wild horses and burros on GRSG habitat?</p>
Management and Monitoring	<p>How would the BLM and Forest Service use the best available science to designate priority and general habitat categories for GRSG habitat within the planning area?</p> <p>How would the BLM and Forest Service accurately monitor the impact of land uses on GRSG and its habitat?</p>
Urbanization and Agricultural Conversion	<p>What opportunities exist to adjust public land ownership that would increase management efficiency for GRSG and their habitat?</p> <p>How would the BLM and Forest Service manage lands and realty decisions to reduce habitat fragmentation and conversion of GRSG habitat?</p> <p>How would the BLM and Forest Service evaluate, authorize, and implement</p>

**Table ES-3
Planning Issues**

Planning Issue Category	Planning Issue
	land tenure adjustments to reduce the conversion of (habitat loss and fragmentation) GRSG habitat to agricultural or urbanization uses?
Social and Economic Concerns	How could the BLM and Forest Service promote or maintain activities that provide social and economic benefit to local communities while providing protection for GRSG habitat?
Special Management Designations	What areas would be designated by the BLM or Forest Service to benefit the maintenance, enhancement, and restoration of GRSG and GRSG habitat?

ES.5 Planning Criteria

Planning criteria are based on appropriate laws, regulations, BLM and Forest Service Manual and Handbook sections, and other applicable policy directives, as well as on public participation and coordination with cooperating agencies, other federal agencies, state and local governments, and Native American tribes. Planning criteria are the standards, rules, and factors used as a framework to resolve issues and develop alternatives. Planning criteria are prepared to ensure decision making is tailored to the issues and to ensure that the BLM and Forest Service avoid unnecessary data collection and analysis.

ES.6 Management Alternatives

Alternatives development is the heart of the LUPA and EIS process. Land use planning regulations and NEPA require the BLM and Forest Service to develop a range of reasonable alternatives during the planning process. Alternatives must also fall within the established planning criteria (43 CFR Section 1610).

The basic goal of alternative development is to produce feasible, distinct, implementable and potential management scenarios that:

- Address the identified major planning issues
- Explore opportunities to enhance management of resources and resource uses
- Resolve conflicts between resources and resource uses
- Meet the purpose of and need for the LUPA

The BLM and Forest Service implemented the first four steps of the BLM's planning process (see **Section 1.4.1**, BLM Planning Process) in developing a range of reasonable alternatives: identification of issues, development of planning criteria, inventory data and information collection. The issue identification and current management assessment processes began in 2011 with an extensive review by the BLM and Forest Service interdisciplinary team of current land management decisions and direction from the 29 LUPs

being amended by this LUPA/EIS. From this, the BLM and Forest Service identified preliminary planning issues that could be addressed in an LUP amendment.

Between May and September 2012, the planning team (BLM, Forest Service, and cooperating agencies) met to develop management goals and to identify objectives and actions to address the goals. The various groups met numerous times throughout this period to refine their work. As outcomes of this process, the planning team:

1. Developed one No Action Alternative (Alternative A) and three preliminary action alternatives. The first action alternative (Alternative B) is based on *A Report on National Greater Sage-Grouse Conservation Measures* (NTT 2011), and the two additional action alternatives (Alternative C and F) are based on proposed alternatives submitted by various conservation groups.
2. Customized the objectives and actions from the NTT-based alternative (Alternative B) to develop a third action alternative (Alternative D) that strives for balance among competing interests.
3. Incorporated proposed GRSG protection measures recommended by state governments as a fifth alternative (Alternative E).

Each of the preliminary action alternatives was designed to:

- Address the 13 planning issues (identified in **Section 1.5.3**, Planning Issues)
- Fulfill the purpose and need for the LUPA
- Meet the multiple use mandates of the FLPMA (43 USC 1716)

The five resulting action alternatives (Alternatives B, C, D, E and F) offer a range of possible management approaches for responding to planning issues and concerns identified through public scoping, and to maintain, enhance or restore GRSG abundance and distribution in the planning area. While the goal is the same across alternatives, each alternative contains a discrete set of objectives and management actions and constitutes a separate LUPA with the potential for different long-range outcomes and conditions. The five action alternatives describe proposed changes to current management as well as any existing management that would be carried forward. These alternatives provide a range of choices for resolving the planning issues identified above.

The BLM and Forest Service recognize that social, economic, and environmental issues cross land ownership lines and that extensive cooperation is needed to actively address issues of mutual concern. To the extent possible, these alternatives were developed utilizing input from public scoping comments and cooperating agencies.

The relative emphasis given to particular resources and resource uses differs as well, including allowable uses, restoration measures, and specific direction pertaining to individual resource programs.



The alternatives are also directed toward responding to USFWS-identified issues and threats to GRSG and their habitat. All of the action alternatives were developed to reduce or alleviate USFWS-identified threats to GRSG. A complete description of all decisions proposed for each alternative is in **Chapter 2, Alternatives**. Summaries of the alternatives are presented below.

ES.6.1 Alternative A: No Action

The No Action Alternative (Alternative A) represents the continuation of current management direction in the 21 BLM and 9 Forest Service approved LUPs and associated program-specific plans or amendments developed between 1976 and 2009; it proposes no new plan or management actions. This alternative is required by CEQ regulations and provides a baseline for comparison of the other alternatives and their impacts to resources and resource values (CEQ 1981).

The LUPs and their associated amendments, activity and implementation level plans and other management decision documents, collectively provide a varying range of goals, objectives, plan decisions and allocations for resources and resource uses that reflect the issues at the time of their development. Direction contained in existing statutes, regulations and policies would also continue to be implemented and may at times supplement existing LUPs.

Under the No Action Alternative, goals and objectives for BLM and Forest Service-administered lands and mineral estate would not change, and Priority and General Habitats would not be designated. Appropriate and allowable uses and restrictions pertaining to activities such as mineral leasing and development, recreation, construction of utilities or other BLM- and/or Forest Service-authorized actions, and livestock grazing would also remain the same. The BLM and Forest Service would not modify existing or establish additional criteria to guide the identification of site-specific use levels for implementation activities. Existing ACECs would continue to be managed, but no new ACECs would be designated. Management for GRSG would occur largely on a case-by-case basis and management would not be consistent across the planning area.

ES.6.2 Elements Common to Alternatives B, C, D, E, and F

Each action alternative is composed of several integral parts: 1) a description of the GRSG habitat designations; 2) goals, objectives and management actions to be applied to those designations; and 3) required design features, stipulations or best management practices associated with various management action.

Allowable uses and management actions from existing LUPs that remain valid and do not require amending have been carried forward to all of the proposed alternatives. All action alternatives include direction contained in IM 2013-128 - Sage-Grouse Conservation in Fire Operations and Fuels Management, Forest Service Washington Office letter 5100 dated July 3, 2013, Sage-grouse Conservation Methods 2013, and also a monitoring strategy.

Although each action alternative emphasizes a slightly different mix of resources and resource uses, all five action alternatives, and portions of Alternative A, strive to achieve the follow goals:

- Conserve, enhance, and restore the sagebrush ecosystem upon which GRSG populations depend in an effort to maintain and/or increase their abundance and distribution, in cooperation with other conservation partners.
- Protect GRSG habitats from disturbances that will reduce distributions or abundance of Greater Sage-Grouse.

Monitoring Strategy

Monitoring strategies for GRSG habitat and populations must be collaborative, as habitat occurs across jurisdictional boundaries (52 percent BLM, 31 percent private, 8 percent Forest Service, 5 percent state, 4 percent tribal and other Federal; 75 FR 13910), and because state fish and wildlife agencies have primary responsibility for population level management of wildlife, including population monitoring on all lands (including federal). Therefore, population efforts will continue to be conducted in partnership with state fish and wildlife agencies. The BLM and Forest Service are currently in the process of finalizing a Monitoring Framework which will be included in the Proposed LUP Amendment/FEIS; the major components of this Monitoring Framework can be found in Appendix E of this Draft EIS. The Monitoring Framework will describe the process that the BLM and Forest Service will use to monitor implementation and effectiveness of LUP decisions and will include: methods, data standards, and intervals of monitoring at broad and mid scales; consistent indicators to measure and metric descriptions for each of the scales (see Habitat Assessment Framework (HAF) and Assessment, Inventory and Monitoring core indicators); analysis and reporting methods; and the incorporation of monitoring results into adaptive management. The need for fine and site-scale specific habitat monitoring may vary by area depending on existing conditions, habitat variability, threats, and land health. Indicators at the fine and site scales will be consistent with the HAF; however the values for the indicators could be adjusted for regional conditions. The major components of the Monitoring Framework can be found in **Appendix E** of this LUPA/EIS.

The monitoring data will provide the indicator estimates for adaptive management. The BLM and the Forest Service will adjust management decisions through an adaptive management process.

Adaptive Management

Adaptive Management is a decision process that promotes flexible resource management decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood. Careful monitoring of these outcomes both advances scientific understanding and helps with adjusting resource management directions as part of an iterative learning process. Adaptive management also recognizes the importance of natural variability in contributing to ecological resilience and productivity. In relation to the BLM and Forest Service's National Greater Sage-grouse Planning Strategy, adaptive management will help ensure GRSG conservation measures



presented in this EIS contain the needed level of certainty for effectiveness. If principles of adaptive management are incorporated into the conservation measure in the plan (to ameliorate threats to a species), then there is a greater likelihood that a conservation measure or plan will be effective in reducing threats to that species. Adaptive management is a component of each action alternative, though the guidance for adaptive management varies by alternative.

Delineated GRSG Management Areas

Due to differences in state-level mapping efforts in Idaho and Montana, there is currently no consistent designation of specific GRSG seasonal habitat or vegetation across the sub-region. Each of the action alternatives identifies GRSG management areas, but the criteria and acreage of such management areas vary between the alternatives (**Table ES-4**).

**Table ES-4
GRSG Management Areas by Alternative**

GRSG Management Area	Alternative B	Alternative C	Alternative D	Alternative E	Alternative F
Preliminary Priority Management Area	8,229,500	11,119,900	6,819,100	71,800	8,229,900
Preliminary General Management Area	3,094,600	2,890,400	--	2,934,100	3,516,300
Preliminary Medial Management Area			1,348,100		
Preliminary Restoration Management Area					500,200
Core Habitat Zone				4,824,900	
Important Habitat Zone				2,743,400	
General Habitat Zone				3,516,300	
Total Acres:	11,119,900	11,119,900	11,101,300	10,206,000	11,621,600

Source: BLM 2013

Required Design Features (RDFs) are a suite of features that would establish the minimum specifications for certain activities (i.e., water developments, fluid mineral development, and fire and fuels management) to help mitigate adverse impacts. RDFs are incorporated under each action alternative, though they vary by alternative. In general, RDFs are accepted practices that are known to be effective when implemented properly at the project level. However, their applicability and overall effectiveness cannot be fully assessed until the project level when the project location and design are known. Because of site-specific circumstances, some features may not apply to some projects (e.g., a resource is not present on a given site) and/or may require slight variations (e.g., a larger or smaller protective area). All variations in design features would require appropriate analysis and disclosure as part of future project authorizations. Additional mitigation measures may be identified and required during individual project development and environmental review, and it is not possible to list them all at the planning level.

In general, the RDFs are accepted practices that are known to be effective when implemented properly at the project level. However, their applicability and overall effectiveness cannot be fully assessed, except at the project-specific level, when the project location and design are known. Because of site-specific circumstances, some features may not apply to some projects (e.g., a resource is not present on a given site) or may require slight variations from what is described in the LUPA/EIS (e.g., a larger or smaller protective area). All variations in design features would require appropriate analysis and disclosure as part of future project decisions and authorizations. Additional mitigation measures may be identified and required during individual project development and environmental review. The RDFs proposed under Alternatives B, C, D, and F are presented in **Appendix C**.

ES.6.3 Alternative B

BLM and Forest Service management actions, in concert with other state and federal agencies and private landowners, play a critical role in the future trends of GRSG populations. The BLM National Policy Team, as part of the National Greater Sage-Grouse Planning Strategy, established the National Technical Team (NTT) in August 2011. The NTT's mission was to develop and describe conservation measures to be considered while new or revised range-wide and long term conservation measures were developed through LUPAs to conserve, enhance, and restore the portions of GRSG habitat on BLM- and Forest Service-administered lands. The BLM and Forest Service used GRSG conservation measures in *A Report on National Greater Sage-Grouse Conservation Measures* (Sage-Grouse National Technical Team 2011, also referred to as the NTT Report) to form management direction under Alternative B. Conservation measures under Alternative B are focused on preliminary priority management areas (PPMAs, areas that have the highest conservation value to maintaining or increasing GRSG populations) and on Great Basin-wide concerns for GRSG. GRSG preliminary general management areas (PGMAs) are also identified, encompassing seasonal or year-round habitat (**Table ES-4**).

In summary, management under Alternative B would focus on restrictions on resource uses and protection for and enhancement of existing sagebrush habitat. BLM and Forest Service would apply a three percent surface disturbance cap to anthropogenic disturbances in PPMAs.

ES.6.4 Alternative C

During scoping for this LUPA/EIS, individuals and conservation groups submitted management direction recommendations for protecting and conserving GRSG and habitat range-wide. The recommendations, in conjunction with resource allocation opportunities and internal sub-regional BLM and Forest Service input, were reviewed in order to develop BLM and Forest Service management direction for GRSG under Alternative C. Management actions in Alternative C are applied to PPMA, which encompasses all occupied habitat (**Table ES-4**). Like Alternative B, Alternative C includes a three percent surface disturbance cap to anthropogenic disturbances in PPMAs.



Management under Alternative C would focus on complete removal of livestock grazing from all occupied sage-grouse habitat on BLM- and Forest Service-administered lands to conserve and enhance GRSG habitat. Other management actions include identifying occupied habitats and BLM ACECs as ROW exclusion areas and closing all occupied habitat to fluid mineral leasing. Under Alternative C, the BLM would designate 39 new ACECs. Other management would be similar to Alternative A.

ES.6.5 Alternative D

Alternative D is the Idaho/southwestern Montana sub-regional alternative, which describes conservation measures to conserve, enhance, and restore GRSG habitat on BLM- and Forest Service-administered lands, while balancing resources and resource use among competing human interests, land uses, and the conservation of natural and cultural resource values, and sustaining and enhancing ecological integrity across the landscape, including plant, wildlife, and fish habitat. This alternative incorporates local adjustments to *A Report on National Greater Sage-Grouse Conservation Measures* (NTT 2011) and habitat boundaries to provide a balanced level of protection, restoration, enhancement, and use of resources and services to meet ongoing programs and land uses. Conservation measures under Alternative D apply to three GRSG management areas – PPMA, PGMA, and preliminary medial management area (PMMA) (**Table ES-4**). PPMAs contain the most important and relatively intact habitats and potential restoration areas for conserving GRSG, PPMAs have some level of development or disturbance that reduces the effective character for GRSG but still provides better quality habitat than PGMAs. PGMAs represent the remaining occupied or potentially occupied habitat outside of PPMAs and PMMAs.

Under Alternative D, habitat restoration and vegetation management would be similar to Alternative B, though with additional measures to prioritize vegetation rehabilitation, incorporate design features that would improve the success of rehabilitation projects, and strategically plan for wildfire suppression. Under Alternative D, the BLM and Forest Service would require no net unmitigated loss of PPMAs instead of a disturbance cap.

ES.6.6 Alternative E

The Idaho Governor's Alternative (Governor's Alternative), which provides the basis for Alternative E in this EIS, was developed from recommendations from the State of Idaho's GRSG Task Force and provides recommendations and policies to aid the State of Idaho in developing a conservation plan specifically adapted to Idaho GRSG populations (Idaho Governor's Task Force 2012). Lands in Montana would be managed under Alternative A for this alternative. Occupied habitat in Idaho would be delineated into three management categories: Core Habitat Zone (CHZ), Important Habitat Zone (IHZ), and General Habitat Zone (GHZ) (**Table ES-4**). The three proposed habitat zones represent a management continuum that includes at one end, a relatively restrictive approach aimed at providing a high level of protection to the most important CHZ, and on the other end, a relatively flexible approach for GHZ allowing for more multiple-use activities. While the IHZ contemplates greater management flexibility than in the CHZ, the overall quality and ecological importance of most of the habitat within this theme is more closely aligned with

the habitat in the CHZ than in the GHZ. For the portion of the sub-region within Utah, PPMA and PGMA would be delineated, with the same definitions as under Alternative B.

Alternative E focuses primarily on management for the threats of wildfire, invasive species, and large infrastructure projects, and secondarily on management for the threats of improper livestock grazing management and related infrastructure, West Nile Virus, and recreation. It recommends use of an adaptive management approach and implementation of triggers or thresholds that adjust zone criteria. There would be a 5 percent disturbance cap associated with fluid mineral development under Alternative E.

Habitat restoration and vegetation management under Alternative E would focus on prioritizing conifer removal and restoring sagebrush and perennial grasslands. Native vegetation would be used for restoration to the extent practicable. In addition, invasive species would be controlled for three years after wildfire treatments. Alternative E provides guidance to reduce wildfire response time, create fuel breaks, and improve the wildfire suppression baseline. Targeted grazing would be allowed in all habitat management zones to reduce fine fuels and mitigate for the risk of wildfire.

This alternative emphasizes the need for livestock permittees to achieve the Idaho Rangeland Health Standards, while also achieving flexibility and management predictability through the use of the state's adaptive management plan.

ES.6.7 Alternative F

Similar to Alternative C, Alternative F was derived from individual and conservation group scoping comments. This alternative contains a mixture of management actions from *A Report on National Greater Sage-Grouse Conservation Measures* as well as additional restrictions on resource uses and increased resource protection. As such, Alternative F provides greater restrictions on allowable uses and less resource management flexibility than Alternative B. Conservation measures in Alternative F are focused on PPMAs, PGMAs, and preliminary restoration management areas (PRMAs) (**Table ES-4**). Alternative F also proposes that BLM and Forest Service designate a system of ACECs and Sagebrush CAs to serve as refugia for sage-grouse and other species. Alternative F includes a three percent surface disturbance cap, including fire, in PPMAs.

ES.7 Environmental Consequences

The purpose of the environmental consequences analysis in this LUPA/EIS is to determine the potential for significant impacts of the federal action on the human environment. CEQ regulations for implementing NEPA state that the human environment is interpreted comprehensively to include the natural and physical environment and the relationship of people with that environment (40 CFR, Part 1508.14). The federal action is the BLM and Forest Service selection of a LUPA that will provide a consistent framework for its management of the GRSG and its habitat on BLM-administered and Forest Service-administered lands. This would be in concert with its allocation of resources, in accordance with the multiple-use and sustained yield mandates of FLPMA.



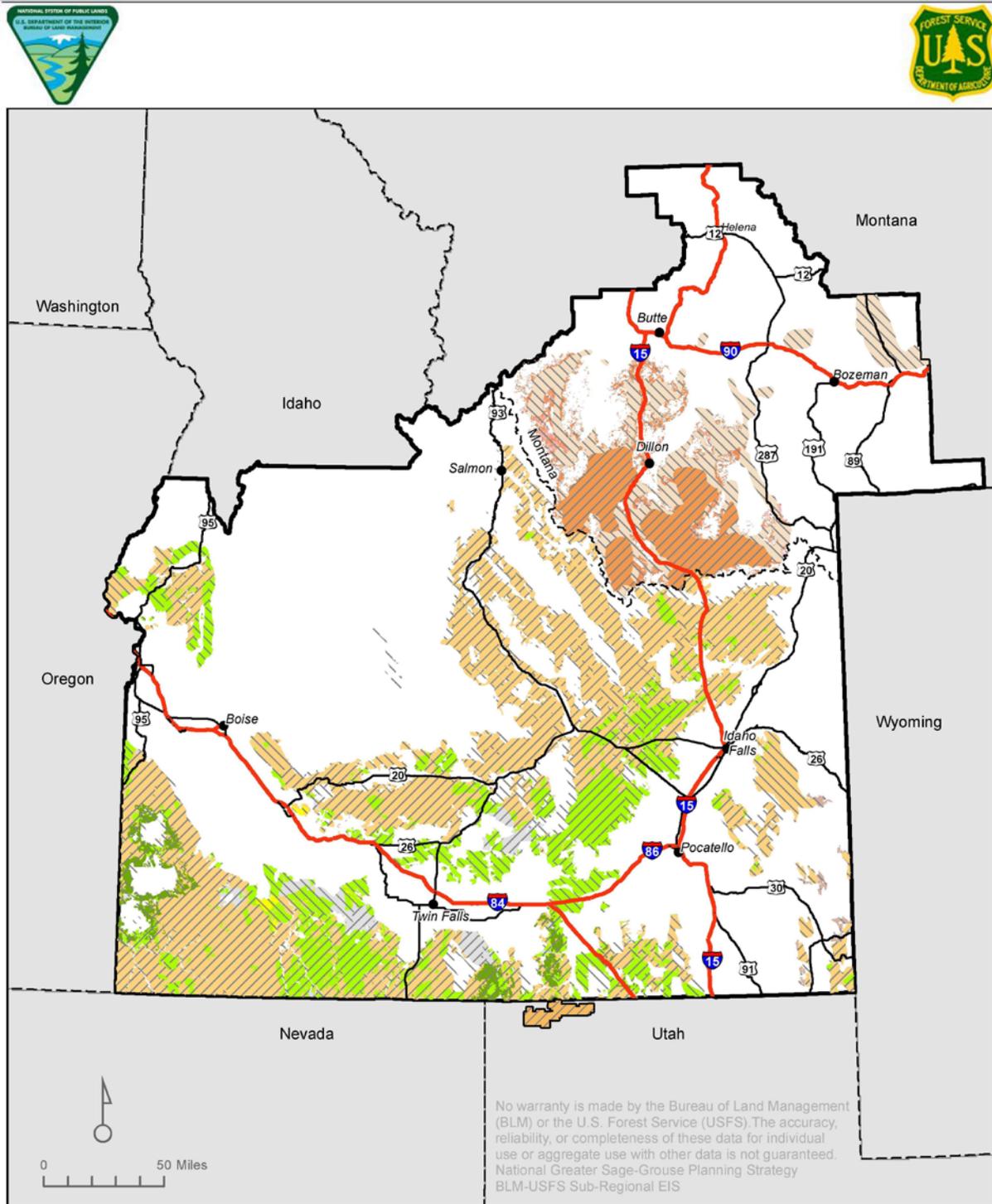
Chapter 2

Maps



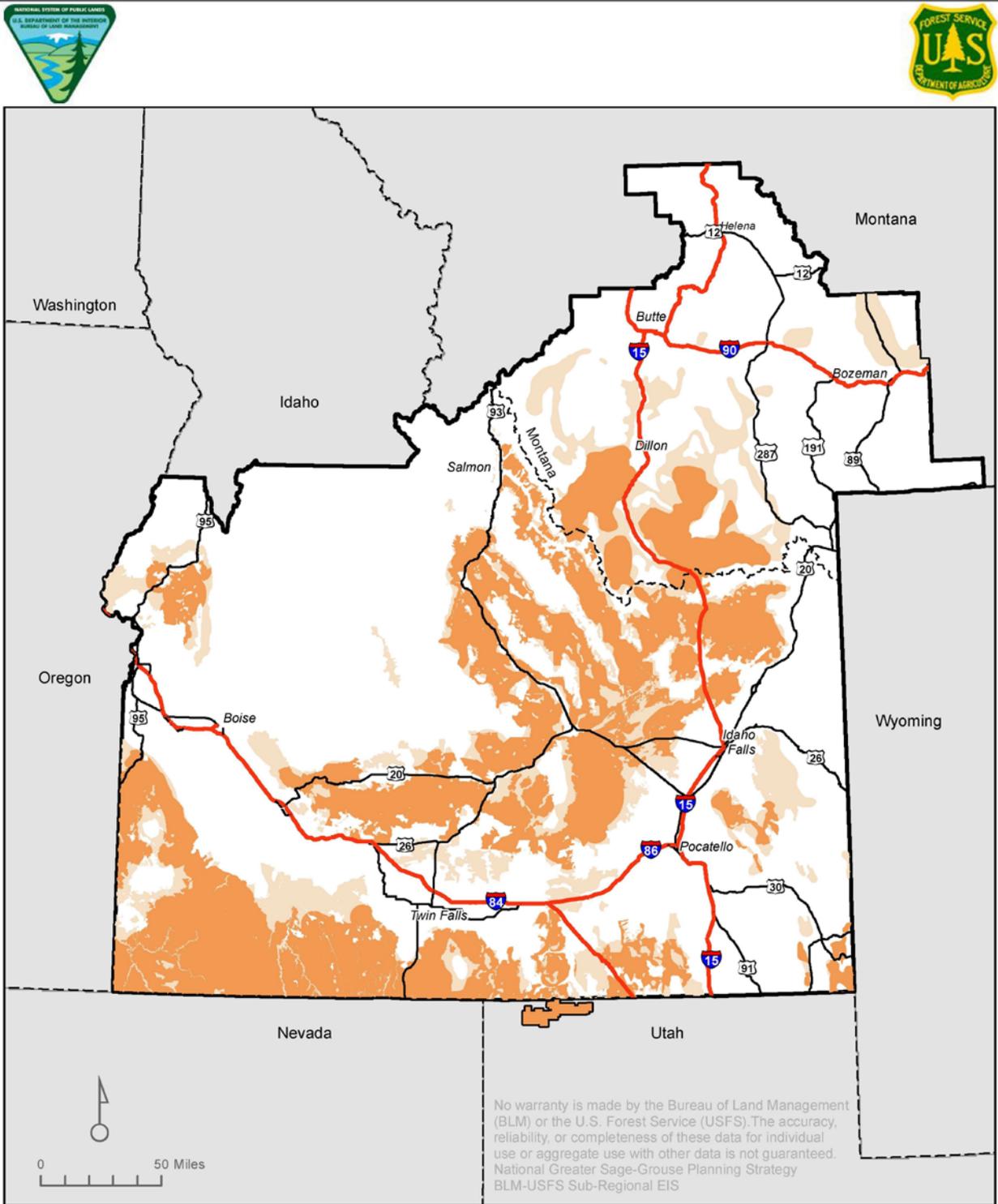
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Figure 2-1
 Alternative A: Existing Habitat with Preliminary Priority and General Habitat



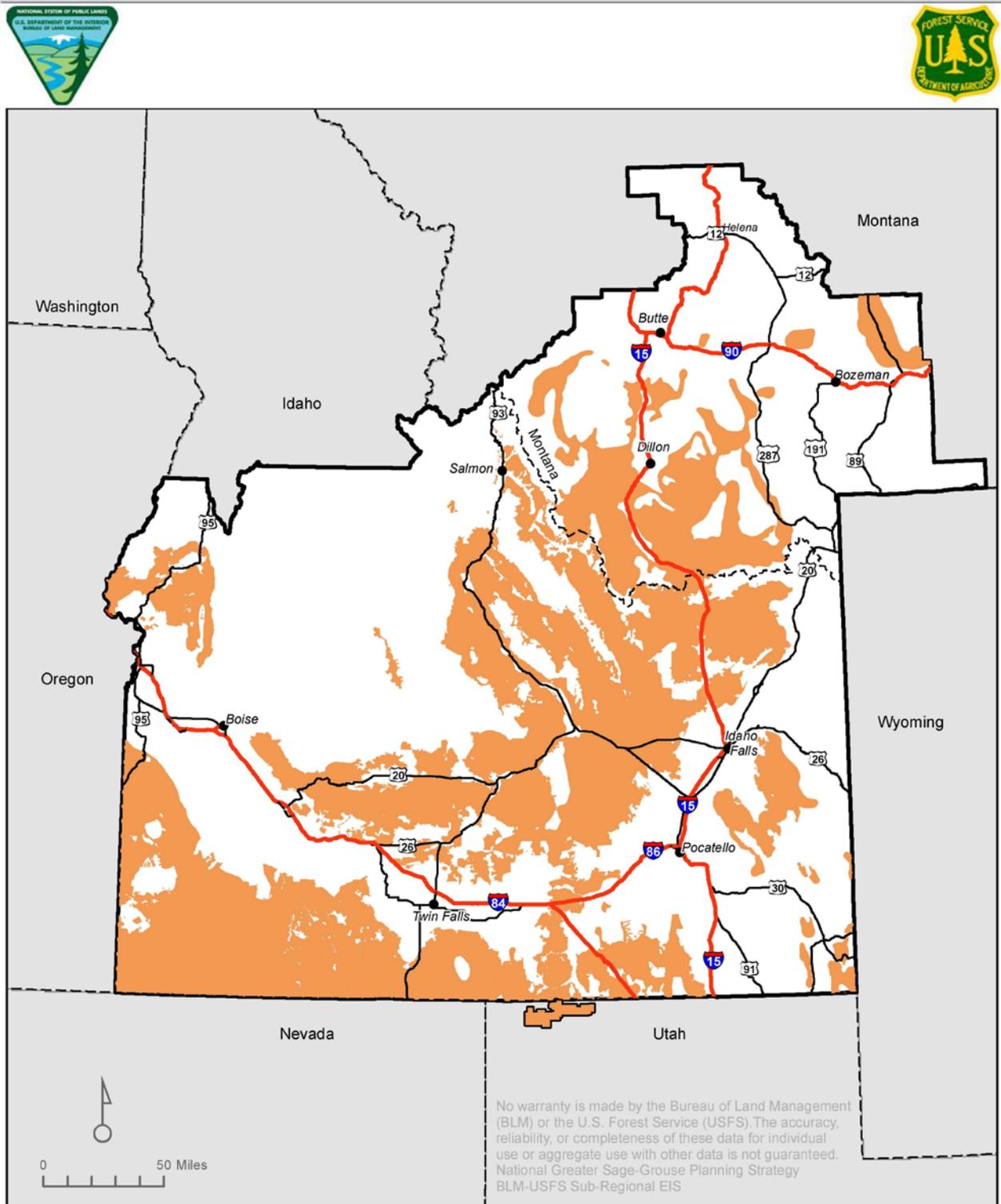
- | | |
|---|------------------------------------|
| Core Habitat (Montana) | R1 - BLM Idaho Perennial Grass |
| General Habitat (Montana) | R2- BLM Idaho Annual Grass |
| K - BLM Idaho Key Habitat | R3- BLM Idaho Conifer Encroachment |
| Brood Rearing - Beaverhead-Deerlodge NF SILC outside Montana Core/General | RB- BLM Idaho Recent Burn |
| Habitat - Caribou-Targhee NF associated habitat outside of Priority/General habitat | Utah Habitat within SGMA |
| Nesting - Beaverhead-Deerlodge NF SILC outside Montana Core/General | Analysis Boundary |
| | Priority |
| | General |

Figure 2-2
 Alternative B: Preliminary Priority and General Management Areas



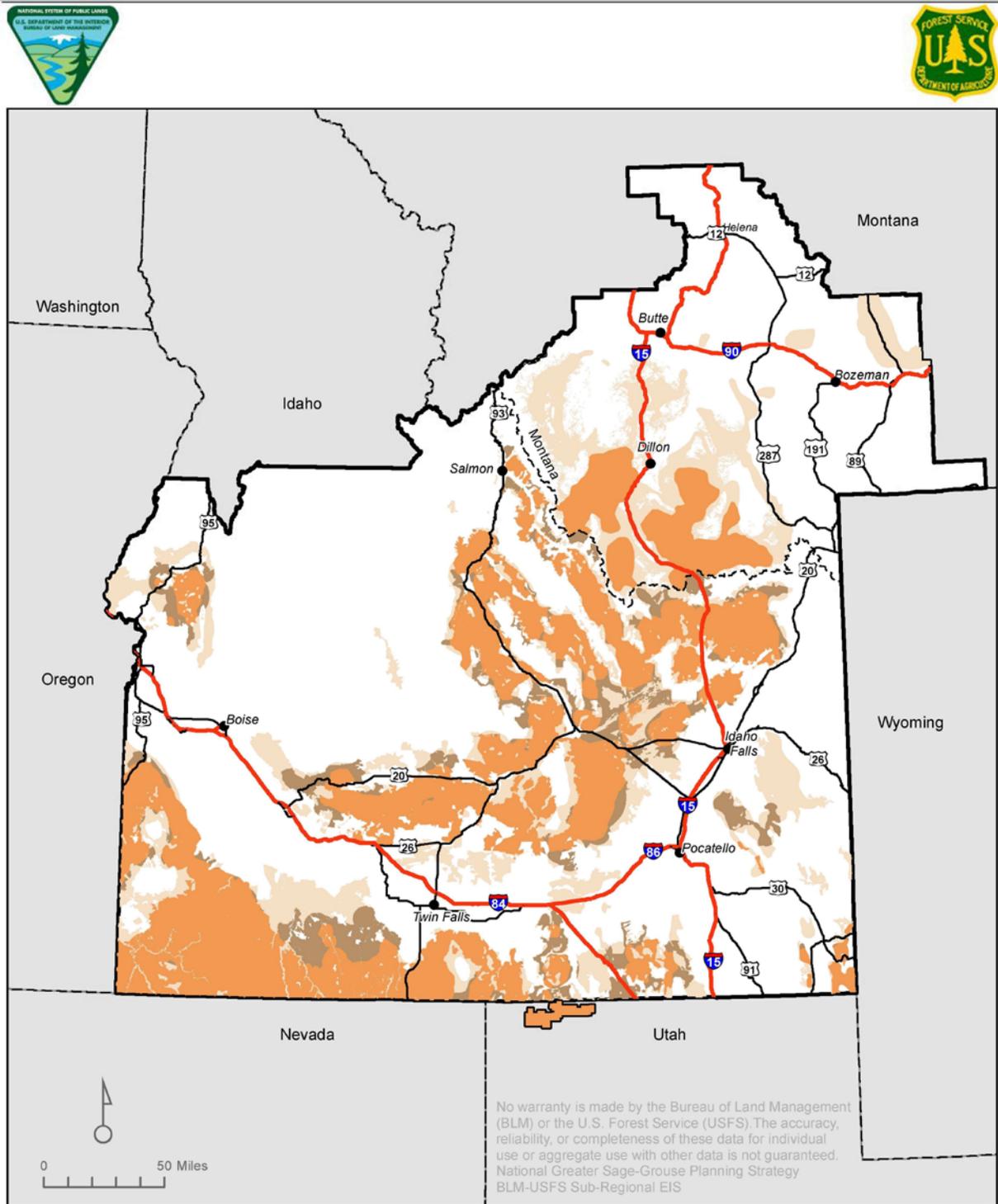
- Preliminary Priority Management Area
- Preliminary General Management Area
- Analysis Boundary

Figure 2-3
 Alternative C: Preliminary Priority Management Area



- Preliminary Priority Management Area
- Analysis Boundary

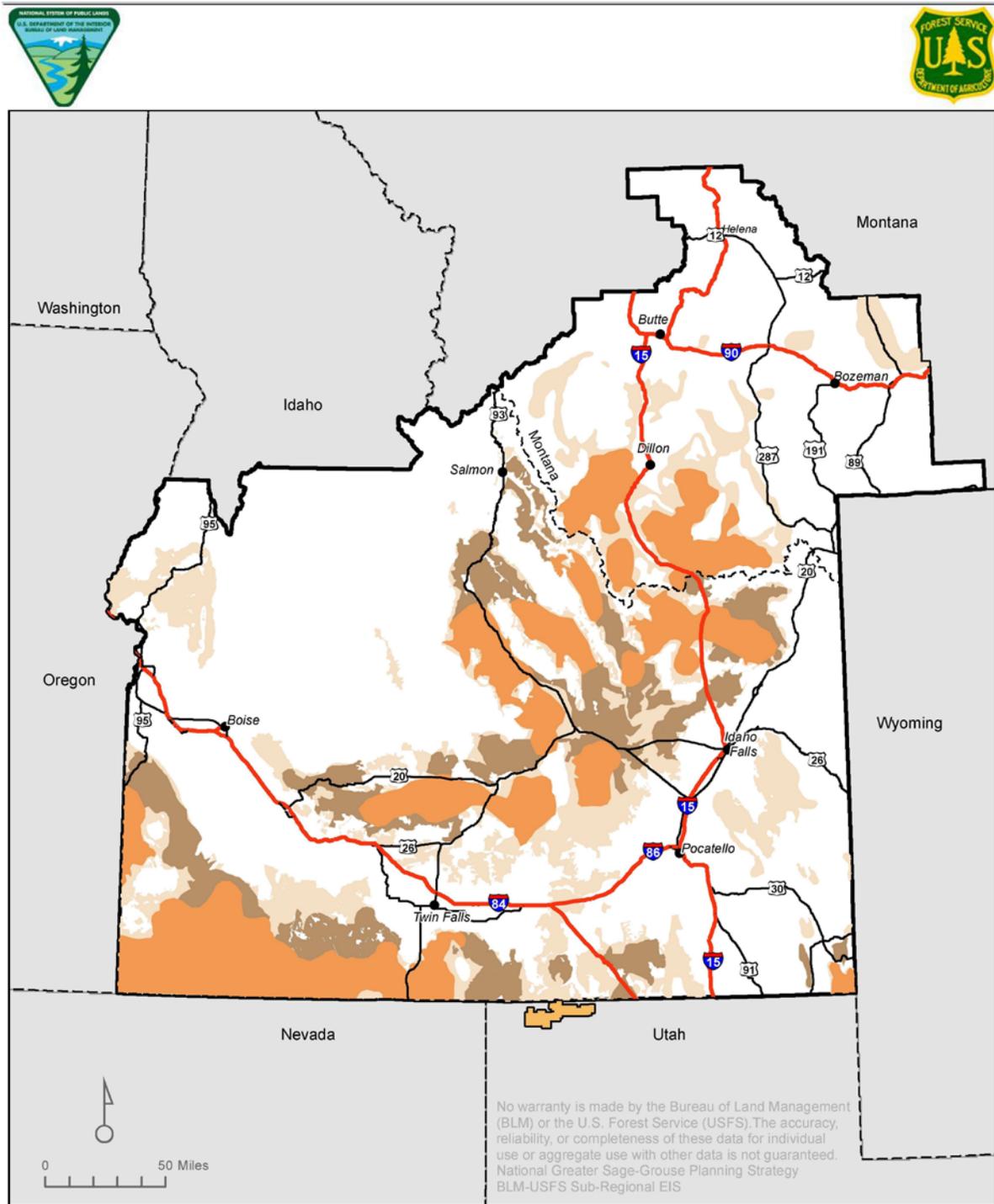
Figure 2-4
 Alternative D: Preliminary Priority, Medial, and General Management Areas



- Preliminary Priority Mgt. Area
- Preliminary Medial Mgt. Area
- Preliminary General Mgt. Area
- Analysis Boundary

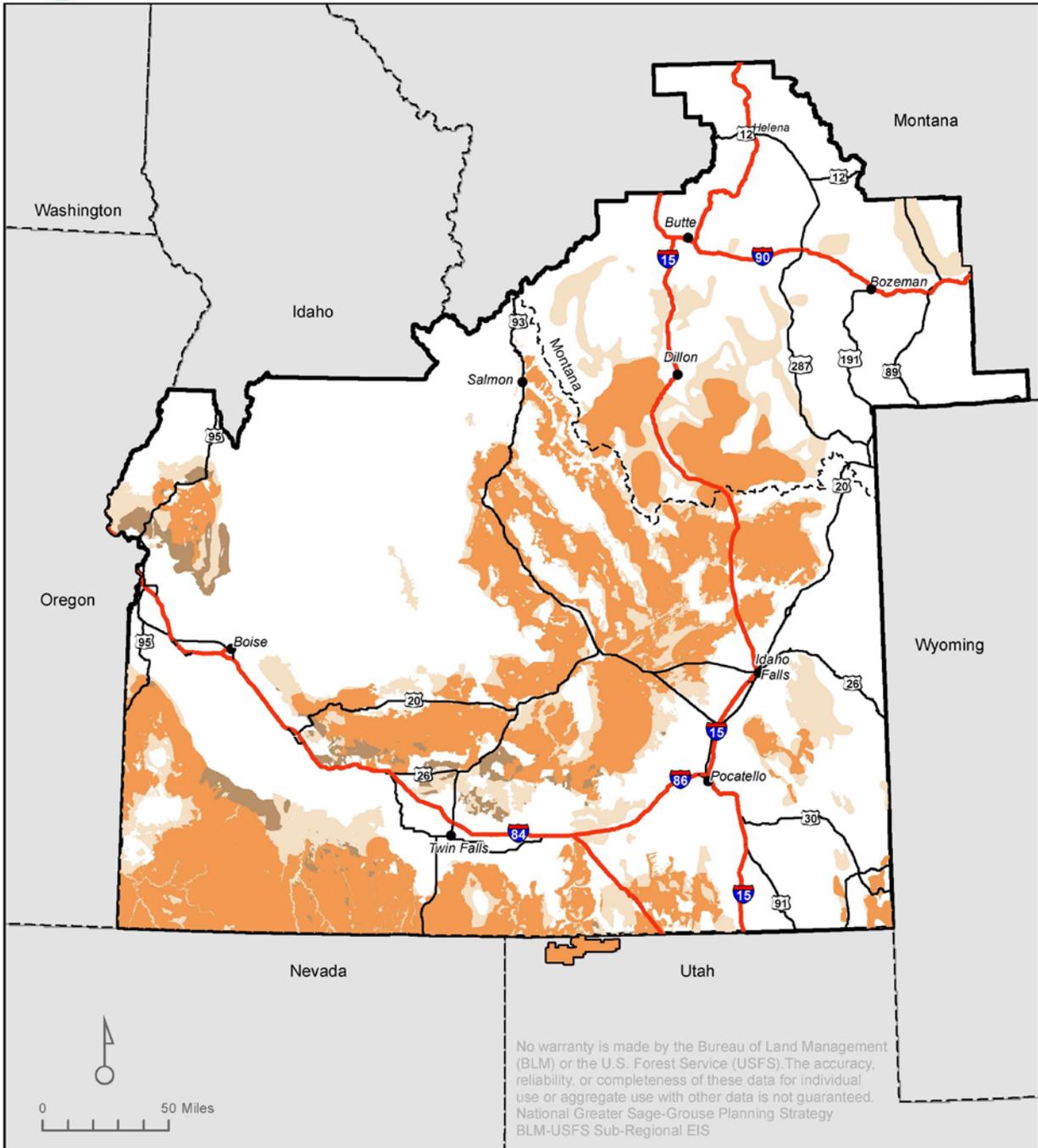
Figure 2-5

Alternative E: Idaho Core, Important, and General Habitat Zones, Montana Preliminary Priority and General Management Areas, and Utah SGMA



- Idaho Core Zone / Montana Preliminary Priority Mgt. Area
- Idaho Important Zone
- Idaho General Zone / Montana Preliminary General Mgt. Area
- Utah Habitat within SGMA
- Analysis Boundary

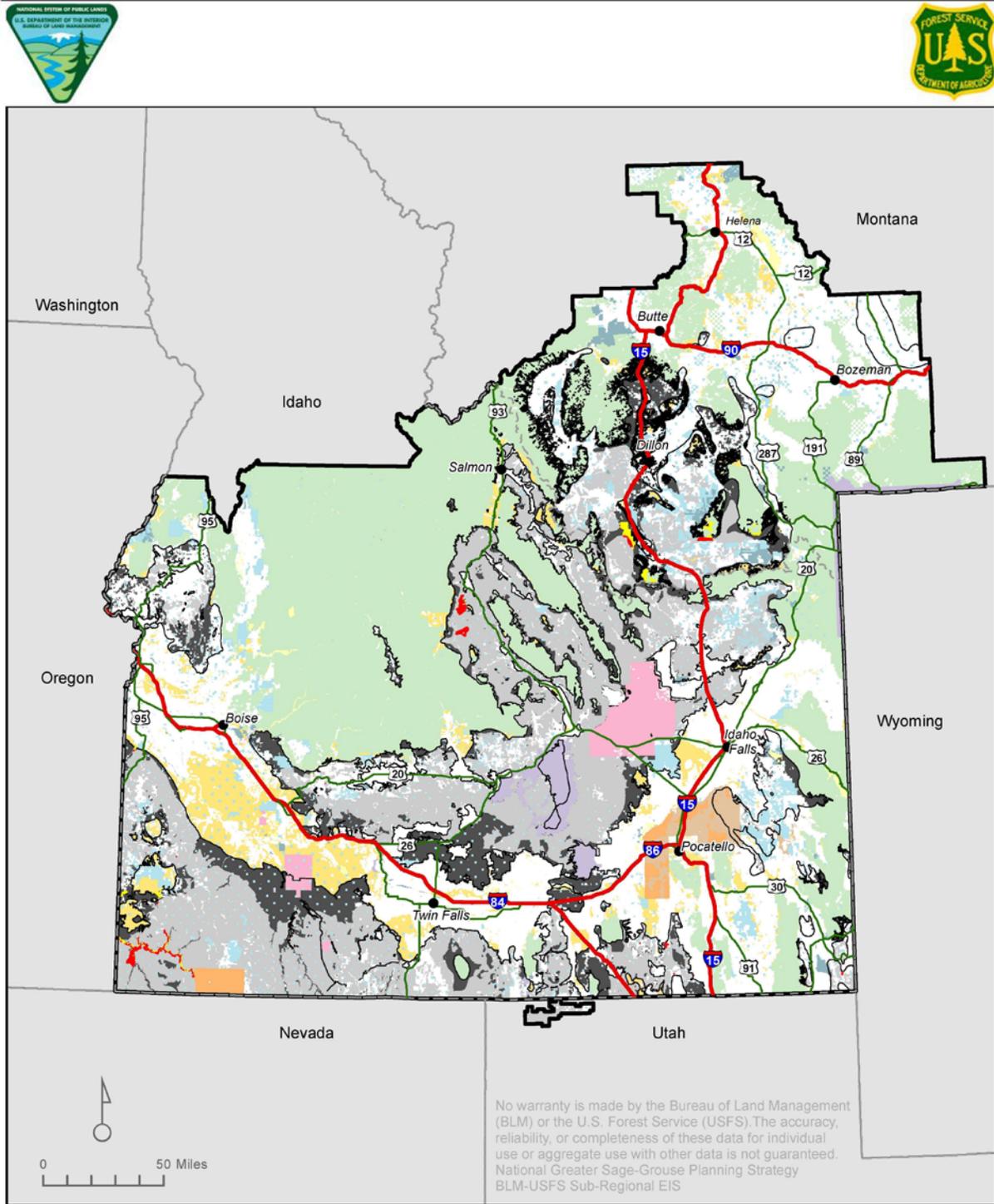
Figure 2-6
 Alternative F: Preliminary Priority, General, and Restoration Management Areas



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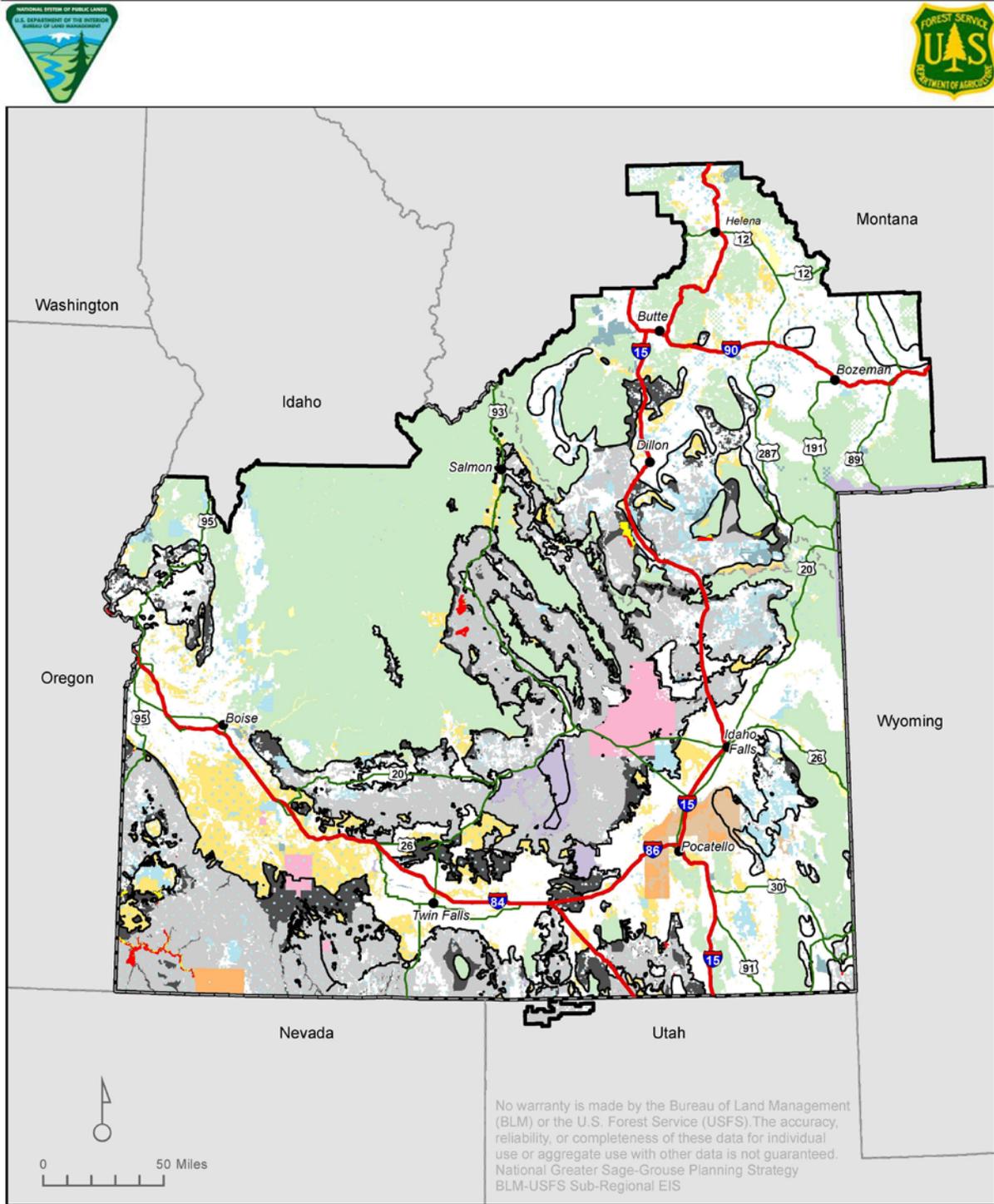
- Preliminary Priority Mgt. Area
- Preliminary General Mgt. Area
- Preliminary Restoration Mgt. Area
- Analysis Boundary

Figure 2-7
Alternative A: Open and Closed to Grazing



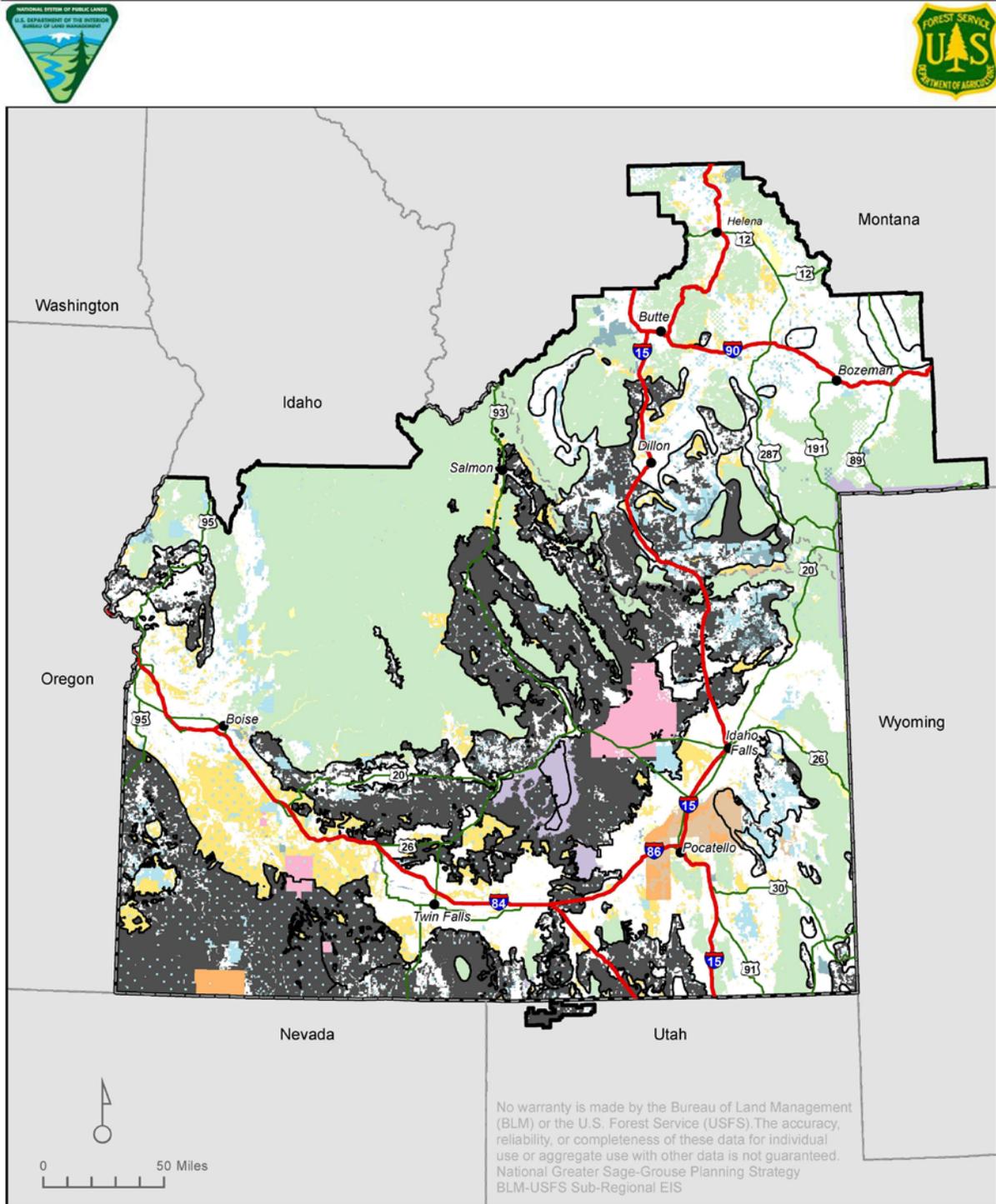
- | | |
|---|--|
| <ul style="list-style-type: none"> Alternative A Boundary BLM and USFS Preliminary Priority Habitat Closed to Grazing BLM and USFS Preliminary General Habitat Closed to Grazing BLM and USFS Preliminary Priority Habitat Open to Grazing BLM and USFS Preliminary General Habitat Open to Grazing Analysis Boundary | <p>Surface Management Agency</p> <ul style="list-style-type: none"> Bureau of Land Management (BLM) Private US Forest Service (USFS) State State, County, City; Wildlife, Park and Outdoor Recreation Areas Bureau of Reclamation Military Reservations and Corps of Engineers; Department of Energy Indian Reservation (IR) National Park Service (NPS) National Wildlife Refuge Bankhead-Jones Land Use Lands (Administered by DOI) National Grass Lands (Administered by USDA) Other Federal |
|---|--|

Figure 2-8
 Alternative B: Open and Closed to Grazing



- | | |
|---|--|
| <ul style="list-style-type: none"> Alternative B Boundary BLM and USFS Preliminary Priority Management Area Closed to Grazing BLM and USFS Preliminary General Management Area Closed to Grazing BLM and USFS Preliminary Priority Management Area Open to Grazing BLM and USFS Preliminary General Management Area Open to Grazing Analysis Boundary | <p>Surface Management Agency</p> <ul style="list-style-type: none"> Bureau of Land Management (BLM) Private US Forest Service (USFS) State State, County, City; Wildlife, Park and Outdoor Recreation Areas Bureau of Reclamation Military Reservations and Corps of Engineers; Department of Energy Indian Reservation (IR) National Park Service (NPS) National Wildlife Refuge Bankhead-Jones Land Use Lands (Administered by DOI) National Grass Lands (Administered by USDA) Other Federal |
|---|--|

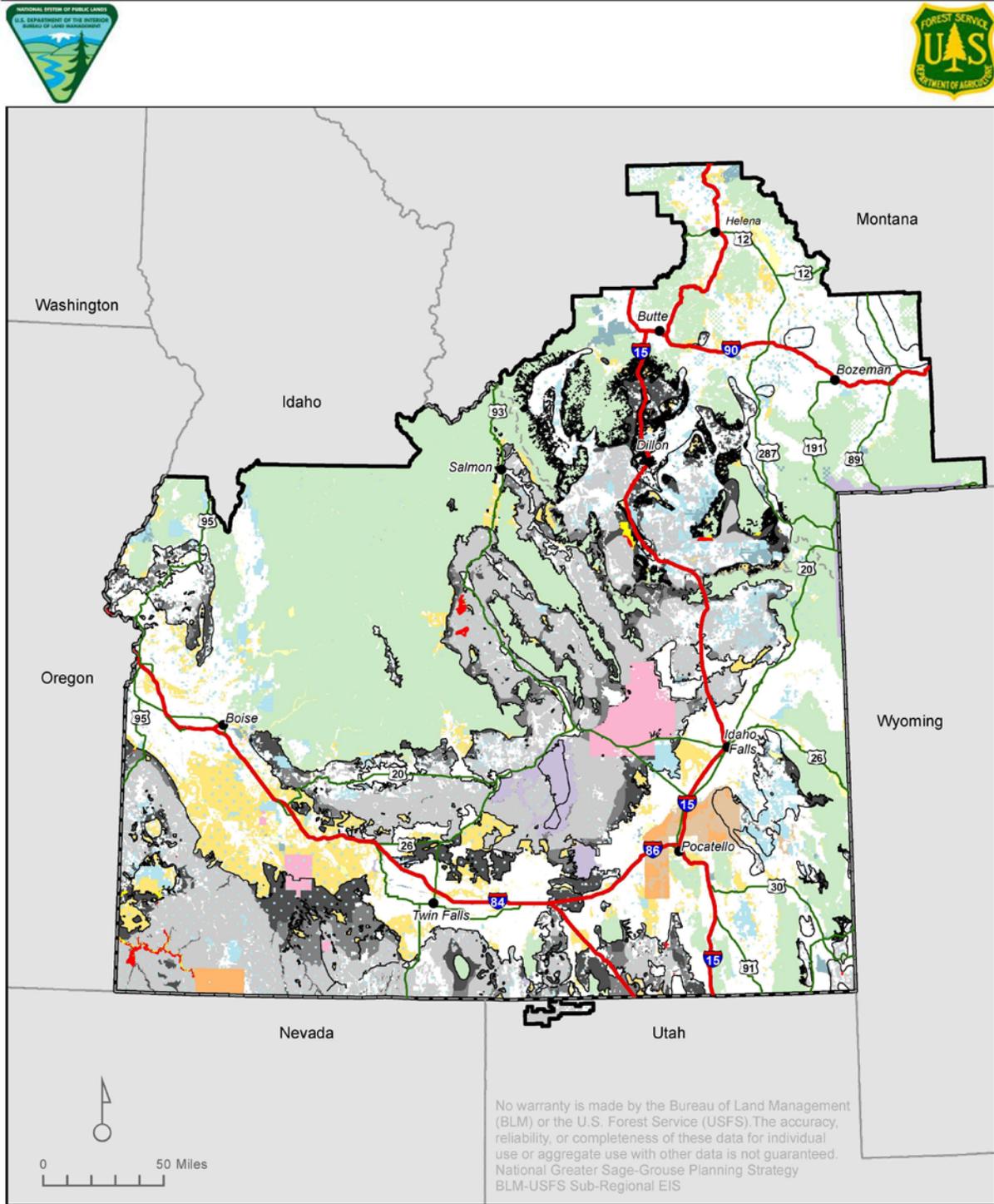
Figure 2-9
Alternative C: Open and Closed to Grazing



- Alternative C Boundary
- BLM and USFS Preliminary Priority Management Area Closed to Grazing
- Analysis Boundary

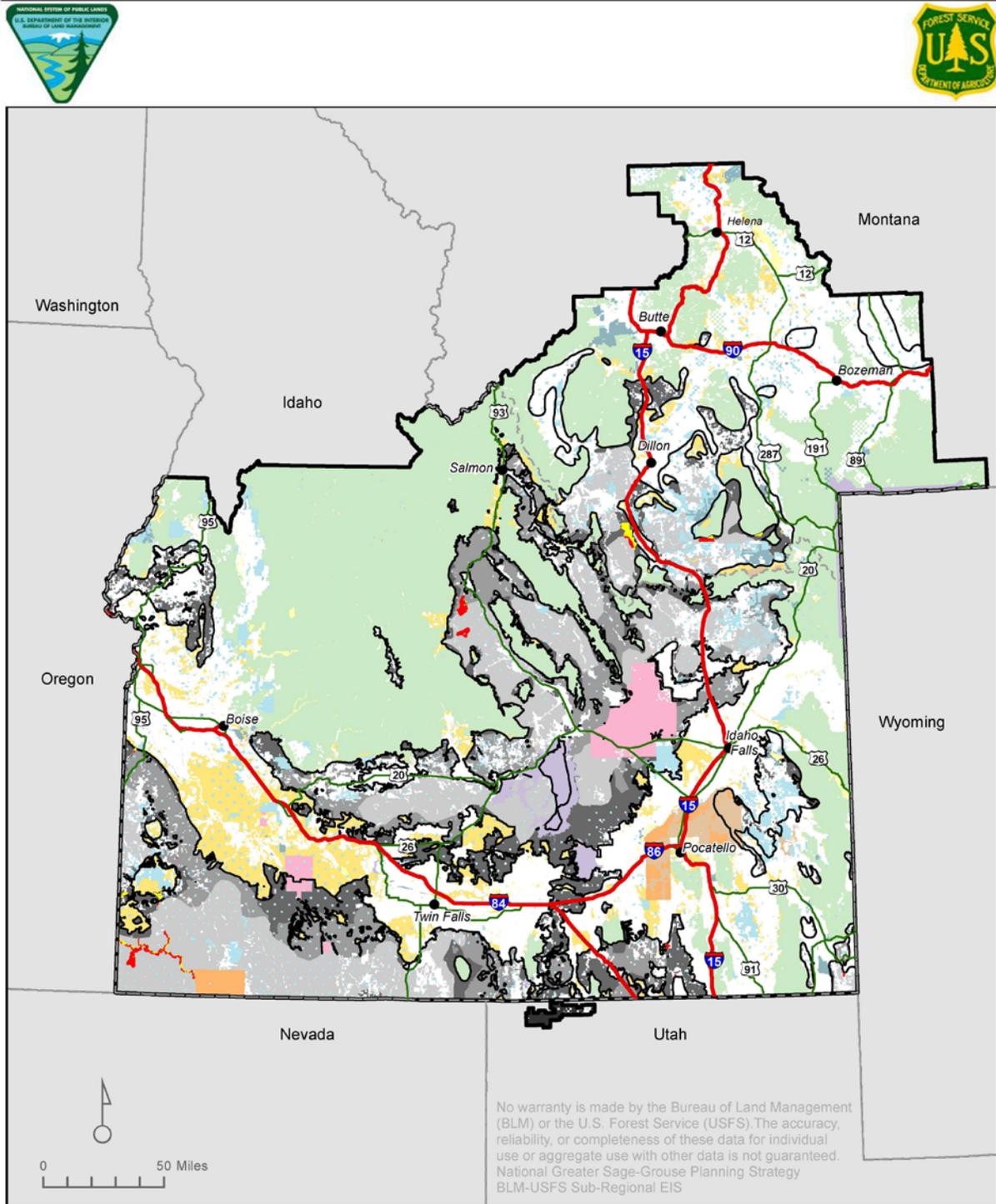
- Surface Management Agency**
- Bureau of Land Management (BLM)
 - Private
 - US Forest Service (USFS)
 - State
 - State, County, City; Wildlife, Park and Outdoor Recreation Areas
 - Bureau of Reclamation
 - Military Reservations and Corps of Engineers; Department of Energy
 - Indian Reservation (IR)
 - National Park Service (NPS)
 - National Wildlife Refuge
 - Bankhead-Jones Land Use Lands (Administered by DOI)
 - National Grass Lands (Administered by USDA)
 - Other Federal

Figure 2-10
Alternative D: Open and Closed to Grazing



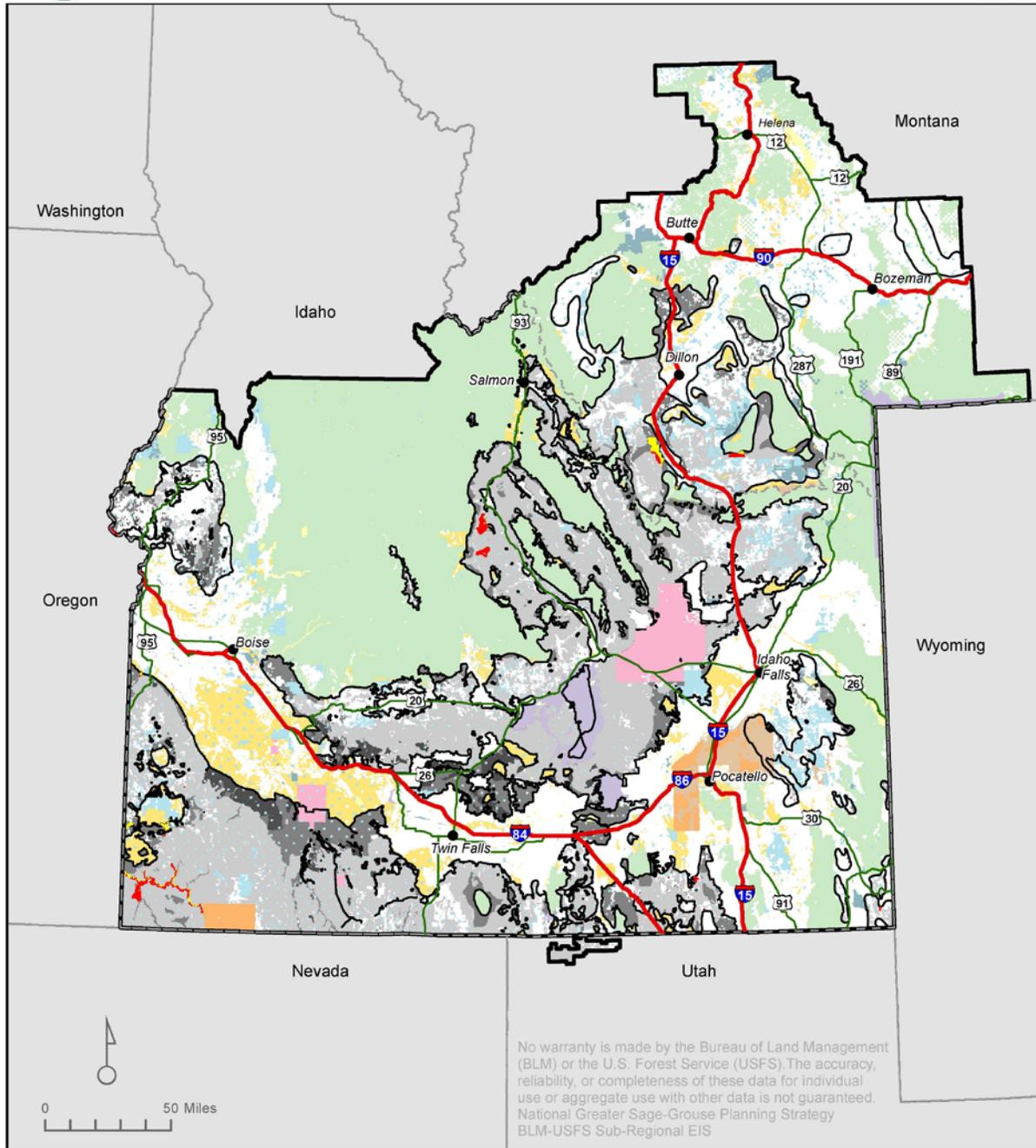
- | | |
|--|---|
| <ul style="list-style-type: none"> Alternative D Boundary BLM and USFS Preliminary Priority Management Area Closed to Grazing BLM and USFS Preliminary General Management Area Closed to Grazing BLM and USFS Preliminary Priority Management Area Open to Grazing BLM and USFS Preliminary Medial Management Area Open to Grazing BLM and USFS Preliminary General Management Area Open to Grazing Analysis Boundary | <p>Surface Management Agency</p> <ul style="list-style-type: none"> Bureau of Land Management (BLM) Private US Forest Service (USFS) State State, County, City; Wildlife, Park and Outdoor Recreation Areas Bureau of Reclamation Military Reservations and Corps of Engineers; Department of Energy Indian Reservation (IR) National Park Service (NPS) National Wildlife Refuge Bankhead-Jones Land Use Lands (Administered by DOI) National Grass Lands (Administered by USDA) Other Federal |
|--|---|

Figure 2-11
Alternative E: Open and Closed to Grazing



- | | |
|---|---|
| <ul style="list-style-type: none"> Alternative E Boundary BLM and USFS Preliminary Priority Management Area Closed to Grazing BLM and USFS Preliminary General Management Area Closed to Grazing Idaho Core Zone / Montana Preliminary Priority Mgt. Area Open to Grazing Idaho Important Zone Open to Grazing Idaho General Zone / Montana Preliminary General Mgt. Area Open to Grazing Utah Habitat within SGMA Open to Grazing Analysis Boundary | <p>Surface Management Agency</p> <ul style="list-style-type: none"> Bureau of Land Management (BLM) Private US Forest Service (USFS) State State, County, City; Wildlife, Park and Outdoor Recreation Areas Bureau of Reclamation Military Reservations and Corps of Engineers; Department of Energy Indian Reservation (IR) National Park Service (NPS) National Wildlife Refuge Bankhead-Jones Land Use Lands (Administered by DOI) National Grass Lands (Administered by USDA) Other Federal |
|---|---|

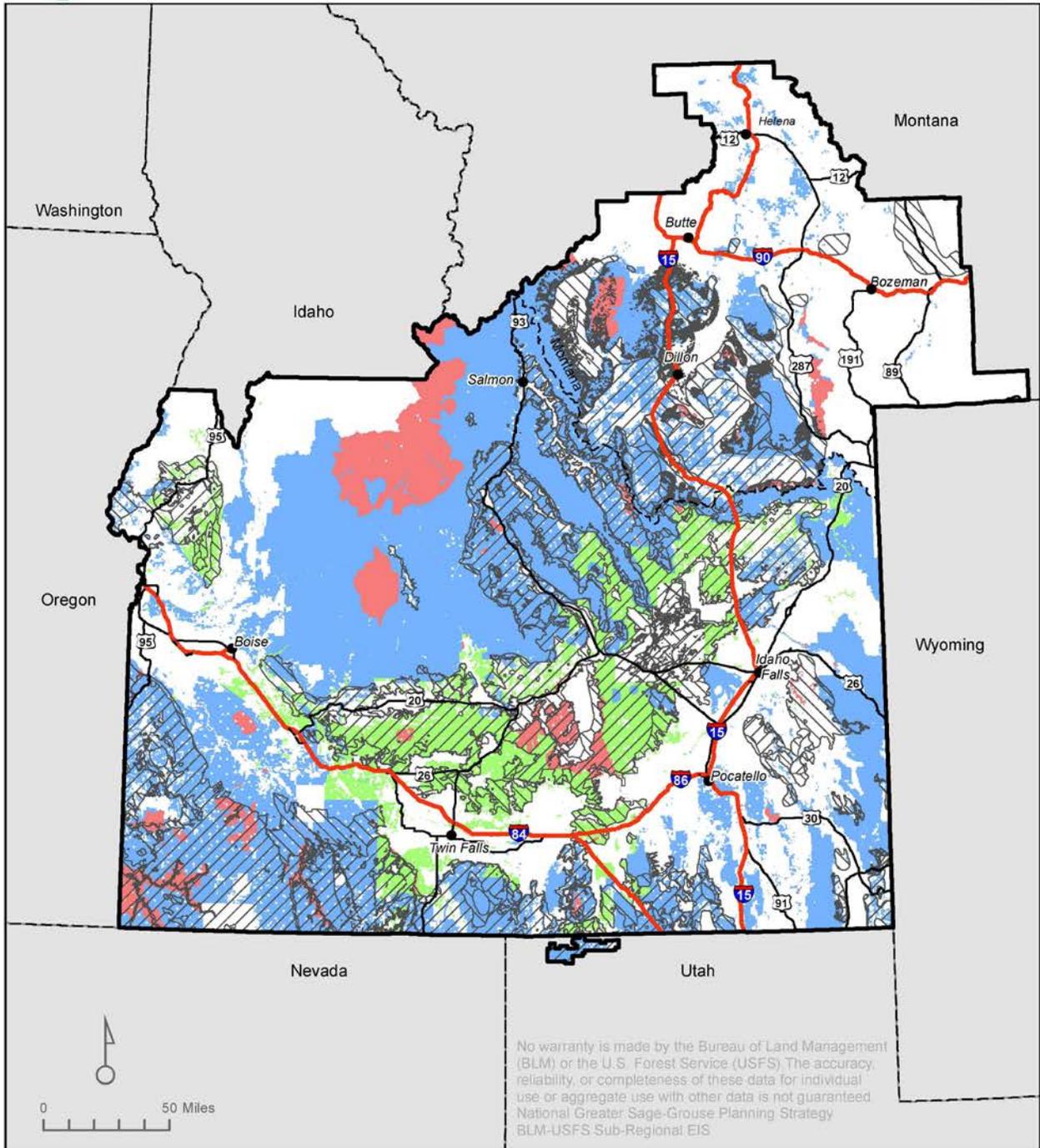
Figure 2-12
Alternative F: Open and Closed to Grazing



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- | | |
|--|--|
| <ul style="list-style-type: none"> Alternative F Boundary BLM and USFS Preliminary Priority Management Area Closed to Grazing BLM and USFS Preliminary General Management Area Closed to Grazing BLM and USFS Preliminary Priority Management Area Open to Grazing BLM and USFS Preliminary General Management Area Open to Grazing BLM and USFS Preliminary Restoration Management Area Open to Grazing Analysis Boundary | <p>Surface Management Agency</p> <ul style="list-style-type: none"> Bureau of Land Management (BLM) Private US Forest Service (USFS) State State, County, City; Wildlife, Park and Outdoor Recreation Areas Bureau of Reclamation Military Reservations and Corps of Engineers; Department of Energy Indian Reservation (IR) National Park Service (NPS) National Wildlife Refuge Bankhead-Jones Land Use Lands (Administered by DOI) National Grass Lands (Administered by USDA) Other Federal |
|--|--|

Figure 2-13
Alternative A: Travel and Transportation

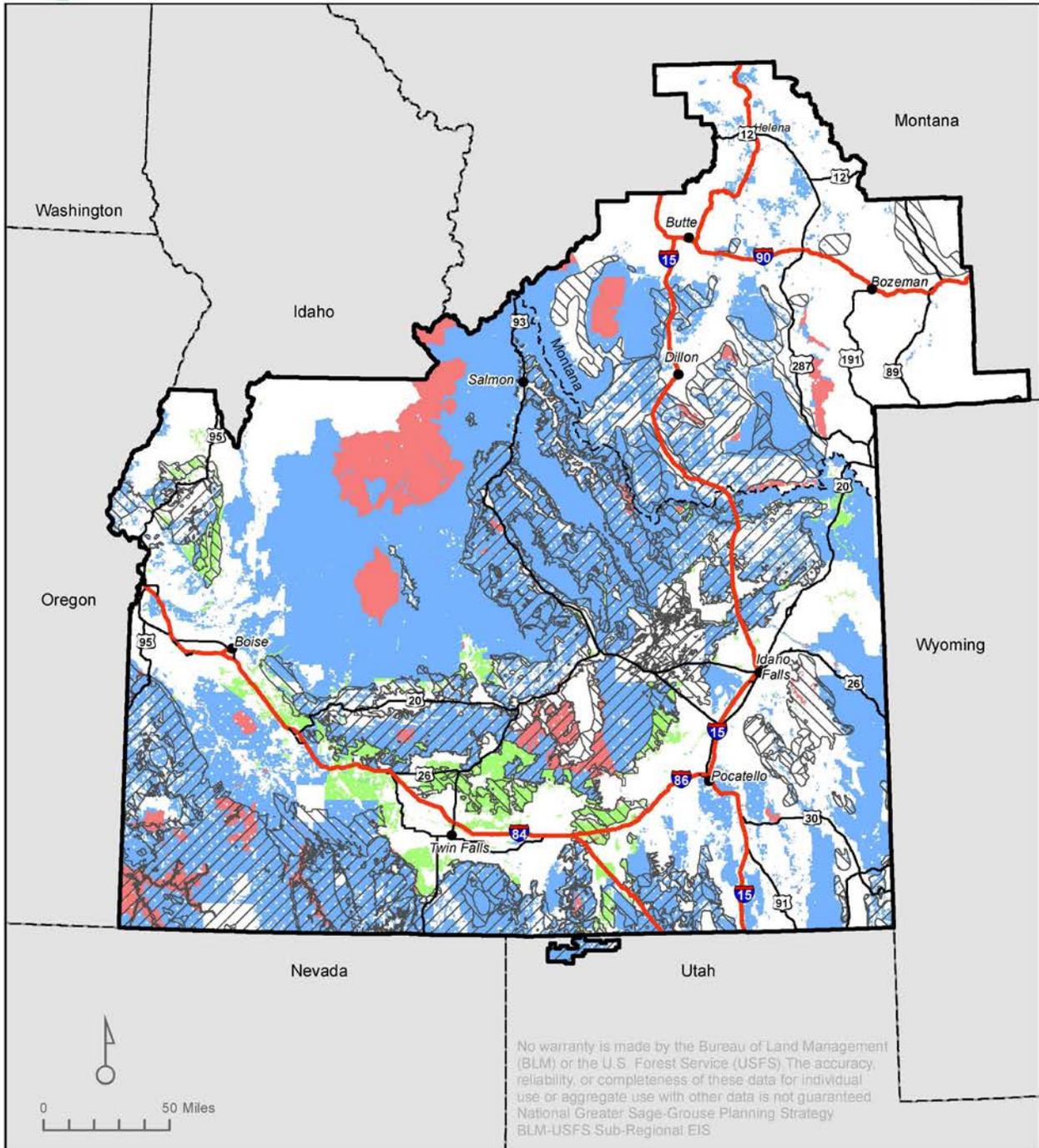


-  Preliminary Priority Habitat
-  Preliminary General Habitat
-  Analysis Boundary

OHV Designation

-  OPEN
-  LIMITED
-  CLOSED

Figure 2-14
Alternative B: Travel and Transportation

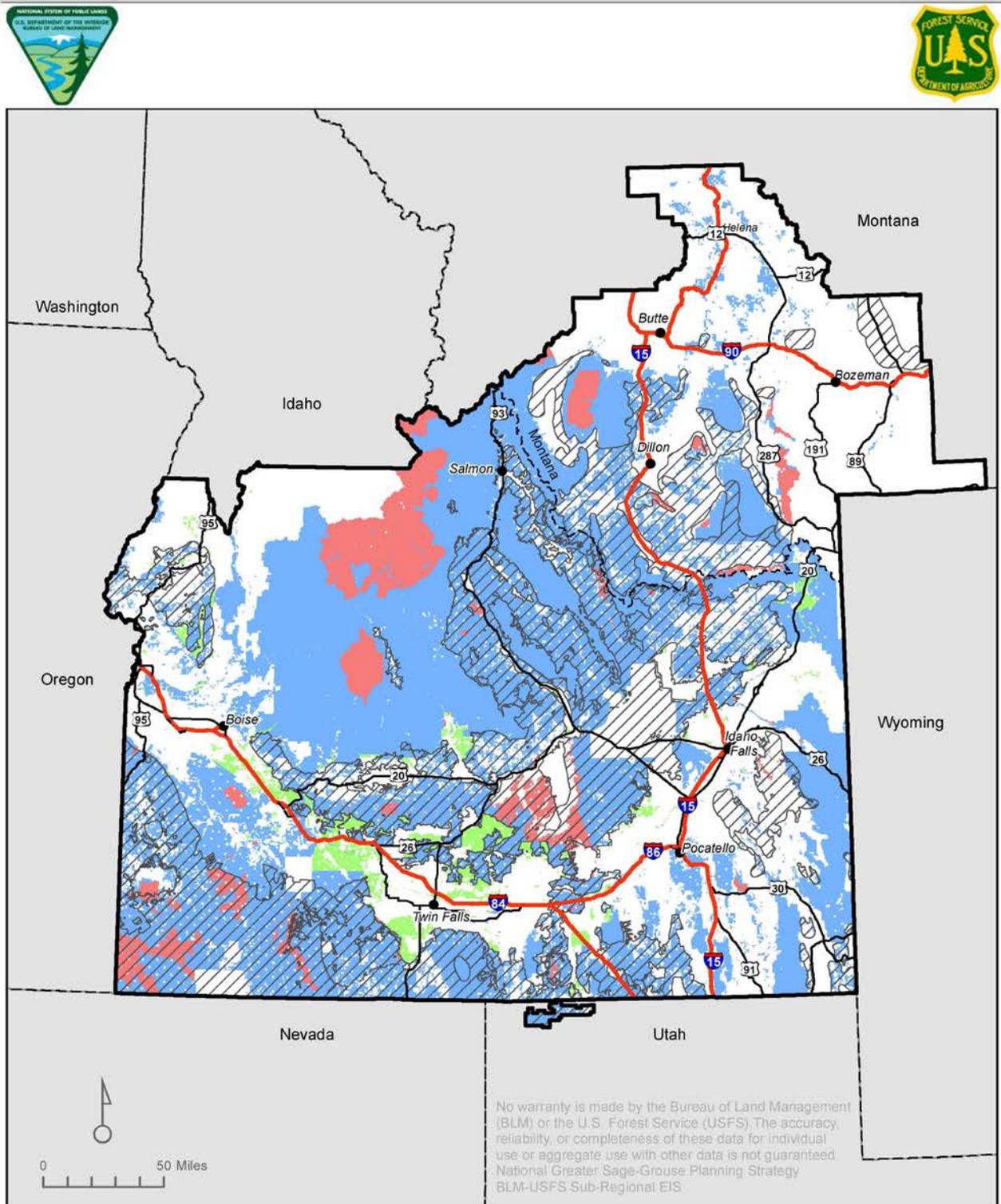


-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Analysis Boundary

OHV Designation

-  OPEN
-  LIMITED
-  CLOSED

Figure 2-15
Alternative C: Travel and Transportation

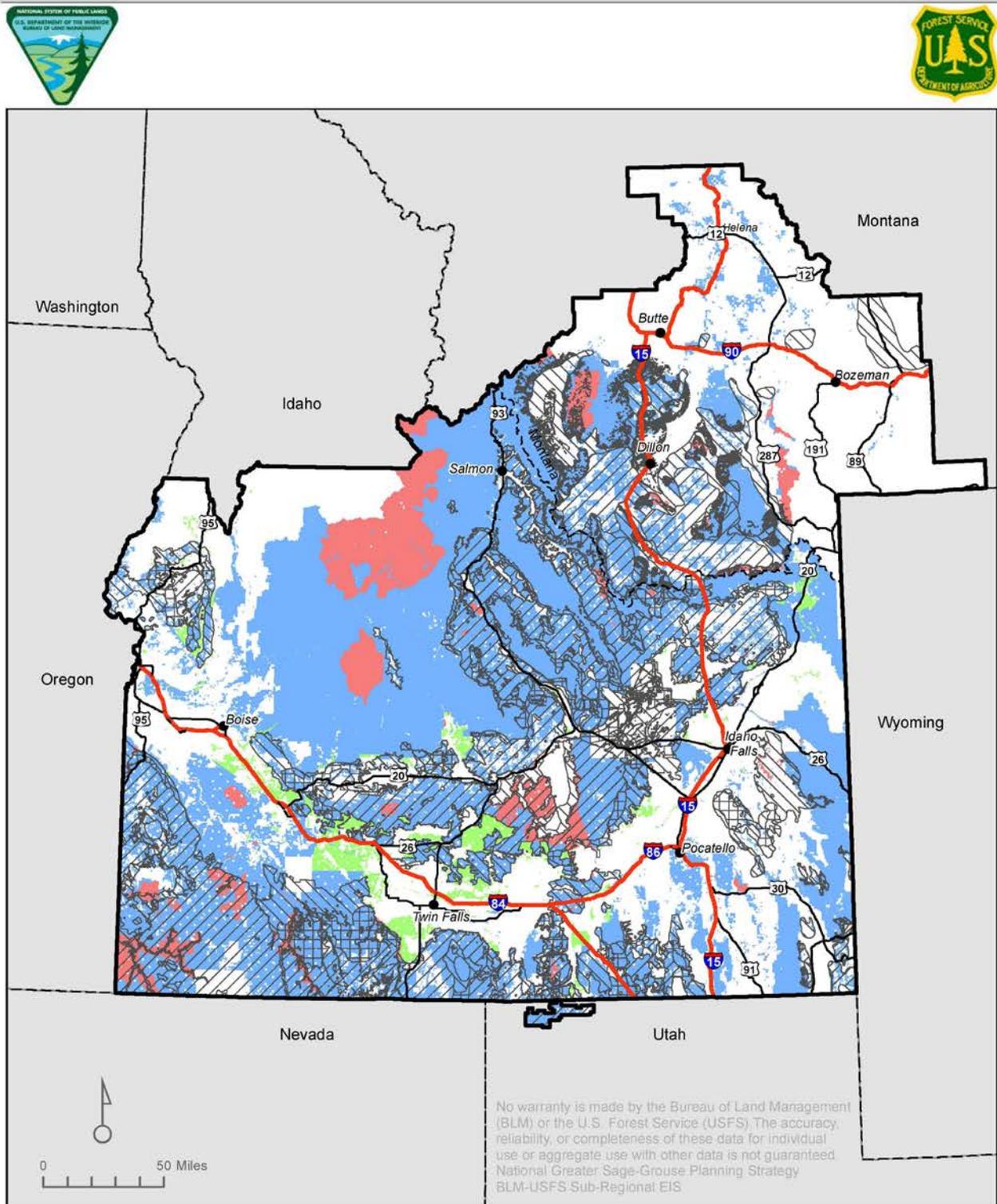


 Preliminary Priority Management Area
 Analysis Boundary

OHV Designation

 OPEN
 LIMITED
 CLOSED

Figure 2-16
Alternative D: Travel and Transportation

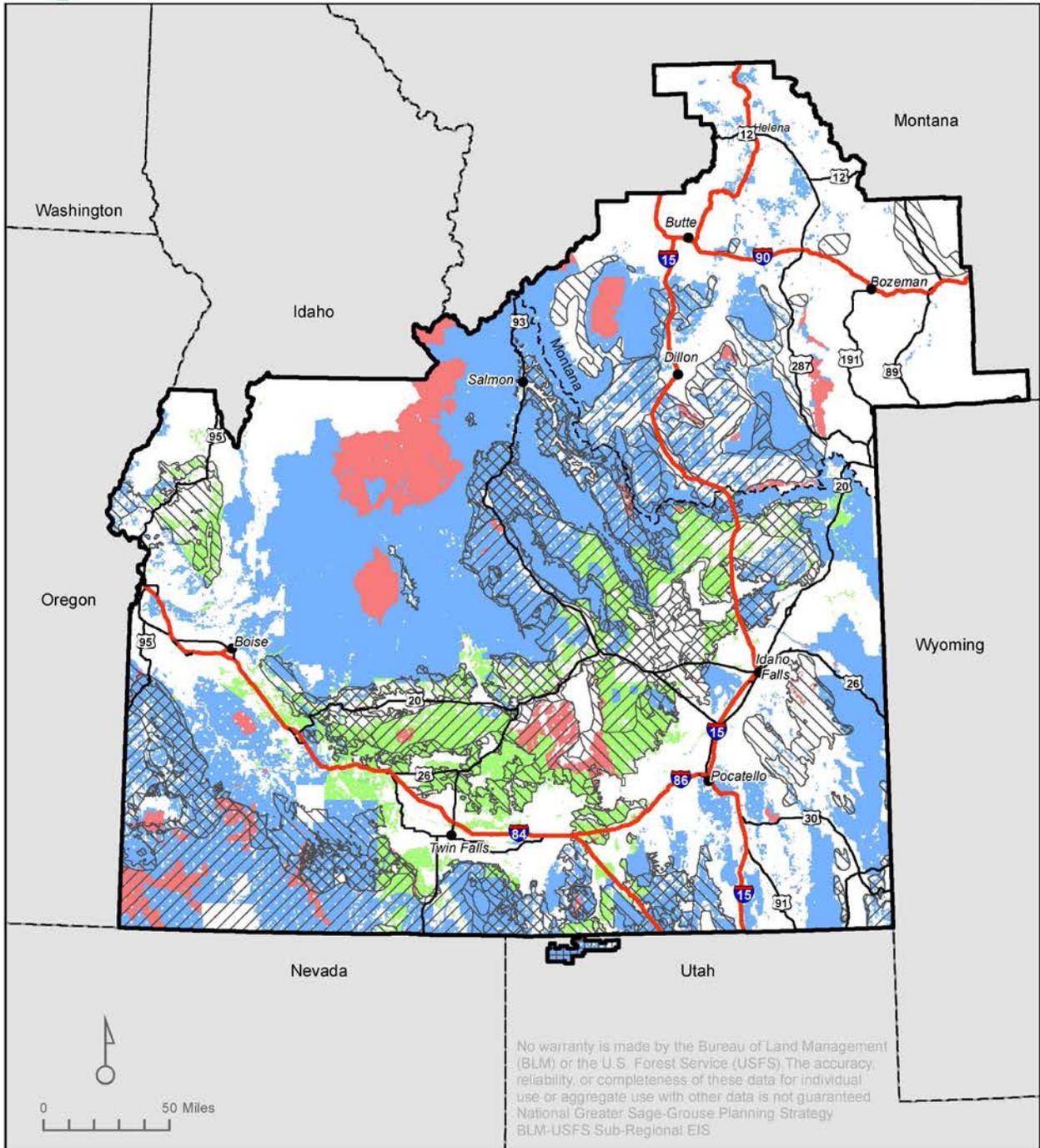


-  Preliminary Priority Management Area
-  Preliminary Medial Management Area
-  Preliminary General Management Area
-  Analysis Boundary

OHV Designation

-  OPEN
-  LIMITED
-  CLOSED

Figure 2-17
Alternative E: Travel and Transportation

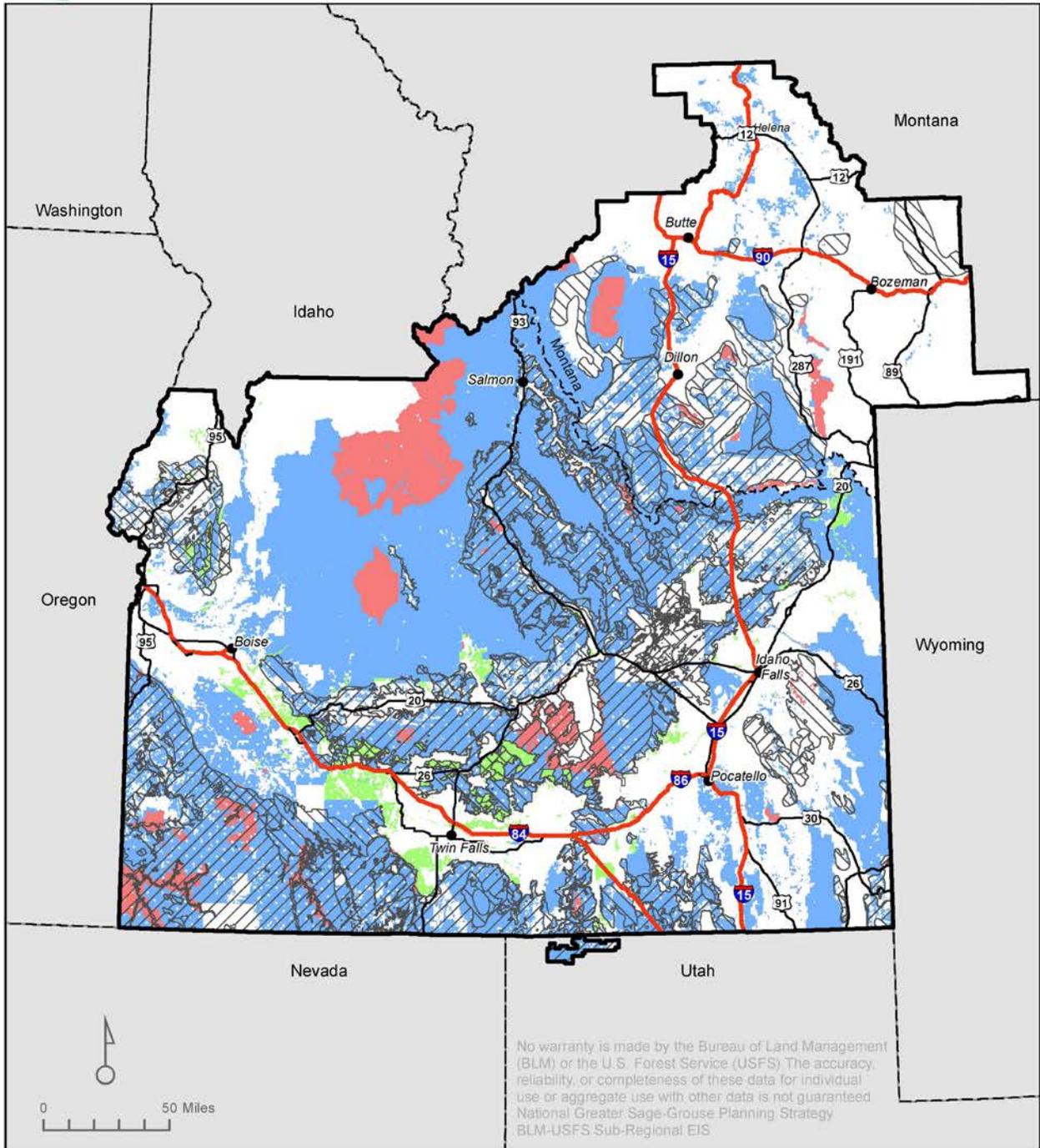


-  Idaho Core Zone/ Montana Preliminary Priority Mgt. Area
-  Idaho Important Zone
-  Idaho General Zone/ Montana Preliminary General Mgt. Area
-  Utah Habitat within SGMA
-  Analysis Boundary

OHV Designation

-  OPEN
-  LIMITED
-  CLOSED

Figure 2-18
Alternative F: Travel and Transportation

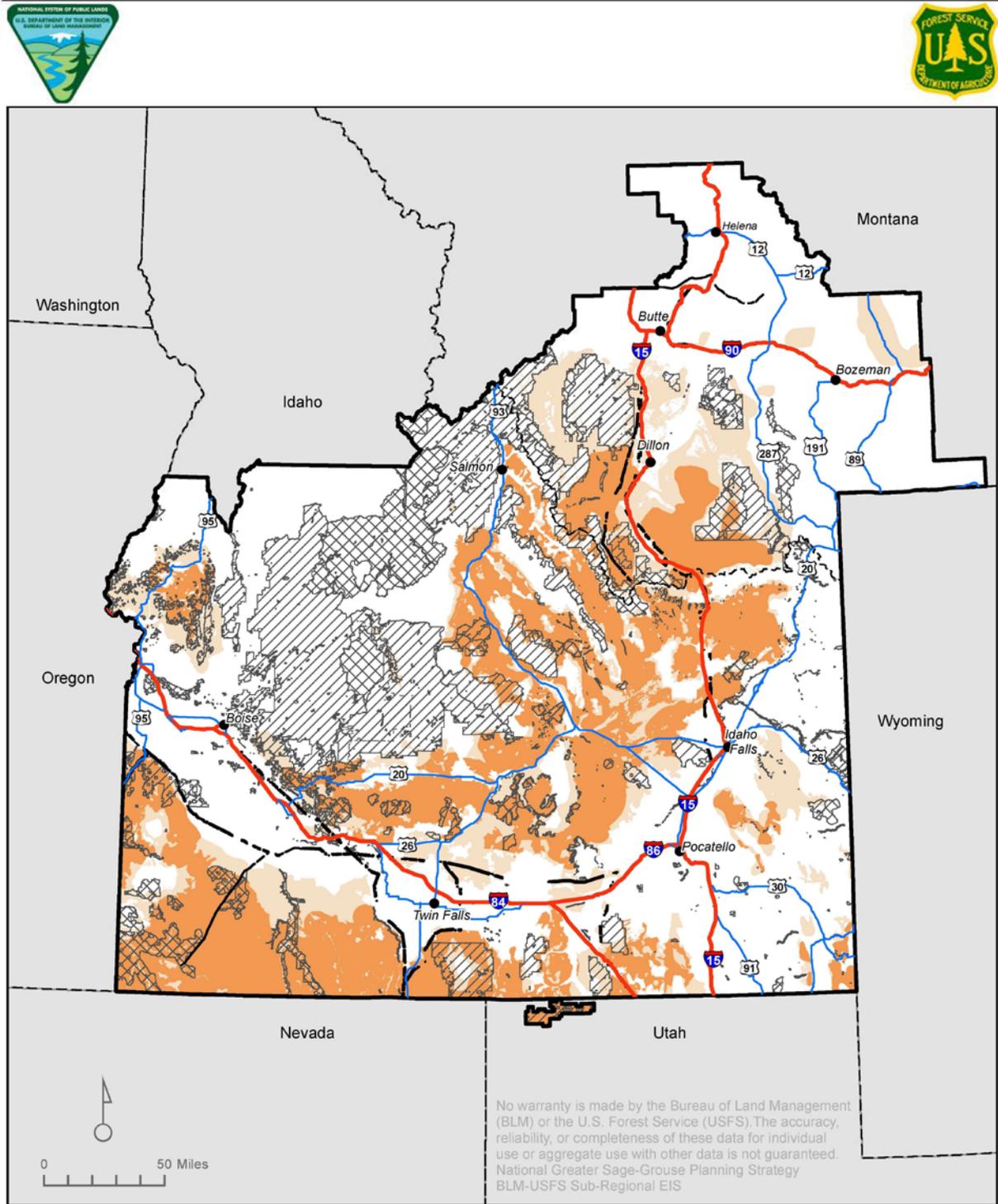


-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Preliminary Restoration Management Area
-  Analysis Boundary

OHV Designation

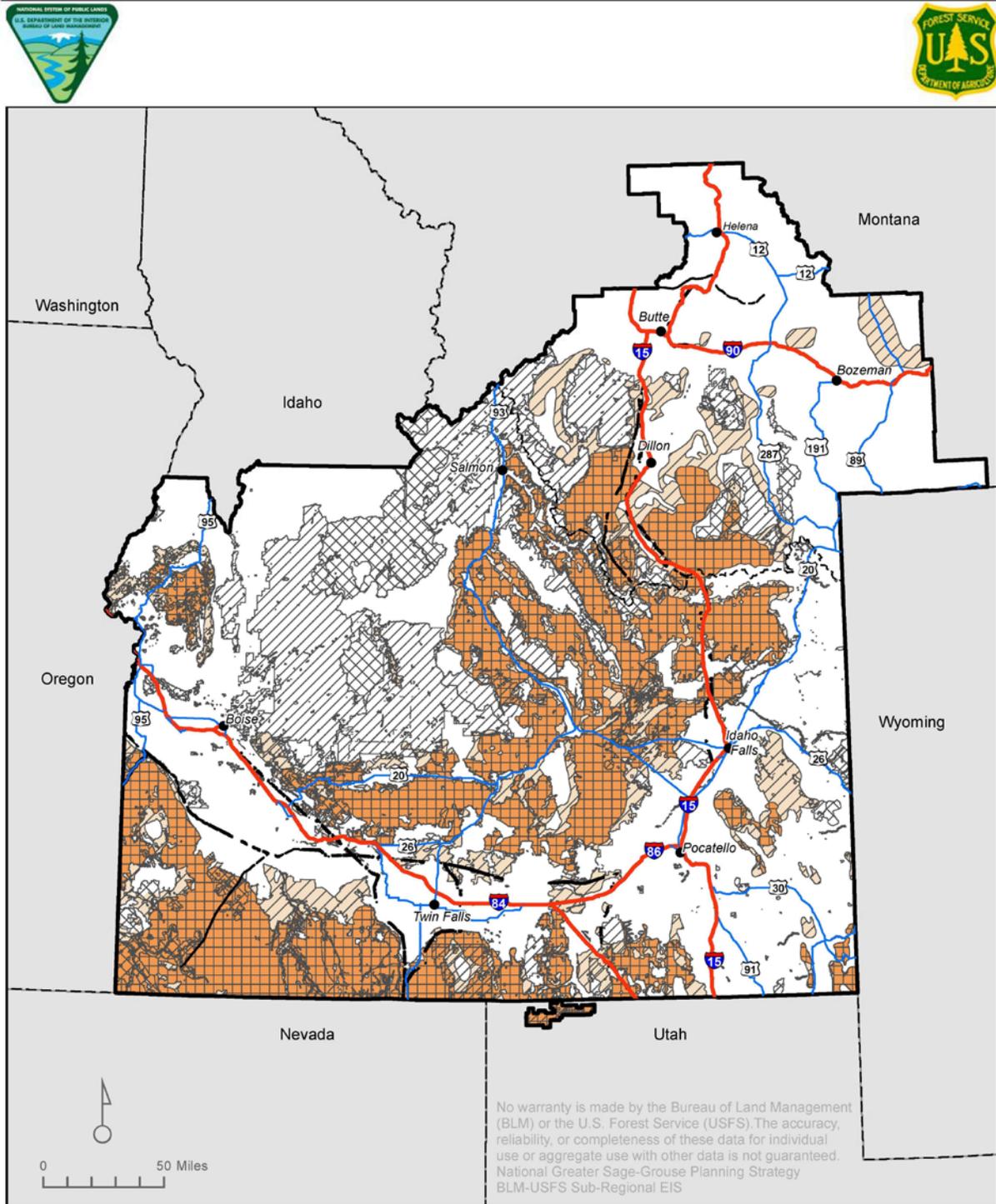
-  OPEN
-  LIMITED
-  CLOSED

Figure 2-19
 Alternative A: Right-of-way Exclusion and Avoidance



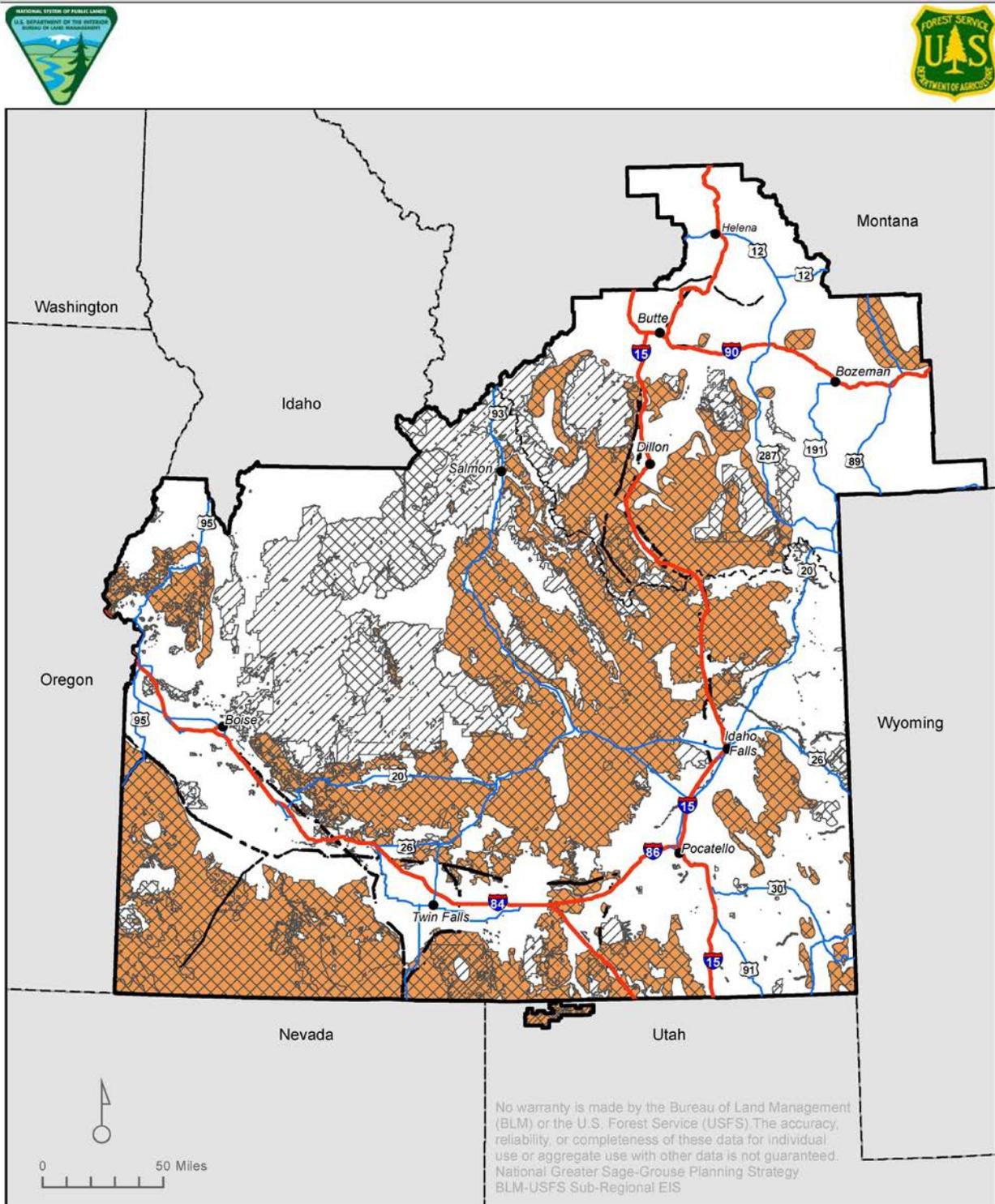
-  ROW Corridors
-  ROW Avoidance
-  ROW Exclusion
-  Preliminary Priority Habitat
-  Preliminary General Habitat
-  Analysis Boundary

Figure 2-20
 Alternative B: Right-of-way Exclusion and Avoidance



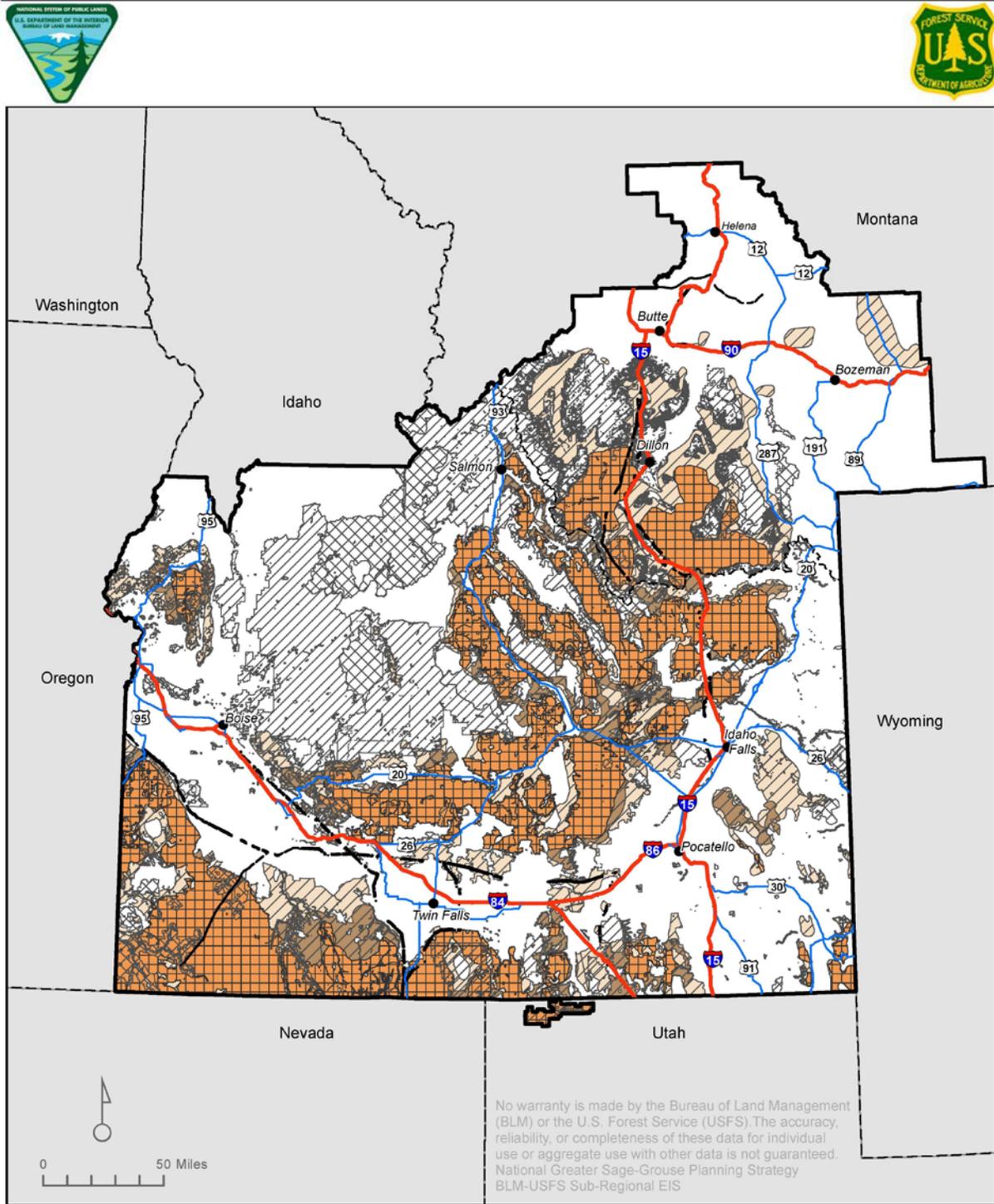
-  ROW Corridors
-  ROW Avoidance
-  ROW Exclusion
-  ROW Exclusion with exceptions
-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Analysis Boundary

Figure 2-21
 Alternative C: Right-of-way Exclusion and Avoidance



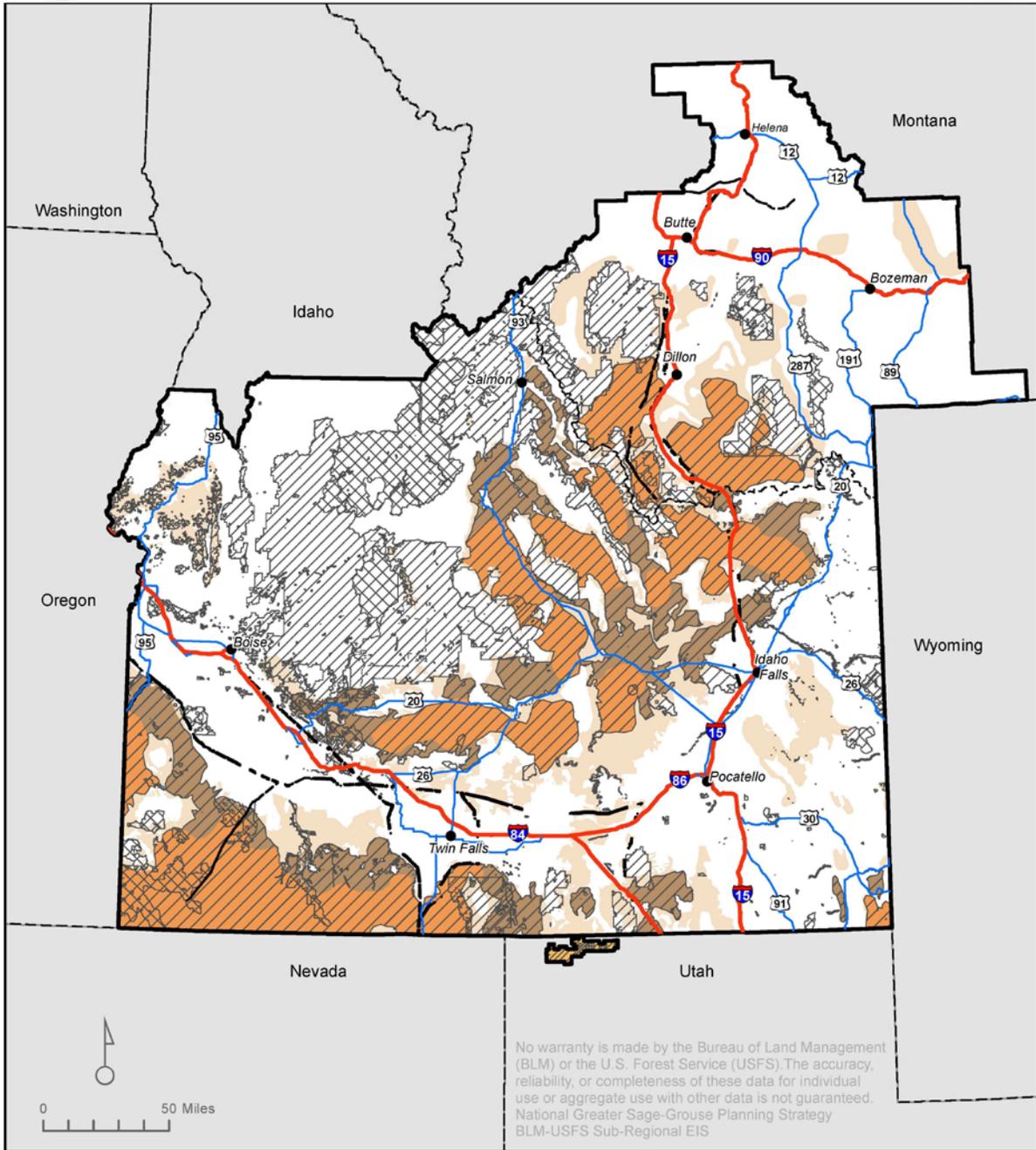
-  ROW Corridors
-  ROW Avoidance
-  ROW Exclusion
-  Preliminary Priority Management Area
-  Analysis Boundary

Figure 2-22
 Alternative D: Right-of-way Exclusion and Avoidance



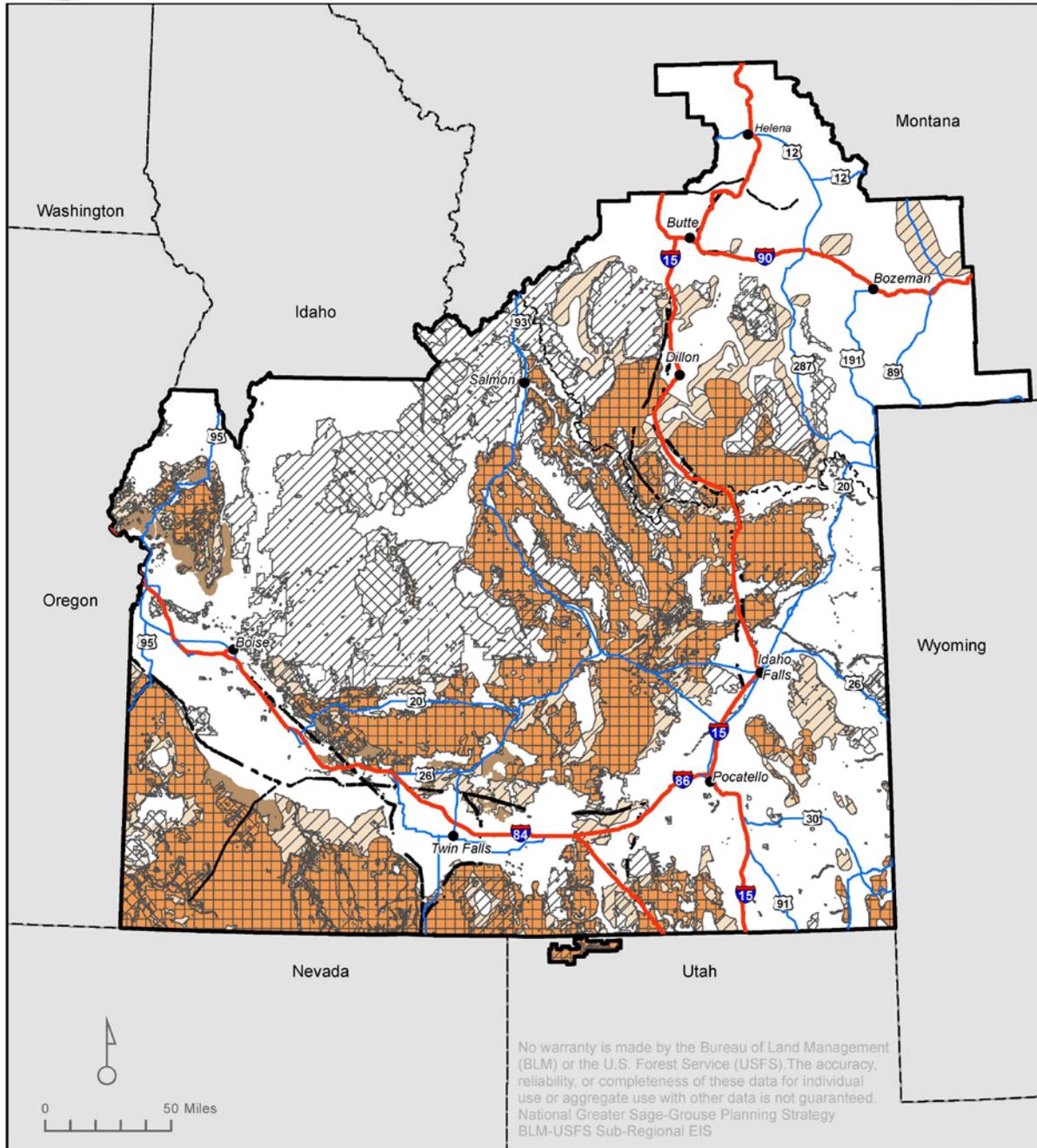
-  ROW Corridors
-  ROW Avoidance
-  ROW Avoidance with limited exclusion
-  ROW Exclusion
-  Preliminary Priority Management Area
-  Preliminary Medial Management Area
-  Preliminary General Management Area
-  Analysis Boundary

Figure 2-23
 Alternative E: Right-of-way Exclusion and Avoidance



-  ROW Corridors
-  ROW Avoidance
-  ROW Exclusion
-  Idaho Core Zone / Montana Preliminary Priority Mgt. Area
-  Idaho Important Zone
-  Idaho General Zone / Montana Preliminary General Mgt. Area
-  Utah Habitat within SGMA
-  Analysis Boundary

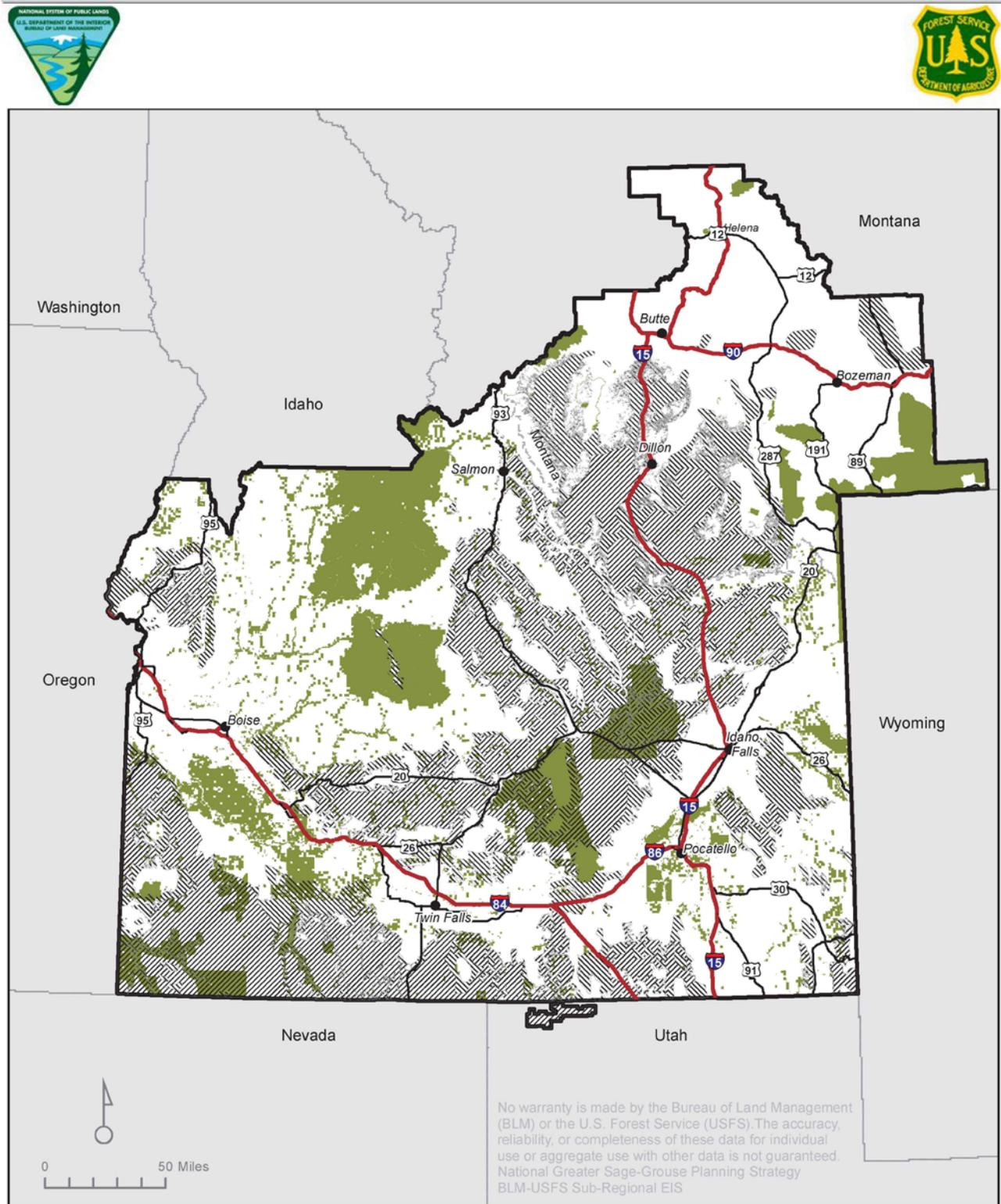
Figure 2-24
 Alternative F: Right-of-way Exclusion and Avoidance



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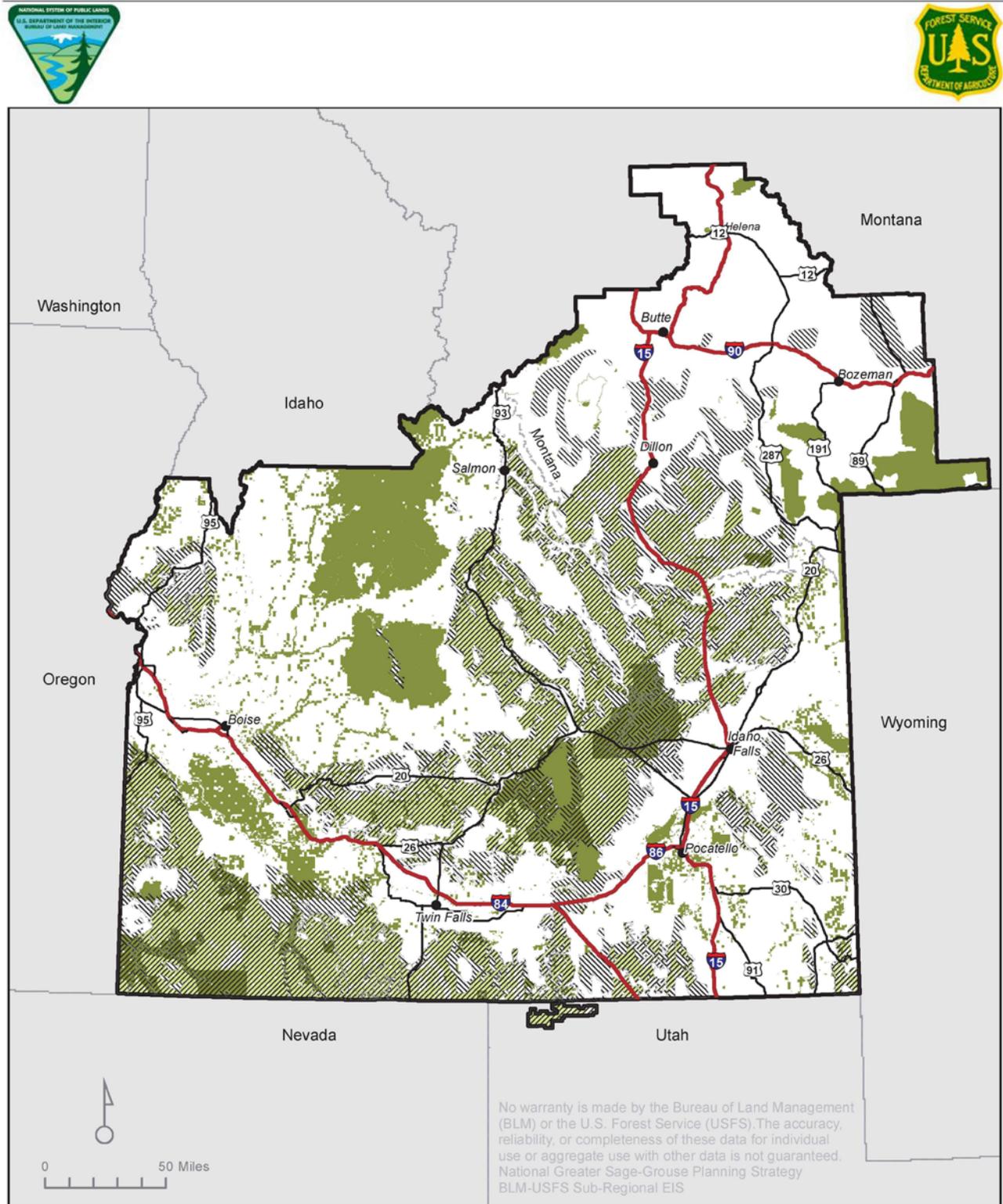
-  ROW Corridors
-  ROW Avoidance
-  ROW Exclusion
-  ROW Exclusion with exceptions
-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Preliminary Restoration Management Area
-  Analysis Boundary

Figure 2-25
 Alternative A: Areas Withdrawn from Locatable Mineral Entry



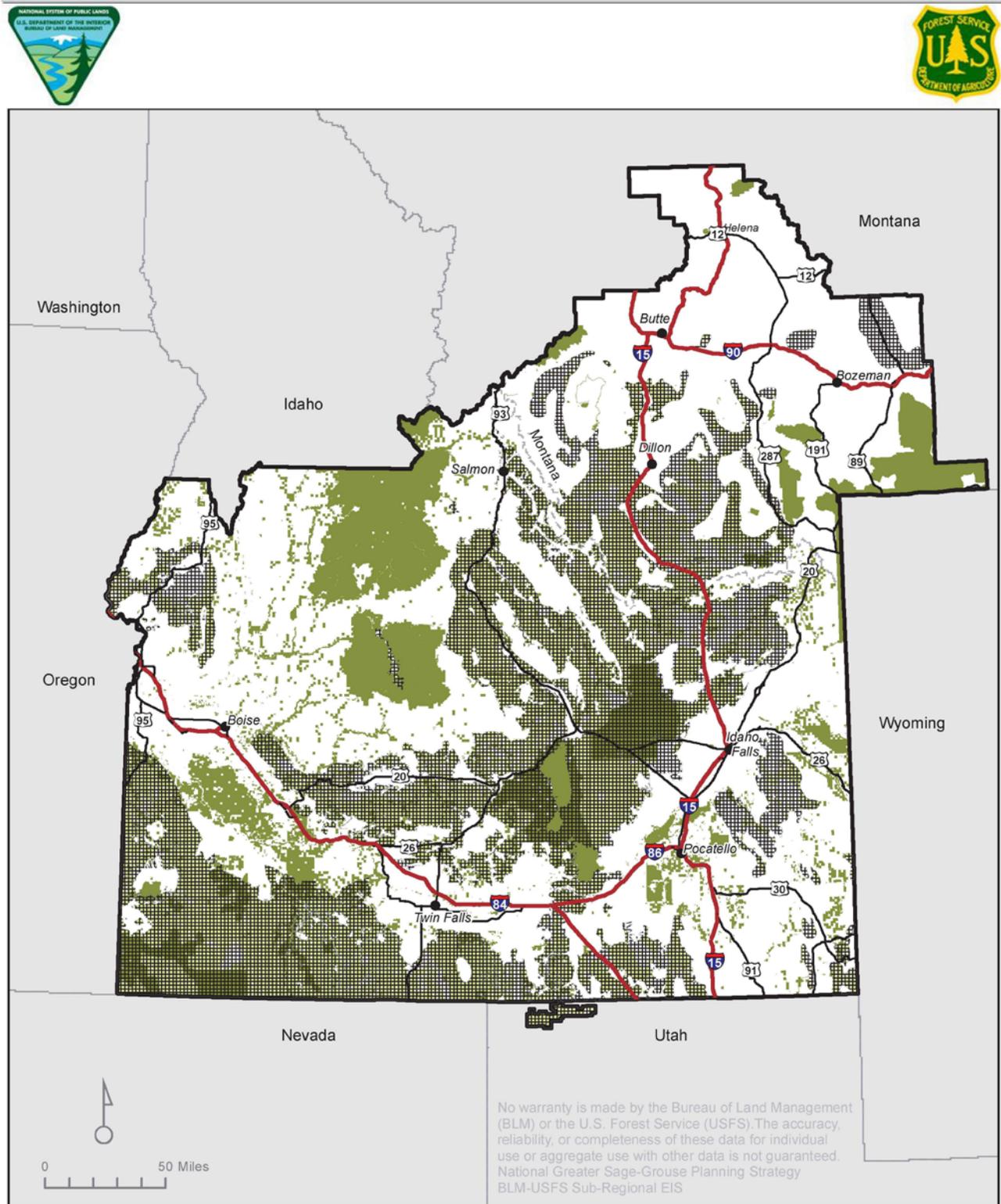
- Federal lands withdrawn from mineral entry
- Preliminary Priority Habitat
- Preliminary General Habitat
- Analysis Boundary

Figure 2-26
 Alternative B: Areas Withdrawn from Locatable Mineral Entry



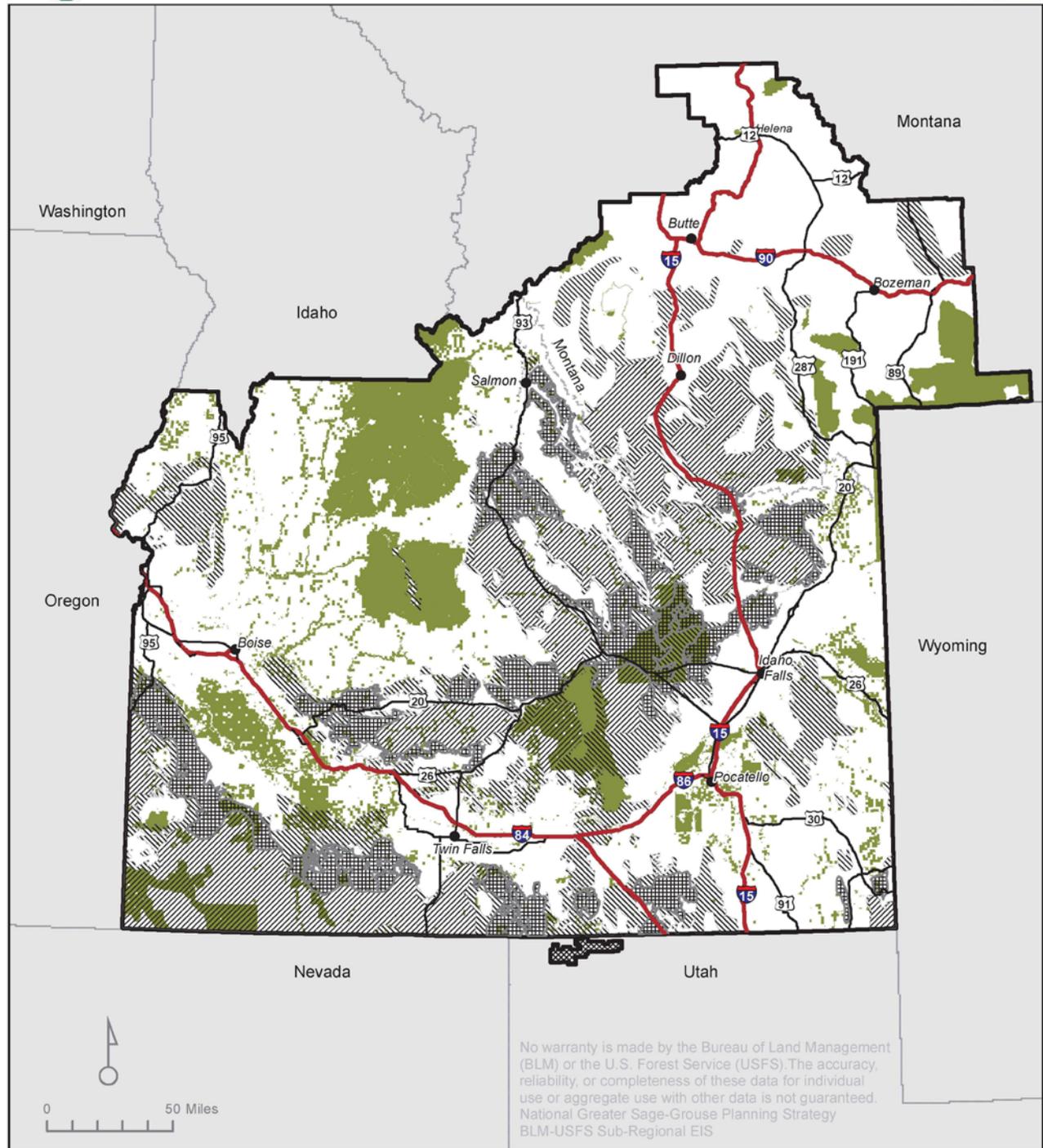
- Federal lands withdrawn from mineral entry
- Proposed locatable mineral withdrawal
- Preliminary Priority Management Area
- Preliminary General Management Area
- Analysis Boundary

Figure 2-27
 Alternative C: Areas Withdrawn from Locatable Mineral Entry



- Federal lands withdrawn from mineral entry
- Proposed locatable mineral withdrawal
- Preliminary Priority Management Area
- Analysis Boundary

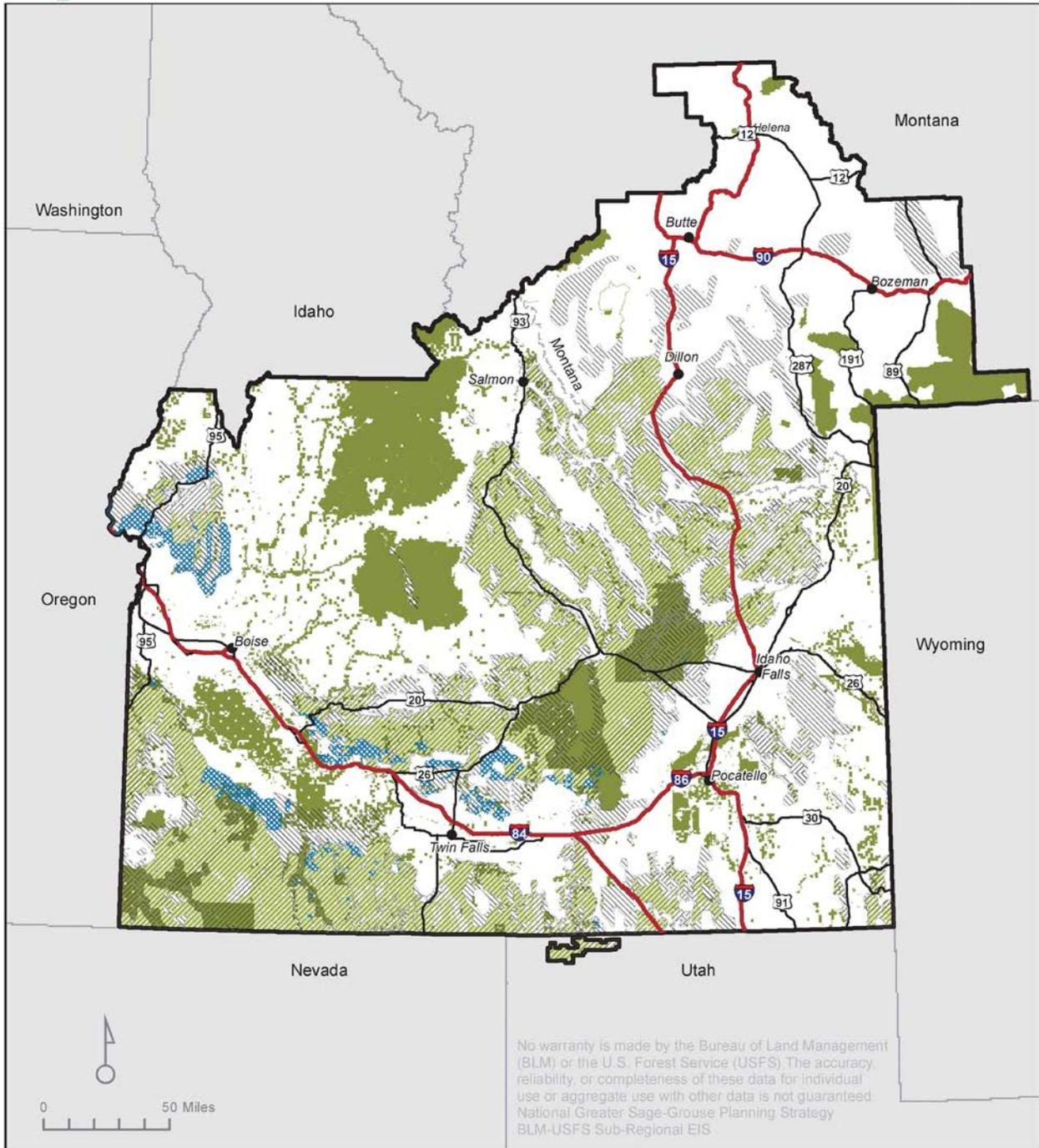
Figure 2-29
Alternative E: Areas Withdrawn from Locatable Mineral Entry



Federal lands withdrawn from mineral entry
 Analysis Boundary

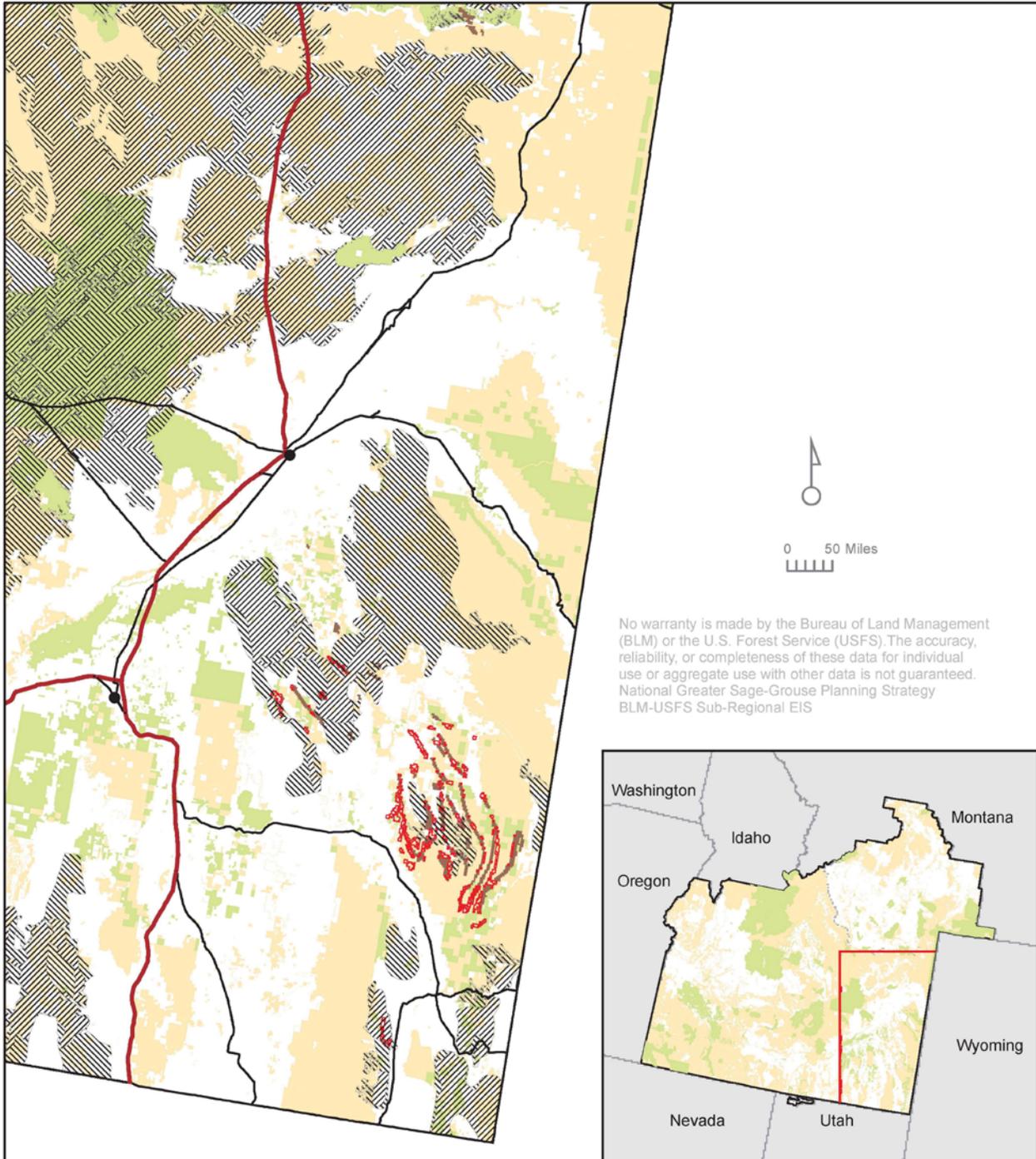
ID Core Zone/MT Preliminary Priority Mgt. Area
 ID Important Zone
 UT Habitat within SGMA
 ID General Zone/MT Preliminary General Mgt. Area

Figure 2-30
 Alternative F: Areas Withdrawn from Locatable Mineral Entry



- Federal lands withdrawn from mineral entry
- Proposed locatable mineral withdrawal
- Preliminary Priority Management Area
- Preliminary General Management Area
- Restoration Area
- Analysis Boundary

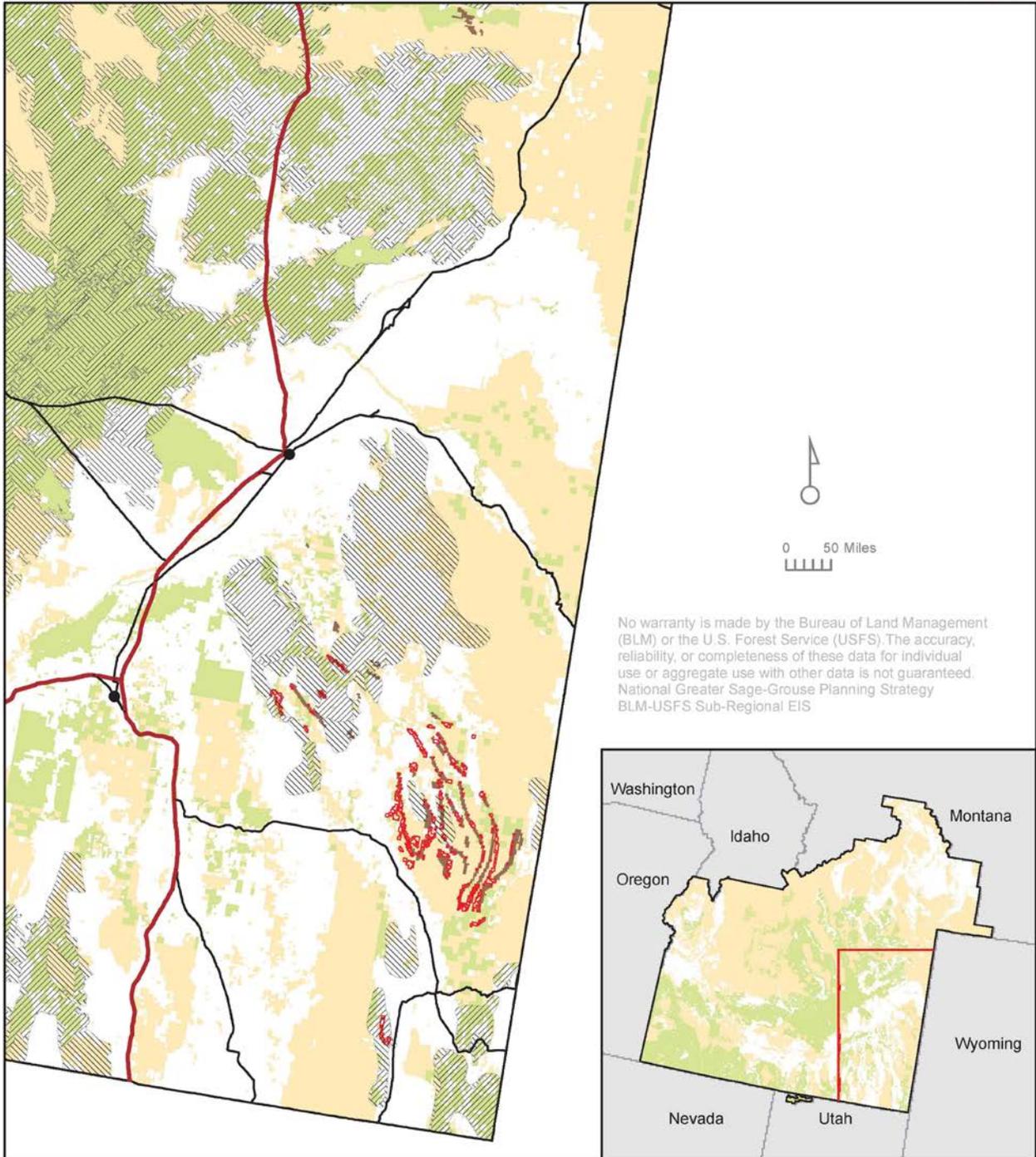
Figure 2-31
 Alternative A: Open, Closed, or Stipulations to Nonenergy Leasing



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- | | | | |
|---|-------------------------------|---|-------------------|
|  | Closed to non-energy leasing |  | Priority Habitat |
|  | Open to non-energy leasing |  | General Habitat |
|  | Phosphate Leases |  | Analysis Boundary |
|  | Known Phosphate Leasing Areas | | |

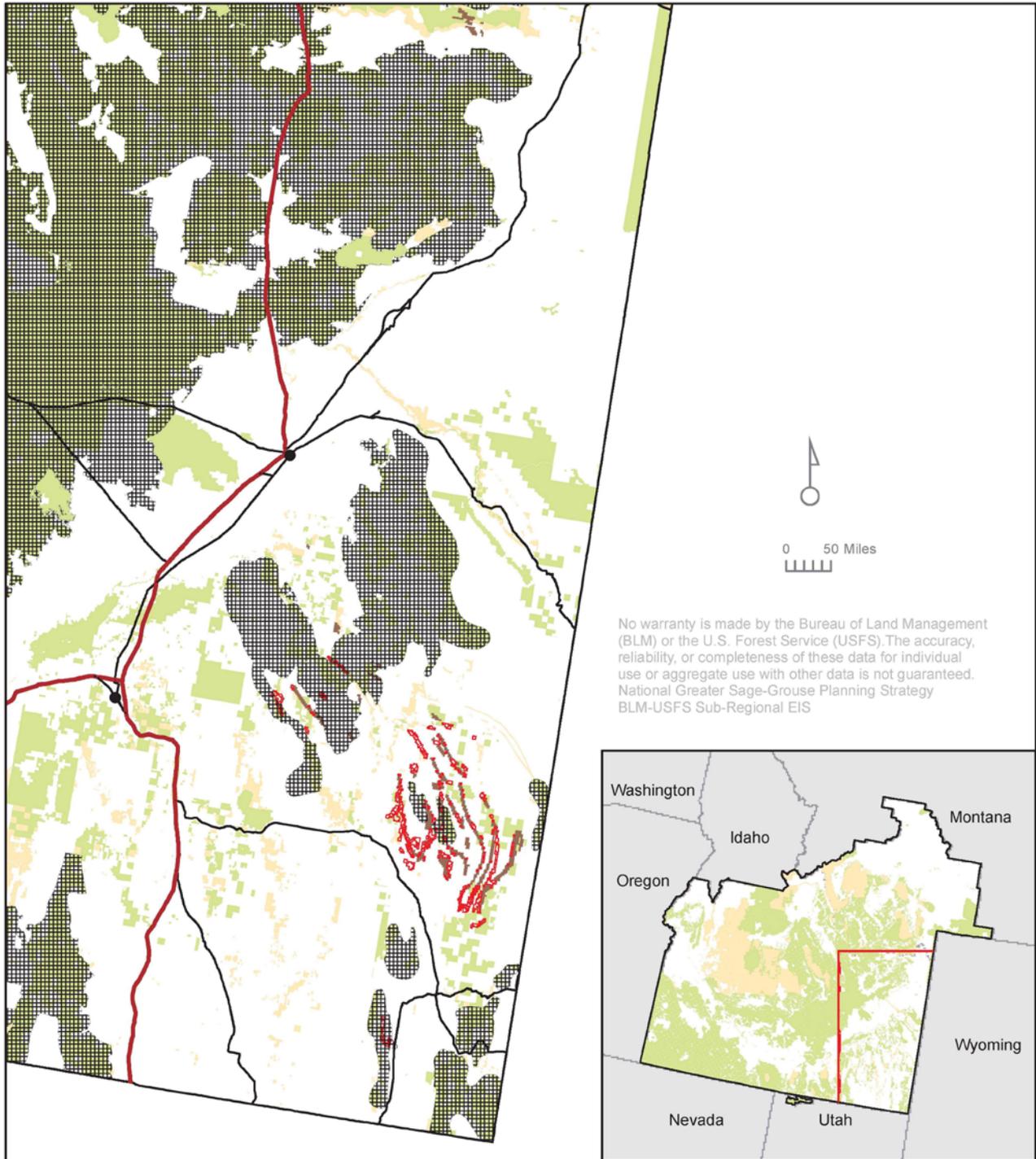
Figure 2-32
 Alternative B: Open, Closed, or Stipulations to Nonenergy Leasing



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- | | |
|---|--|
|  Closed to non-energy leasing |  Preliminary Priority Management Area |
|  Open to non-energy leasing |  Preliminary General Management Area |
|  Phosphate Leases |  Analysis Boundary |
|  Known Phosphate Leasing Areas | |

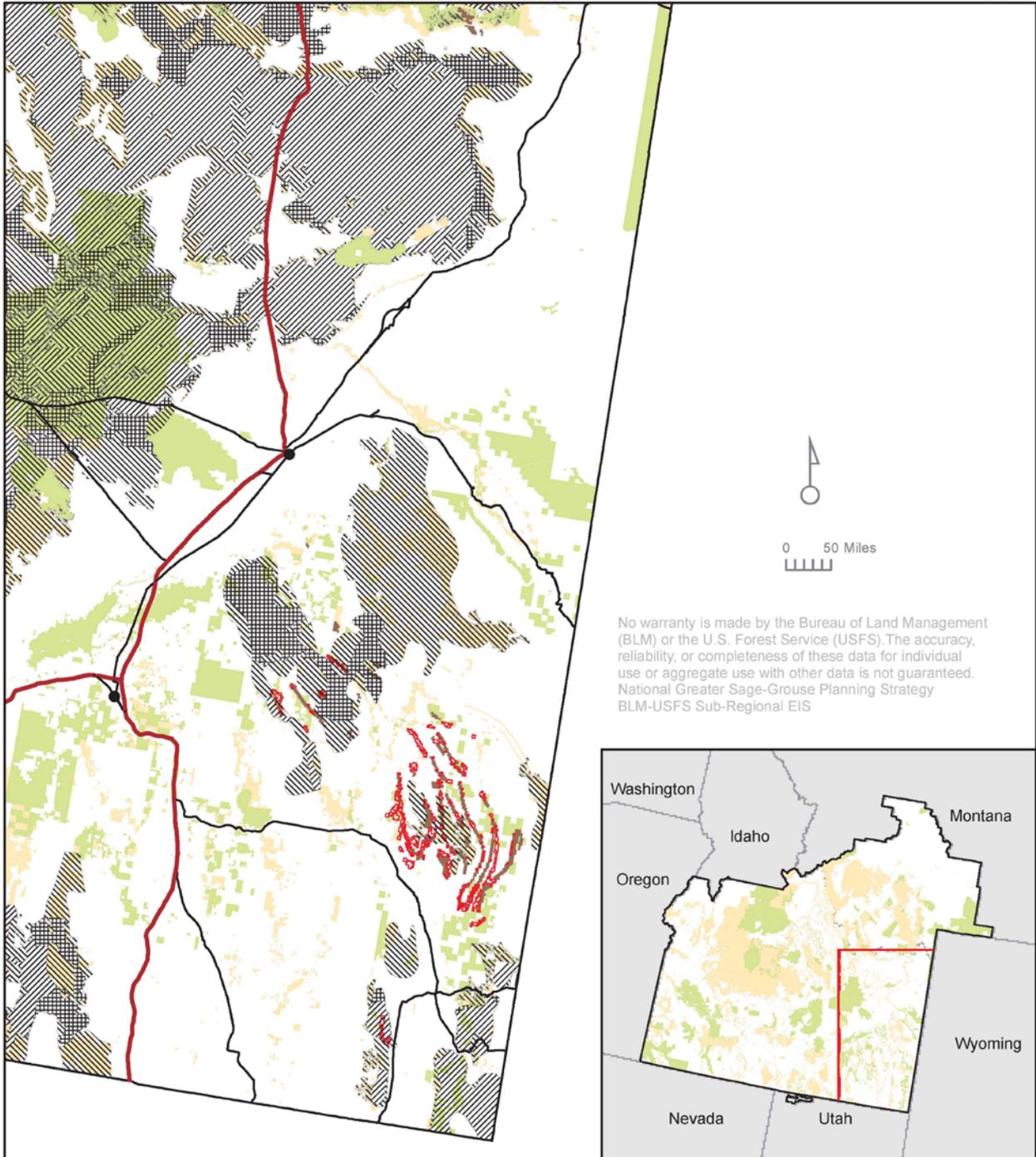
Figure 2-33
 Alternative C: Open, Closed, or Stipulations to Nonenergy Leasing



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 National Greater Sage-Grouse Planning Strategy
 BLM-USFS Sub-Regional EIS

- | | |
|--|--|
|  Closed to non-energy leasing |  Known Phosphate Leasing Areas |
|  Open to non-energy leasing |  Preliminary Priority Management Area |
|  Phosphate Leases |  Analysis Boundary |

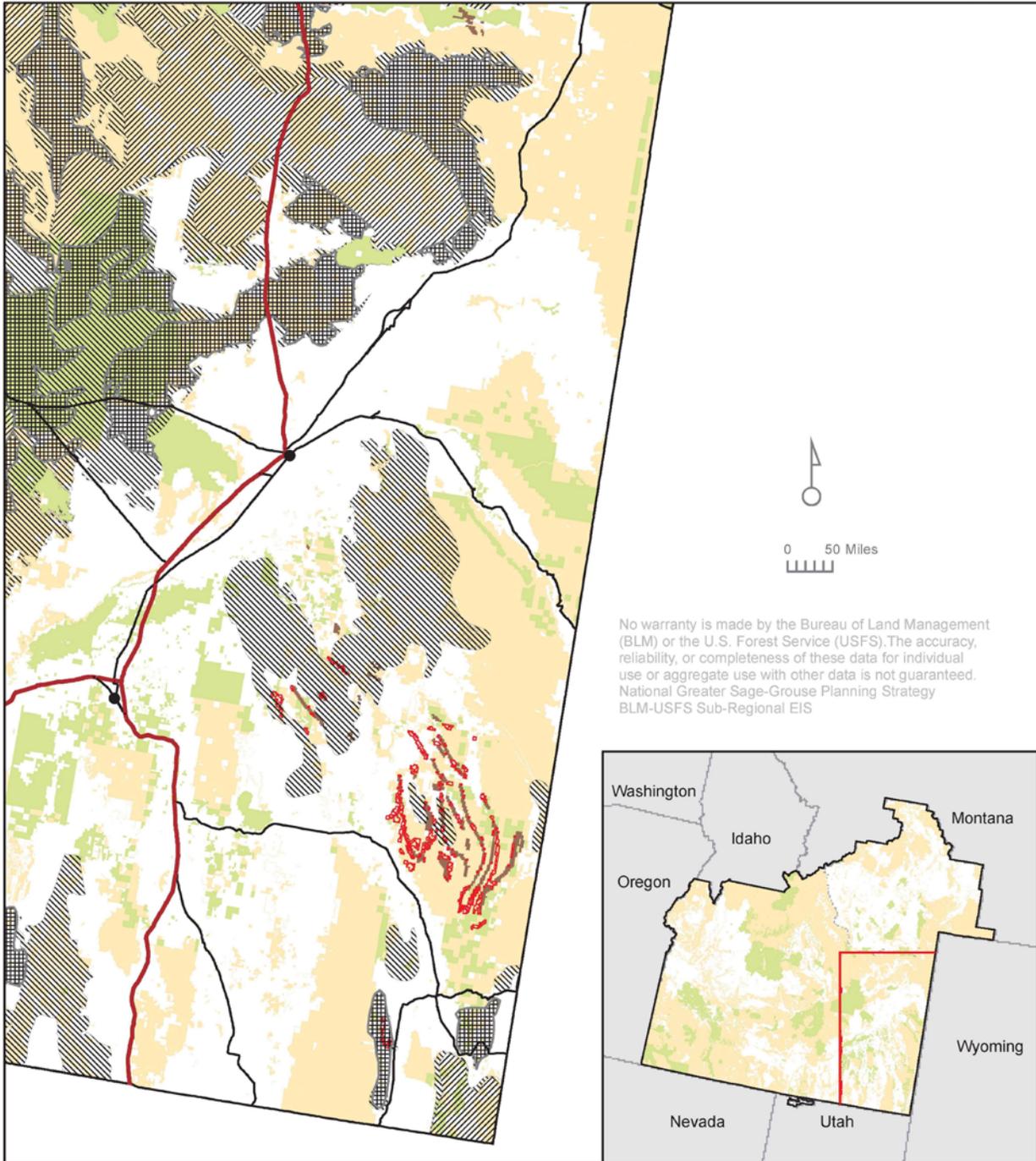
Figure 2-34
 Alternative D: Open, Closed, or Stipulations to Nonenergy Leasing



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 National Greater Sage-Grouse Planning Strategy
 BLM-USFS Sub-Regional EIS

- | | |
|-------------------------------|---|
| Closed to non-energy leasing | Preliminary Priority Management Area |
| Open to non-energy leasing | Preliminary Medial Habitat Management Area |
| Phosphate Leases | Preliminary General Habitat Management Area |
| Known Phosphate Leasing Areas | Analysis Boundary |

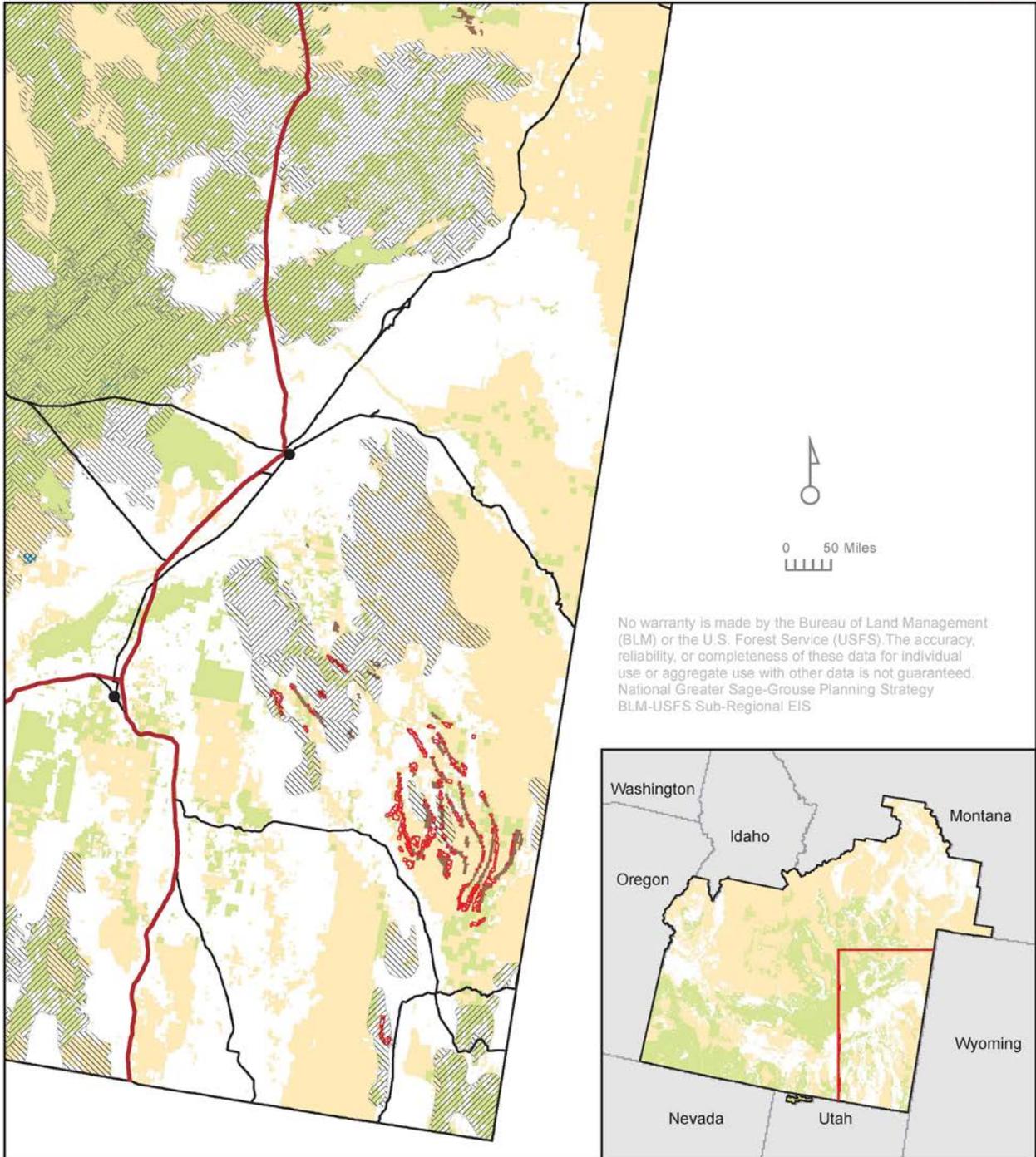
Figure 2-35
 Alternative E: Open, Closed, or Stipulations to Nonenergy Leasing



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- | | |
|-------------------------------|--|
| Closed to non-energy leasing | ID Core Zone/MT Preliminary Priority Mgt. Area |
| Open to non-energy leasing | ID Important Zone |
| Phosphate Leases | ID General Zone/MT Preliminary General Mgt. Area |
| Known Phosphate Leasing Areas | Analysis Boundary |

Figure 2-36
 Alternative F: Open, Closed, or Stipulations to Nonenergy Leasing



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- | | |
|---|--|
|  Closed to non-energy leasing |  Preliminary Priority Management Area |
|  Open to non-energy leasing |  Preliminary General Management Area |
|  Phosphate Leases |  Restoration Area |
|  Known Phosphate Leasing Areas |  Analysis Boundary |

Figure 2-37
 Alternative A: Oil and Gas Potential Constraints

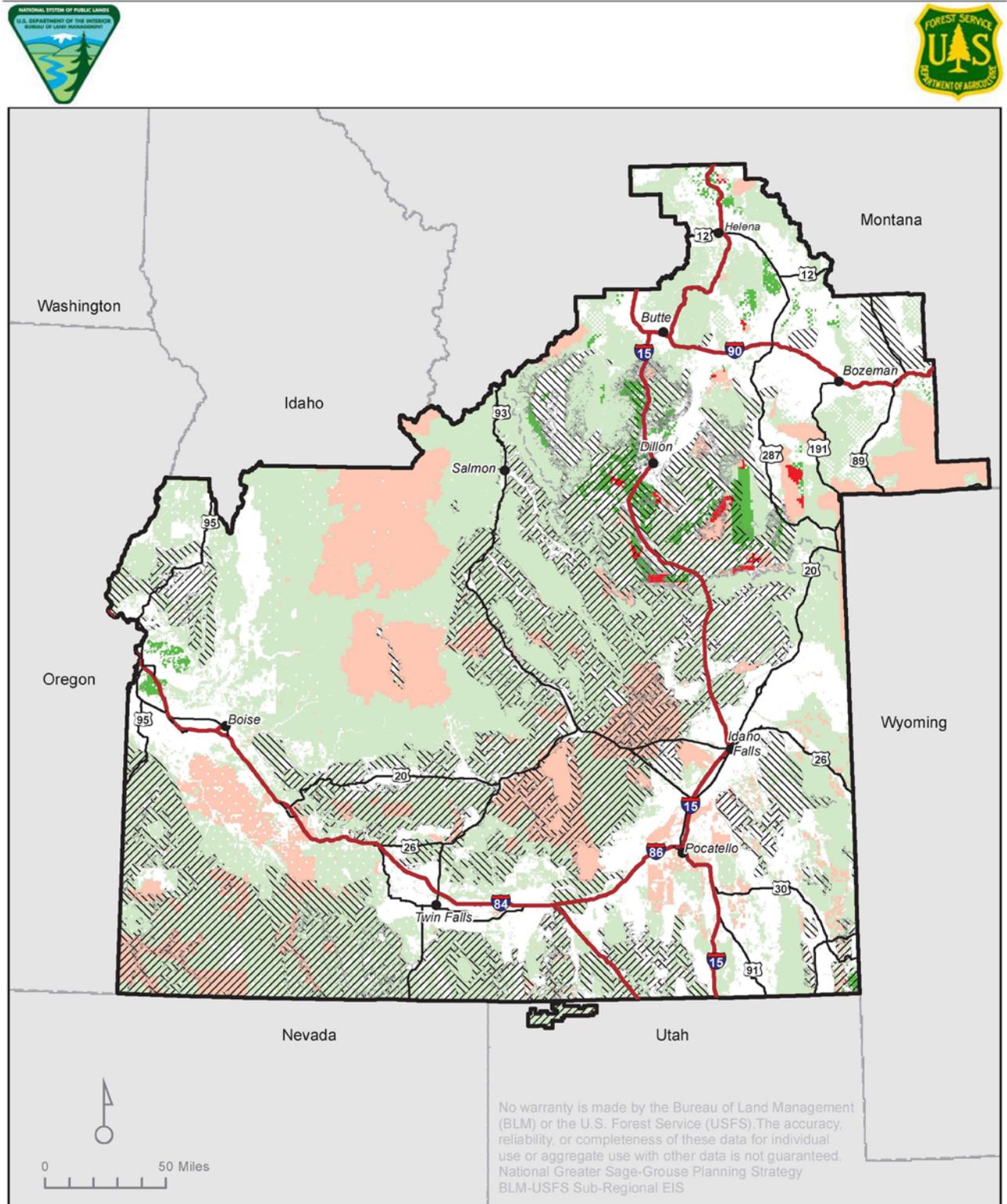


Figure 2-38
Alternative B: Oil and Gas Potential Constraints

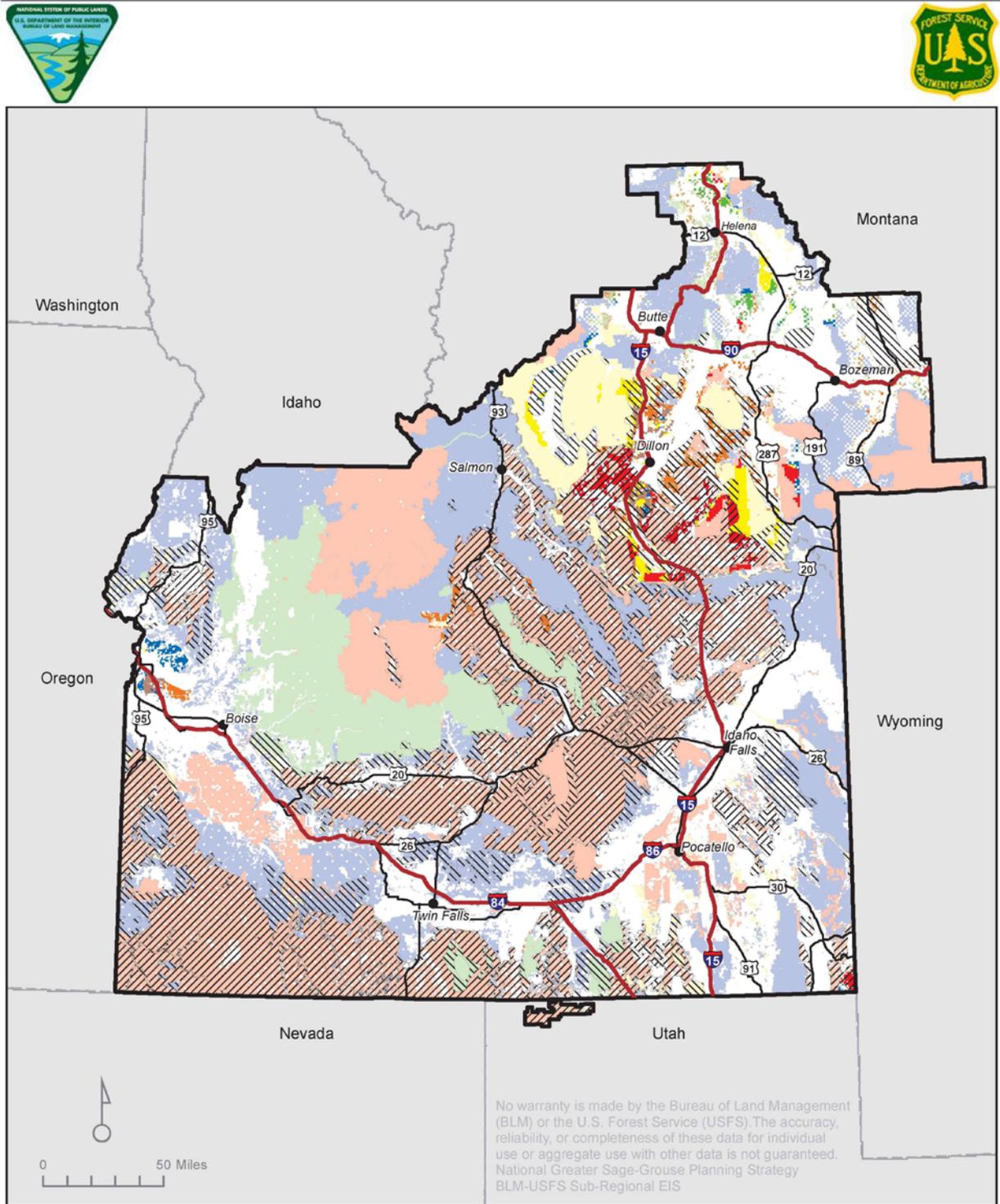
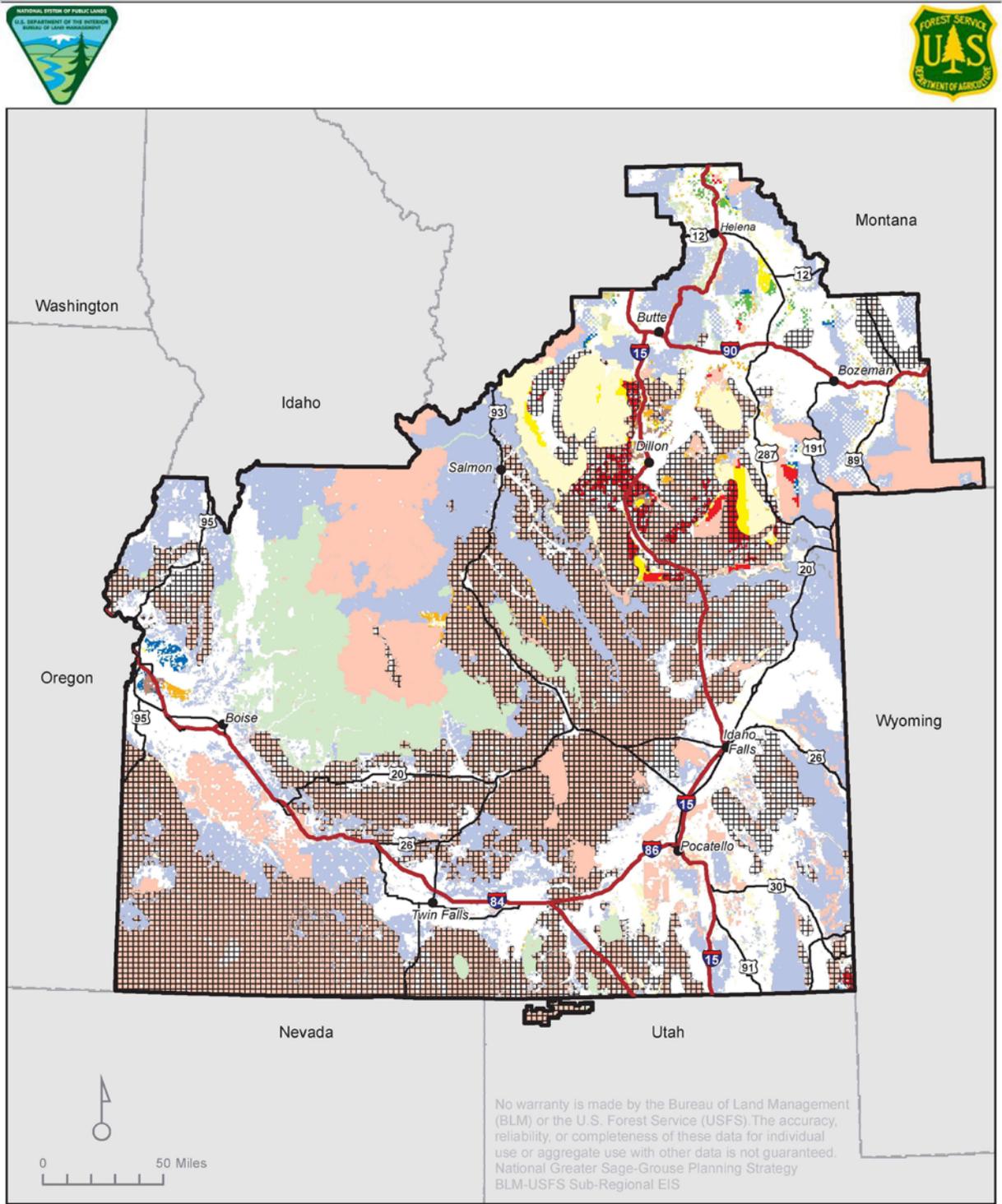


Figure 2-39
Alternative C: Oil and Gas Potential Constraints



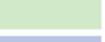
 Preliminary Priority Management Area  Analysis Boundary	Potential/Constraints	Medium	Low
	Closed to Leasing		
	Open to Leasing, NSO		
	Open to Leasing, TLS		
	Open to Leasing, CSU		
	Open to Leasing, standard leasing steps		

Figure 2-40
Alternative D: Oil and Gas Potential Constraints

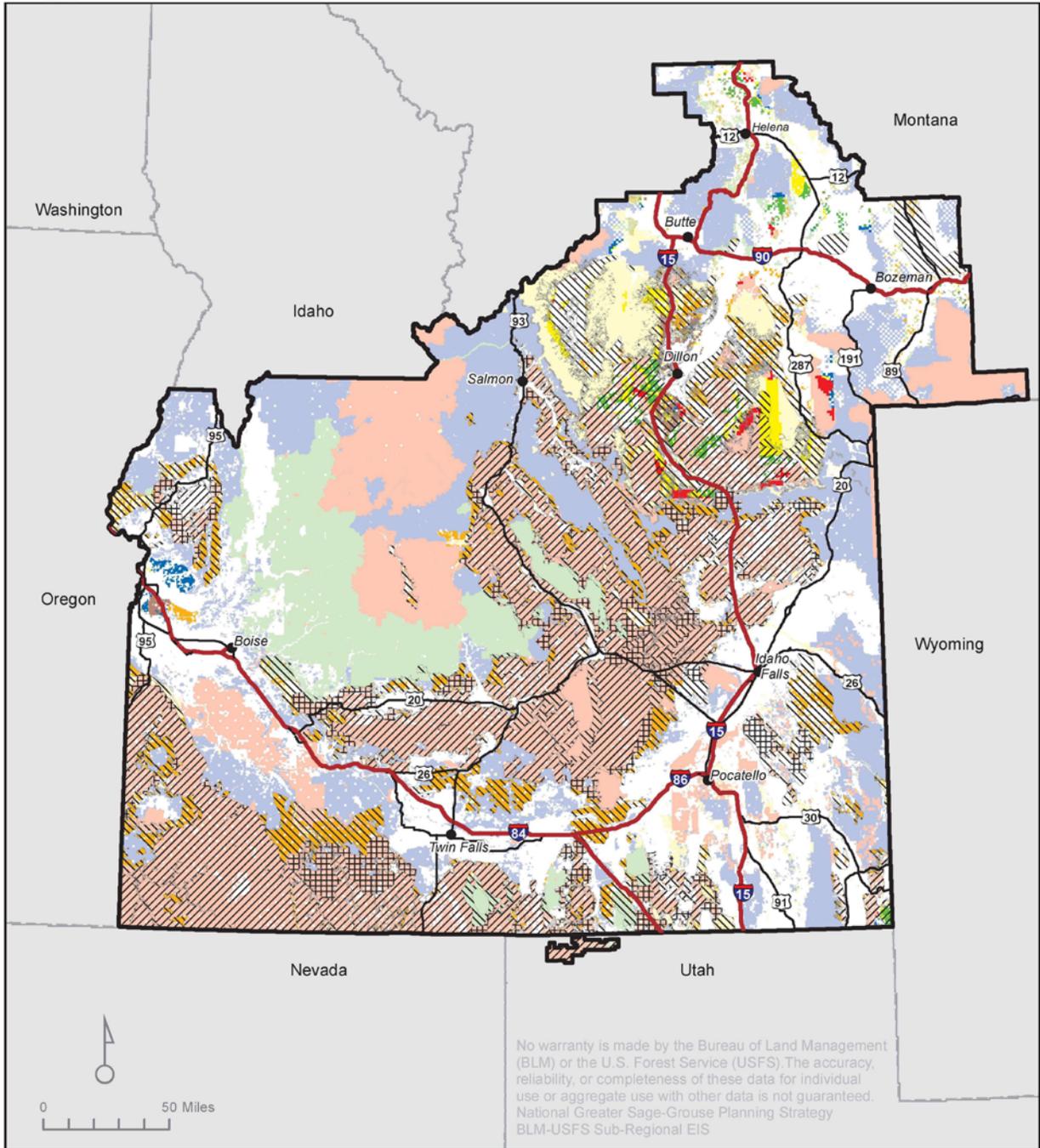
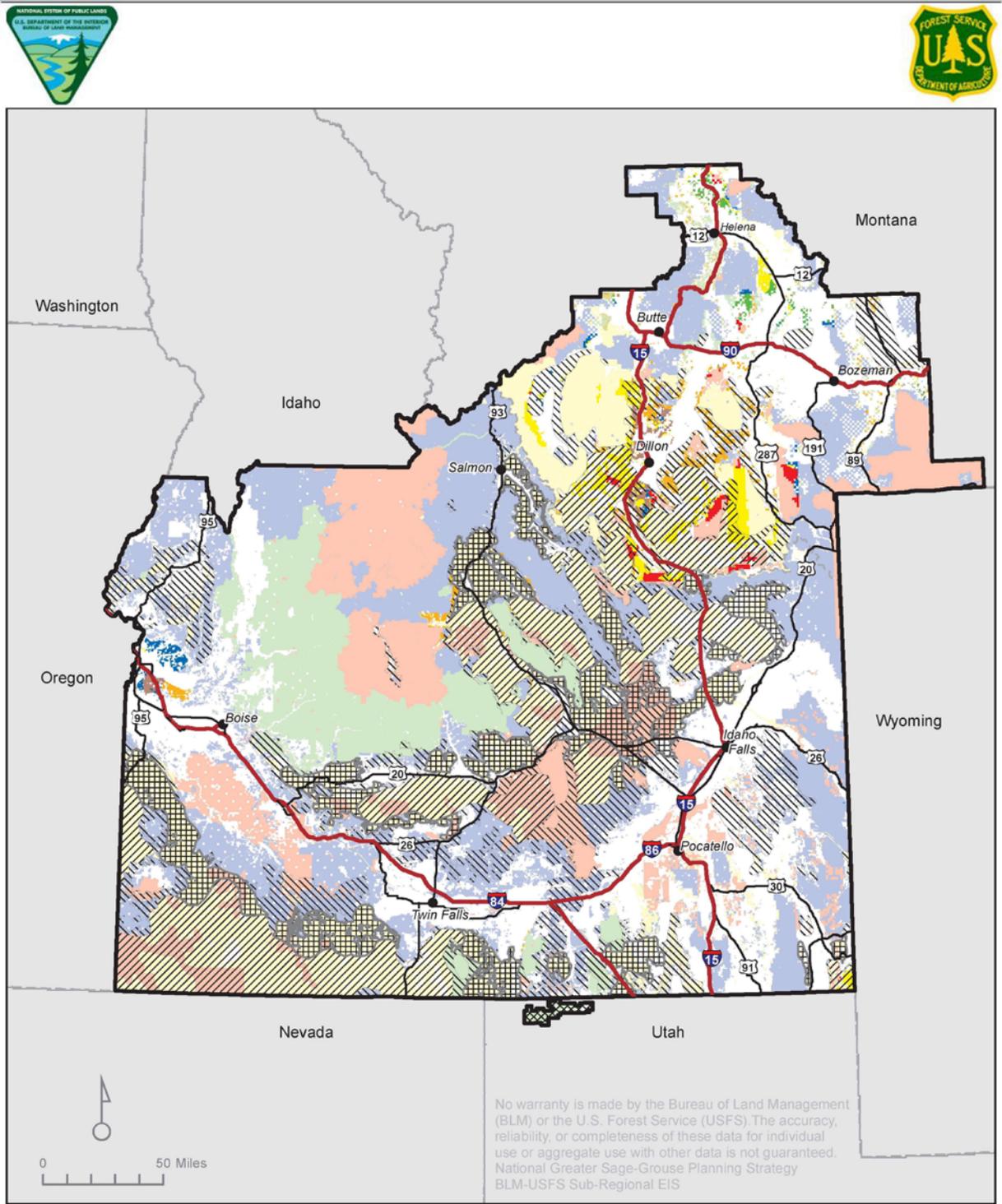
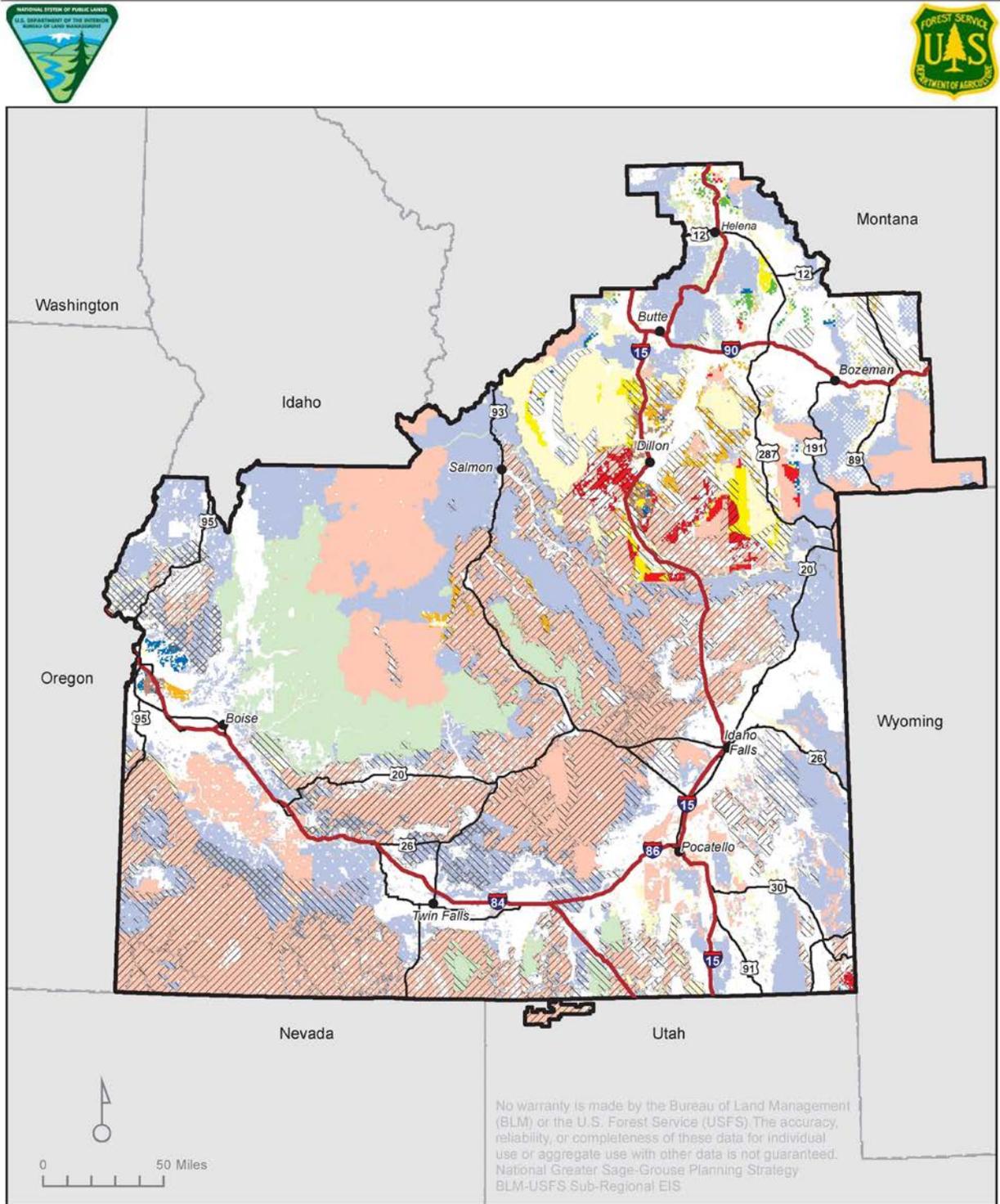


Figure 2-41
Alternative E: Oil and Gas Potential Constraints



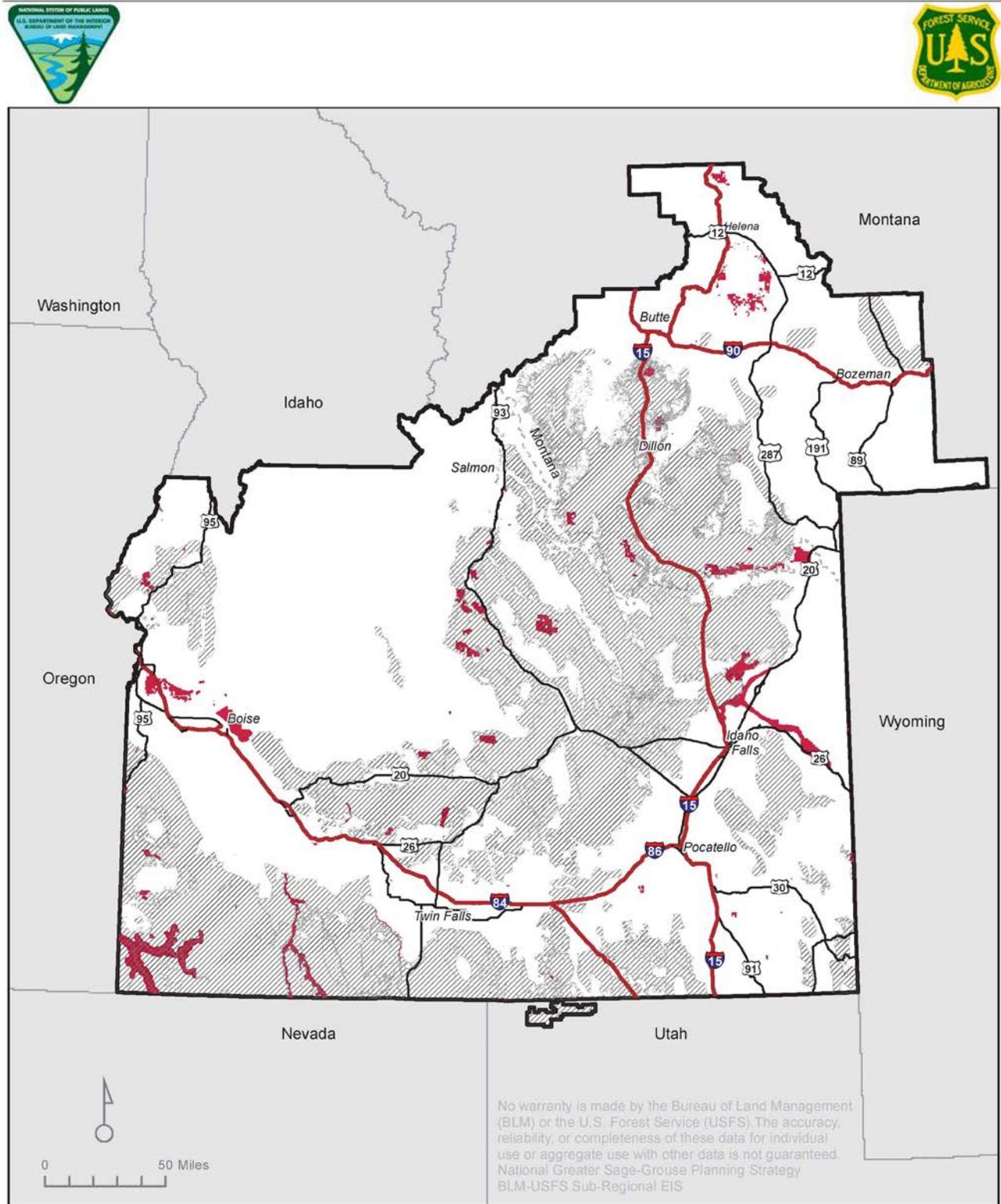
<ul style="list-style-type: none"> ID Core Zone/MT Preliminary Priority Mgt. Area ID Important Zone UT Habitat within SGMA ID General Zone/MT Preliminary General Mgt. Area Analysis Boundary 	<p>Potential/Constraints</p> <ul style="list-style-type: none"> Closed to Leasing Open to Leasing, NSO Open to Leasing, TLS Open to Leasing, CSU Open to Leasing, standard leasing steps 	<table border="0"> <tr> <td style="text-align: center;">Medium</td> <td style="text-align: center;">Low</td> </tr> <tr> <td style="text-align: center;"></td> <td style="text-align: center;"></td> </tr> </table>	Medium	Low										
Medium	Low													

Figure 2-42
Alternative F: Oil and Gas Potential Constraints



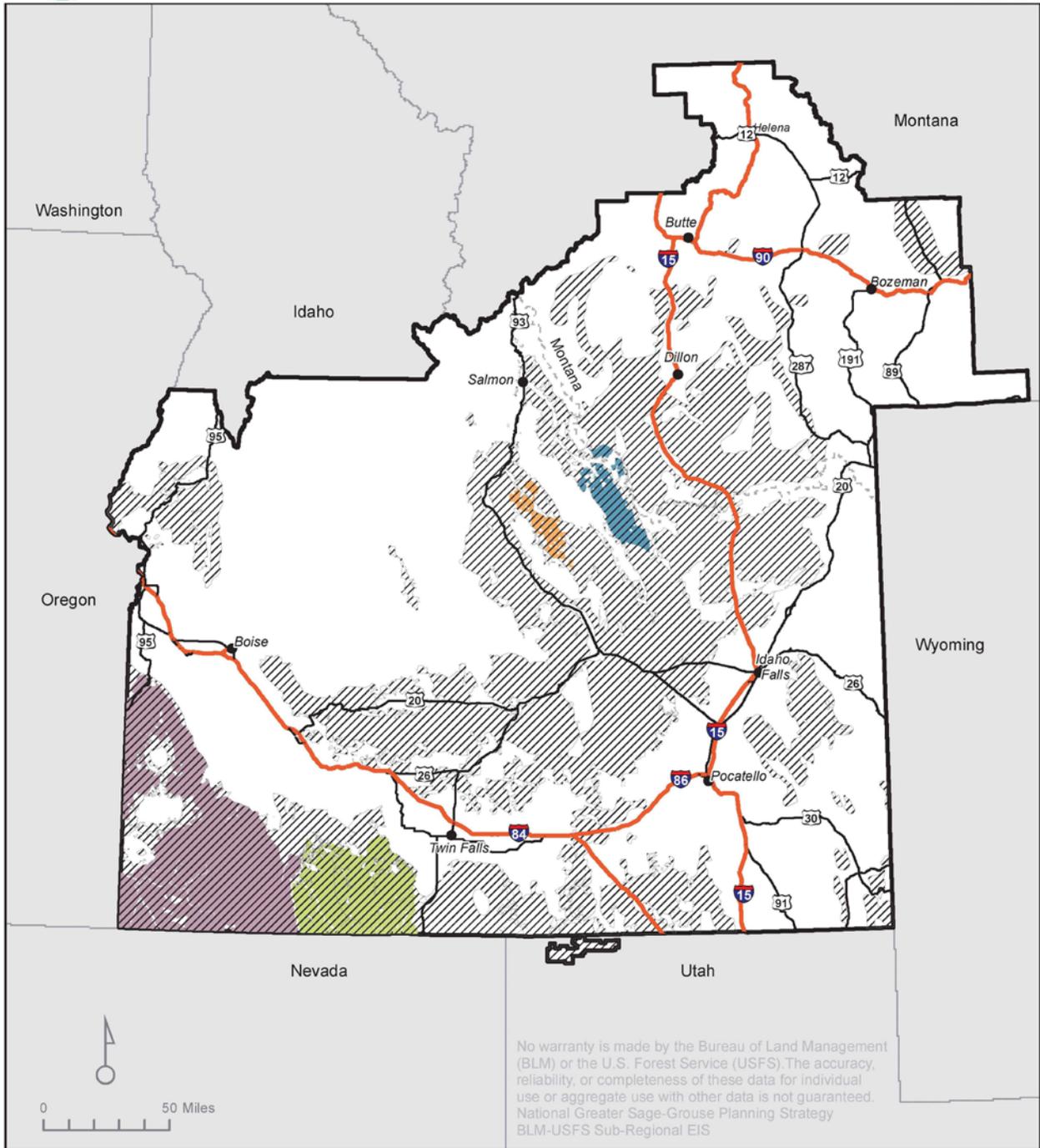
	Preliminary Priority Management Area	Potential/Constraints	Medium	Low
	Preliminary General Management Area	Closed to Leasing		
	Restoration Area	Open to Leasing, NSO		
	Analysis Boundary	Open to Leasing, TLS		
		Open to Leasing, CSU		
		Open to Leasing, standard leasing steps		

Figure 2-43
 Alternative A: BLM Areas of Critical Environmental Concern



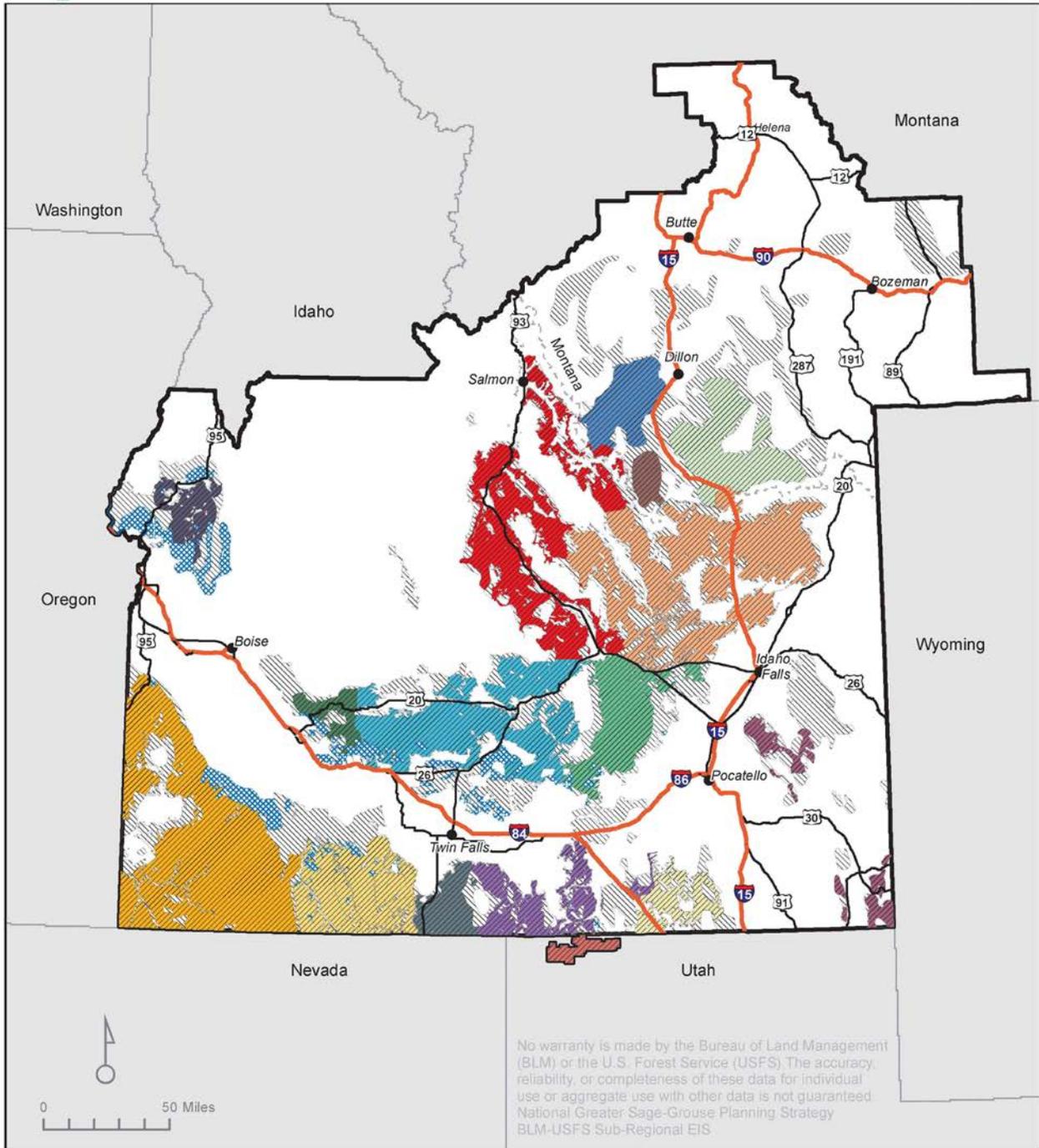
- Existing ACEC
- Analysis Boundary

Figure 2-44
 Alternative C: BLM Areas of Critical Environmental Concern



- ID-01 ID-OR Borderlands and Owyhee Front
- ID-02 Sagebrush Sea
- ID-03 Pahsimeroi
- ID-04 Canyon\Big Timber Project & Birch Creek Watershed
- Preliminary Priority Management Area
- Analysis Boundary

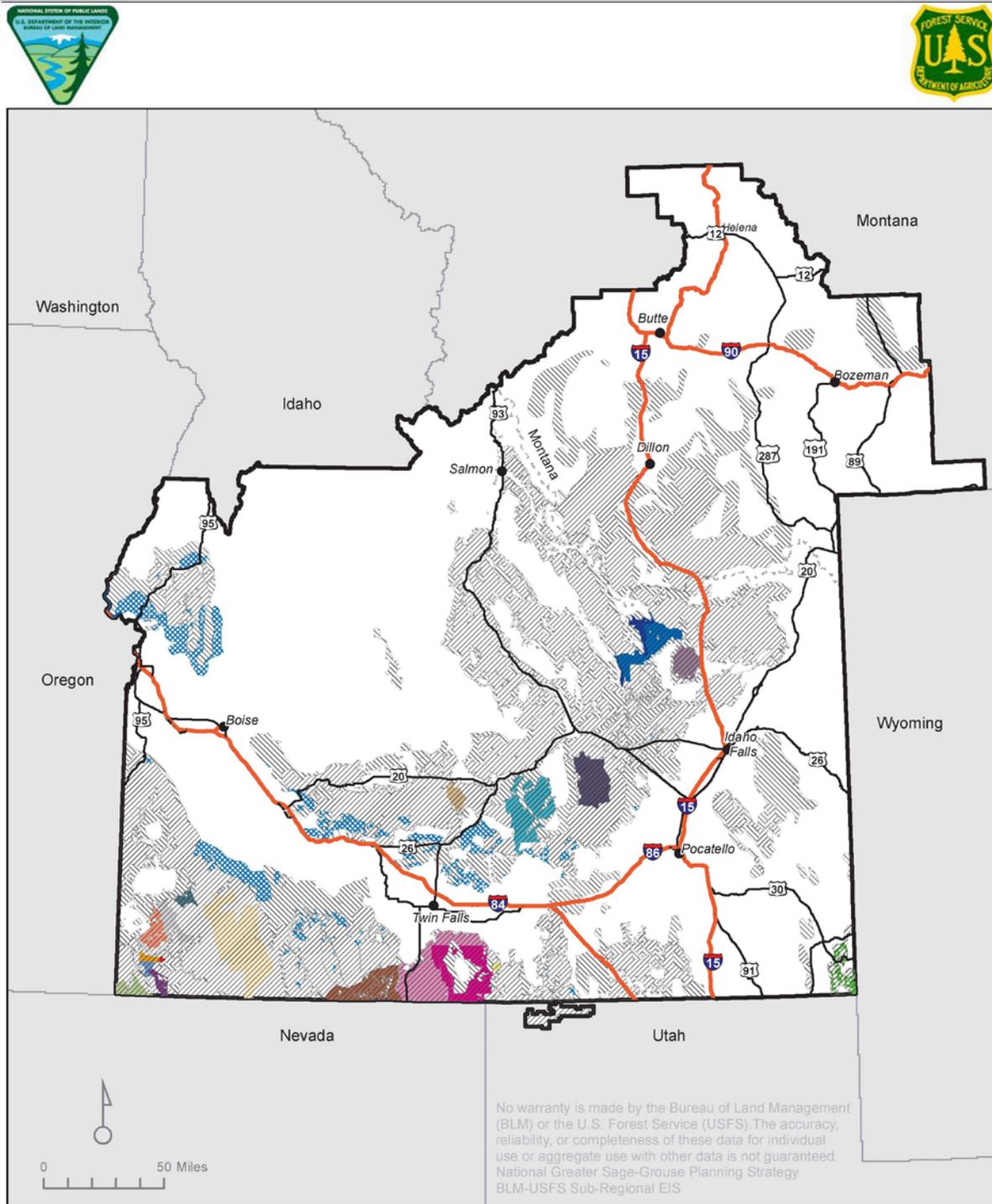
Figure 2-45
 Alternative F: BLM Areas of Critical Environmental Concern



- | | | | | | | | |
|--|--------------------------------|--|--------------------------|--|--------------------------|--|--------------------------------|
| | Preliminary Priority Mgt. Area | | ID-01 Owyhee | | ID-07 North Magic Valley | | MT-01 Clark Canyon |
| | Preliminary General Mgt. Area | | ID-02 Jarbidge | | ID-08 Big Desert | | MT-02 Lima |
| | Restoration Area | | ID-03 Shoshone Basin | | ID-09 Upper Snake | | MT-03 Red Rock |
| | Analysis Boundary | | ID-04 South Magic Valley | | ID-10 Challis | | UT-01 Sawtooth Zoological Area |
| | | | ID-05 Curlew | | ID-11 West Central | | |
| | | | ID-06 Mountain Home | | ID-12 East Idaho Uplands | | |

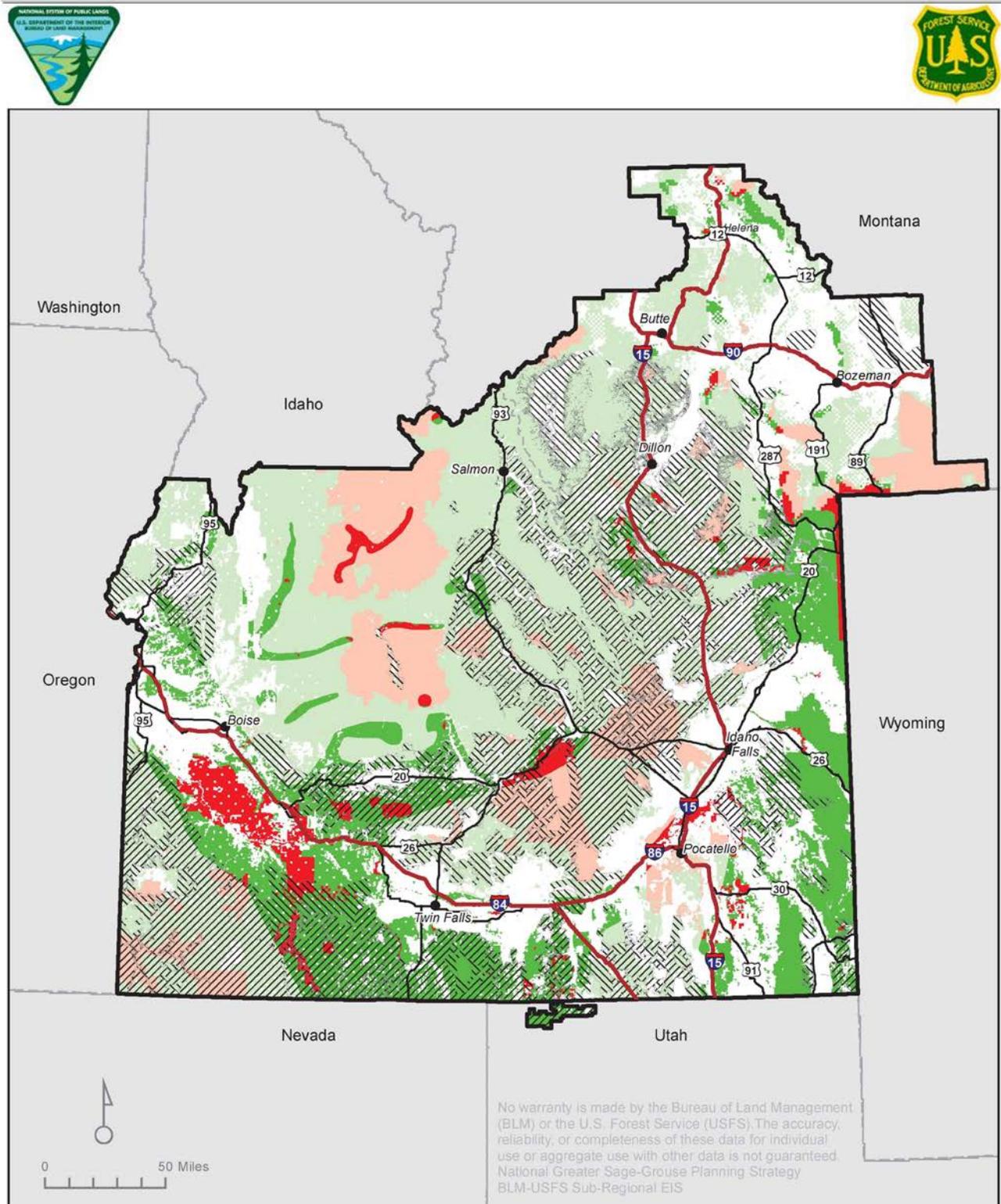
Figure 2-46

Alternative F: BLM Areas of Critical Environmental Concern and Forest Service Zoological Areas



- | | | | | | |
|--|--|--|--------------------------|--|----------------------------------|
| | Prelim. Priority Mgt. Area | | ID-03 Garat 3 | | ID-11 Shoshone Basin/South Hills |
| | Prelim. General Mgt. Area | | ID-04 Garat 2 | | ID-12 Sawmill Can. Sage-Grouse |
| | Restoration Area | | ID-05 Garat 1 | | ID-13 Wedge Butte |
| | Bear Lake Zoological Area | | ID-06 Deep Cr. Owyhee | | ID-14 Wildhorse |
| | Medicine Lodge/Birch Cr. Zoological Area | | ID-07 Deep Creek Bruneau | | ID-15 Quaking Aspen Butte |
| | Shoshone Basin/South Hills Zoological Area | | ID-08 Bruneau | | ID-16 Bear Lake |
| | ID-01 Tent Creek | | ID-09 Big Springs | | ID-17 Table Butte/Camas Butte |
| | ID-02 Garat 4 | | ID-10 Jarbidge Foothills | | ID-18 Medicine Lodge/Birch Cr. |
| | | | | | Analysis Boundary |

Figure 2-47
 Alternative A: Open and Closed to Geothermal Leasing



-  Preliminary Priority Habitat
-  Preliminary General Habitat
-  Analysis Boundary

- | | | |
|-----------------------|---|---|
| Potential/Constraints | High-Moderate | Low |
| Closed to Leasing |  |  |
| Open to Leasing |  |  |

Figure 2-48
 Alternative B: Open and Closed to Geothermal Leasing

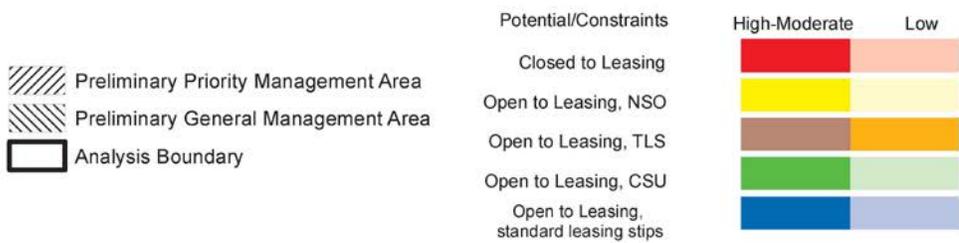
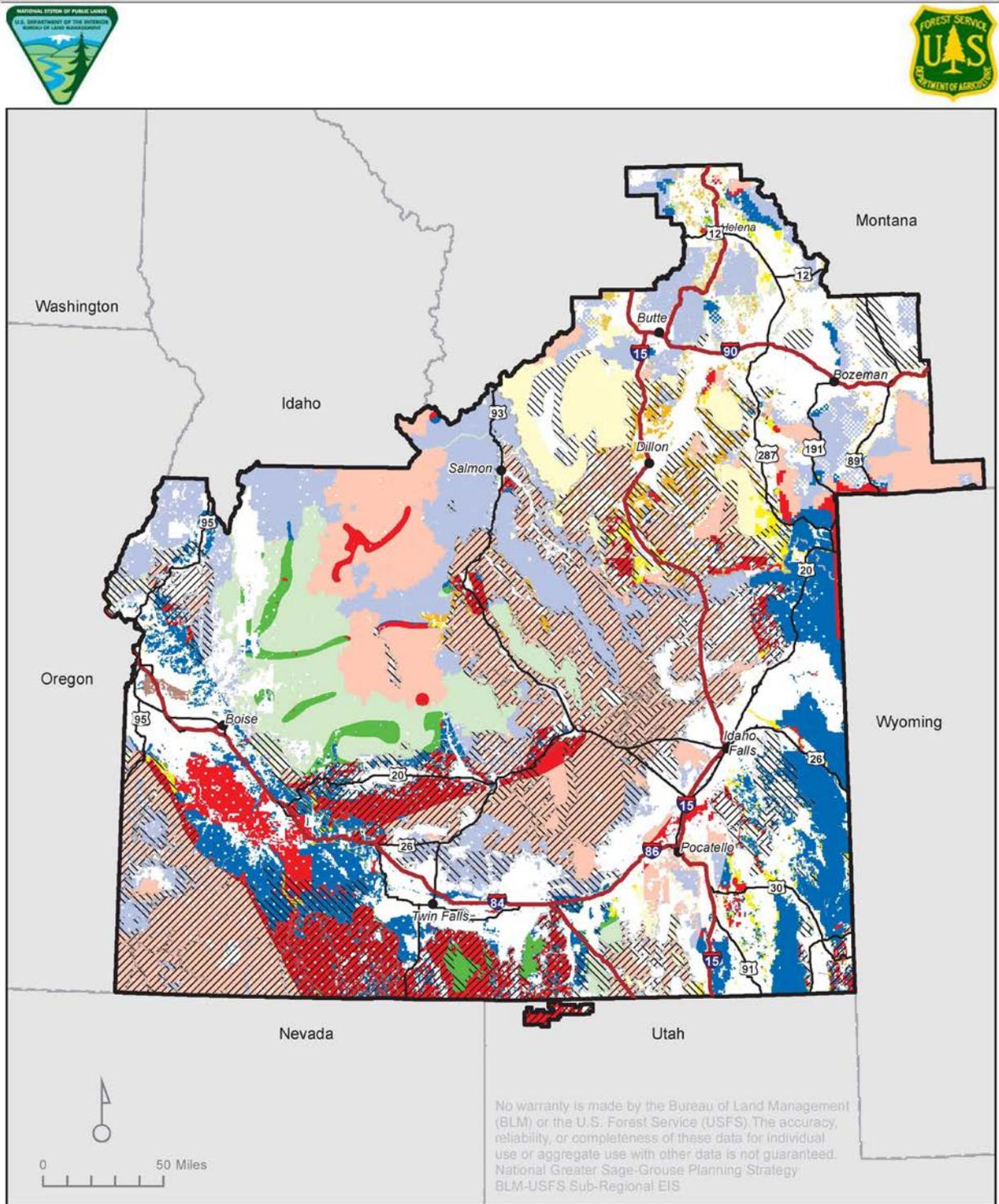
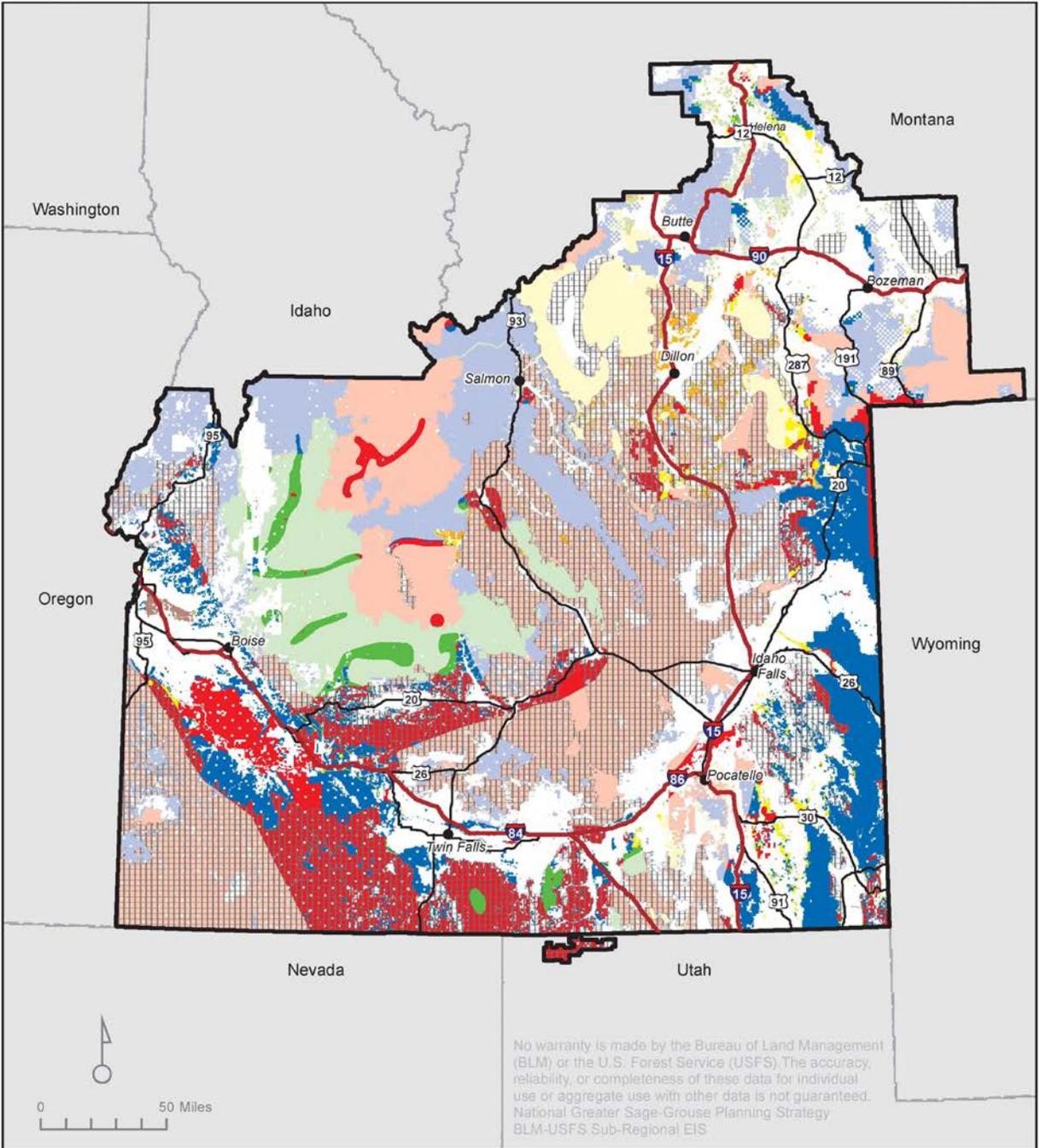
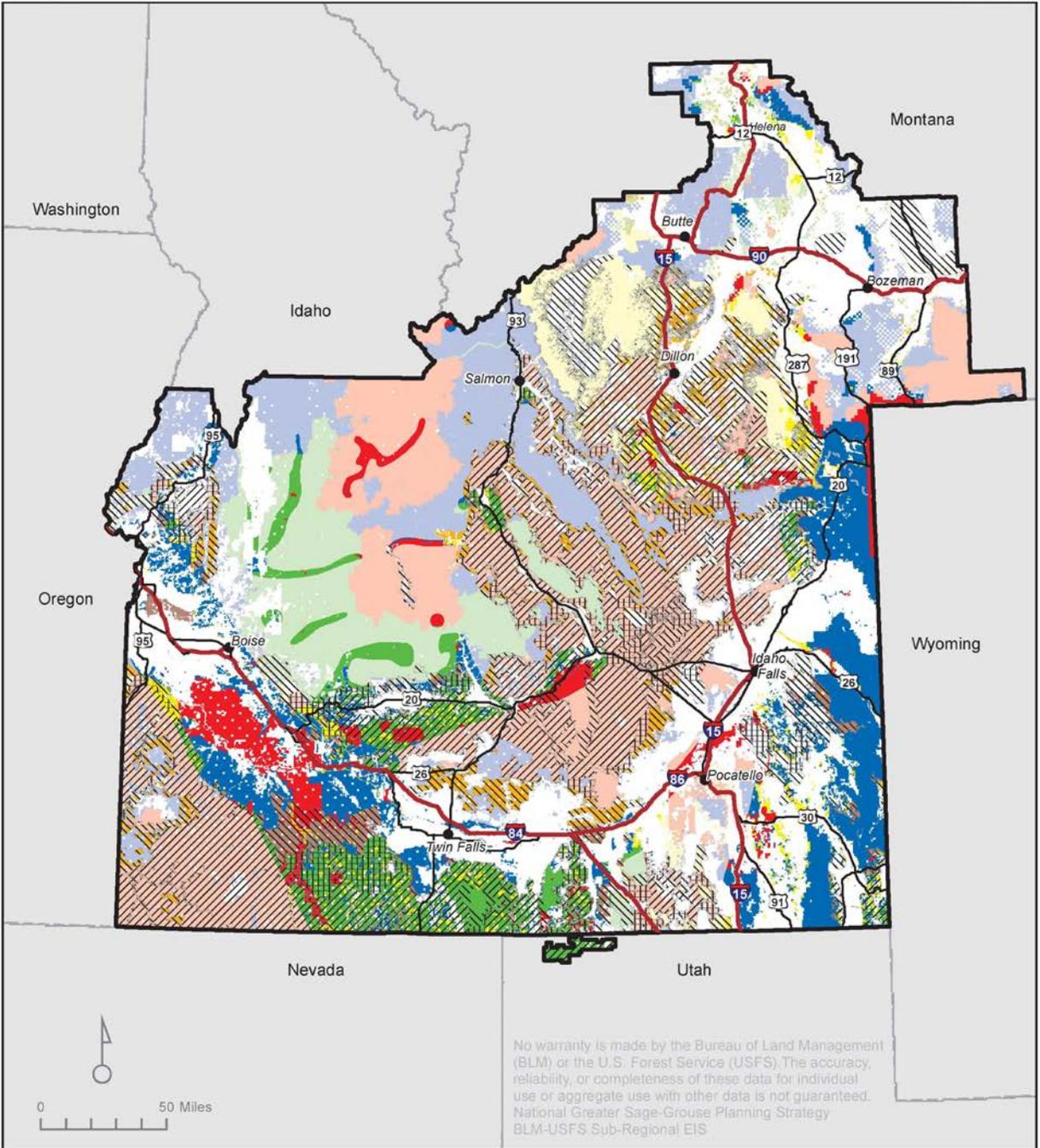


Figure 2-49
Alternative C: Open and Closed to Geothermal Leasing



Preliminary Priority Management Area Analysis Boundary	Potential/Constraints	High-Moderate	Low
	Closed to Leasing		
	Open to Leasing, NSO		
	Open to Leasing, TLS		
	Open to Leasing, CSU		
	Open to Leasing, standard leasing steps		

Figure 2-50
Alternative D: Open and Closed to Geothermal Leasing

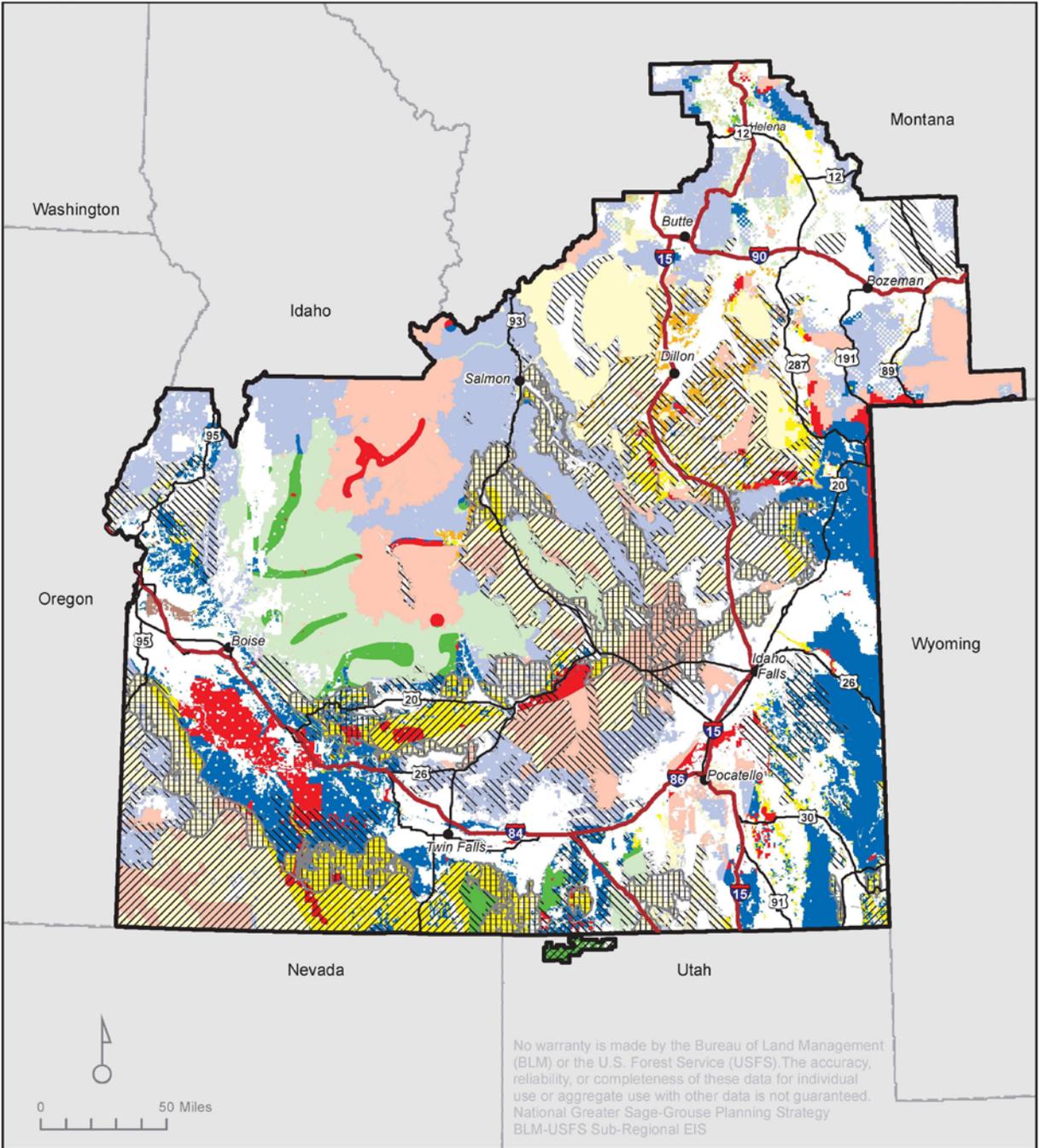


- Preliminary Priority Management Area
- Preliminary Medial Management Area
- Preliminary General Management Area
- Analysis Boundary

- Potential/Constraints
- Closed to Leasing
 - Open to Leasing, NSO
 - Open to Leasing, TLS
 - Open to Leasing, CSU
 - Open to Leasing, standard leasing slips



Figure 2-51
Alternative E: Open and Closed to Geothermal Leasing



- ID Core Zone/MT Preliminary Priority Mgt. Area
- ID Important Zone
- UT Habitat within SGMA
- ID General Zone/MT Preliminary General Mgt. Area
- Analysis Boundary

- Potential/Constraints
- Closed to Leasing
 - Open to Leasing, NSO
 - Open to Leasing, TLS
 - Open to Leasing, CSU
 - Open to Leasing, standard leasing slips

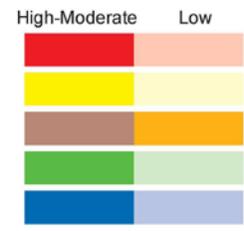


Figure 2-52
Alternative F: Open and Closed to Geothermal Leasing

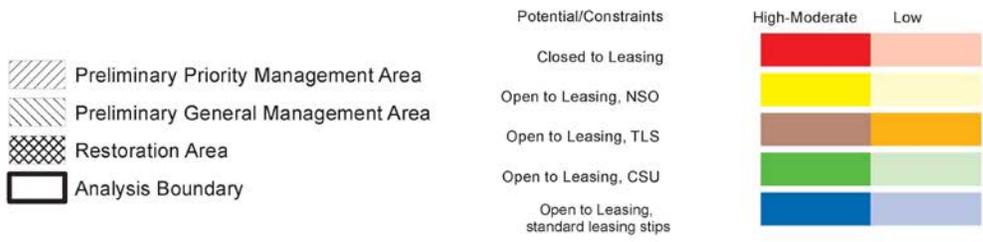
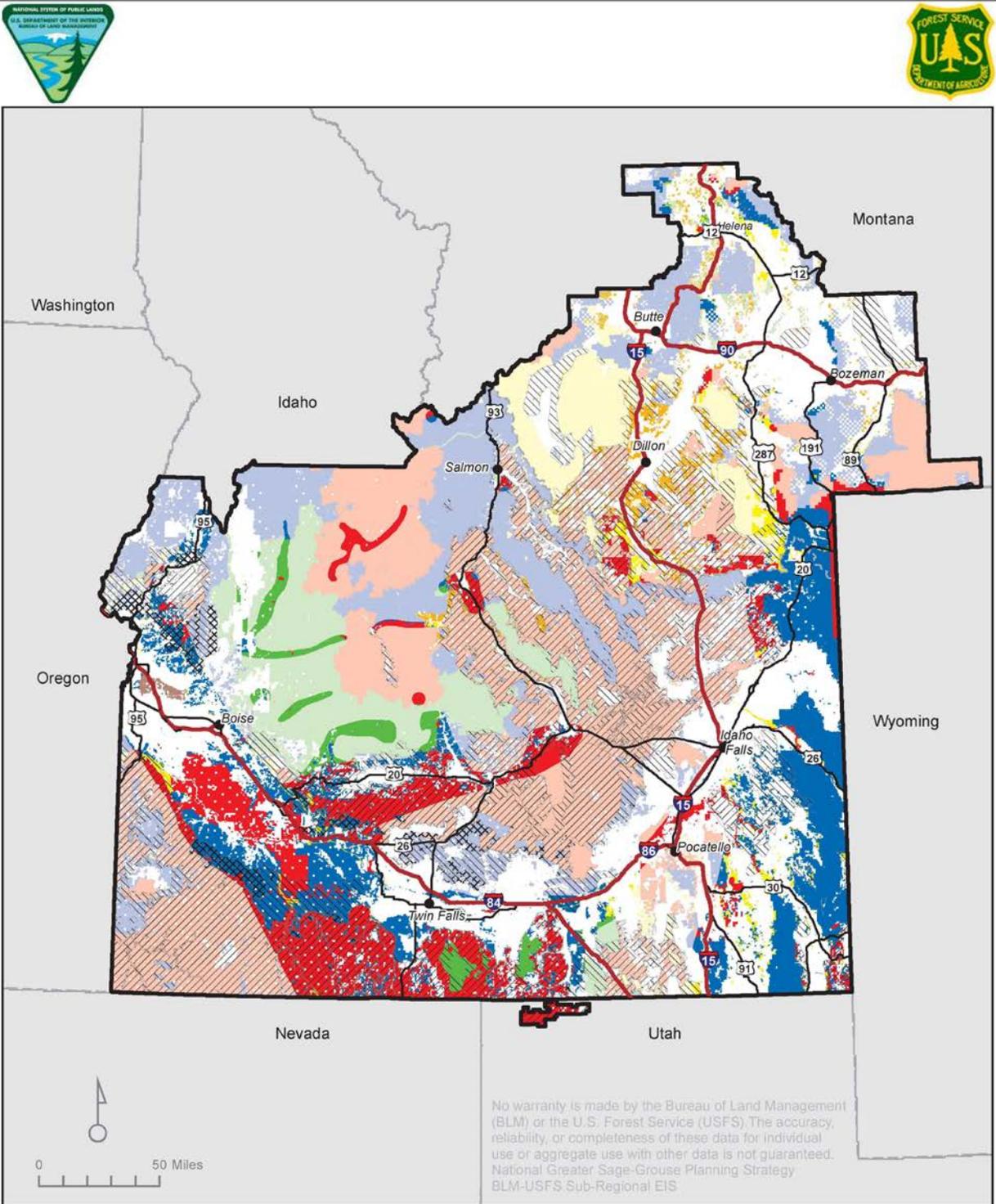
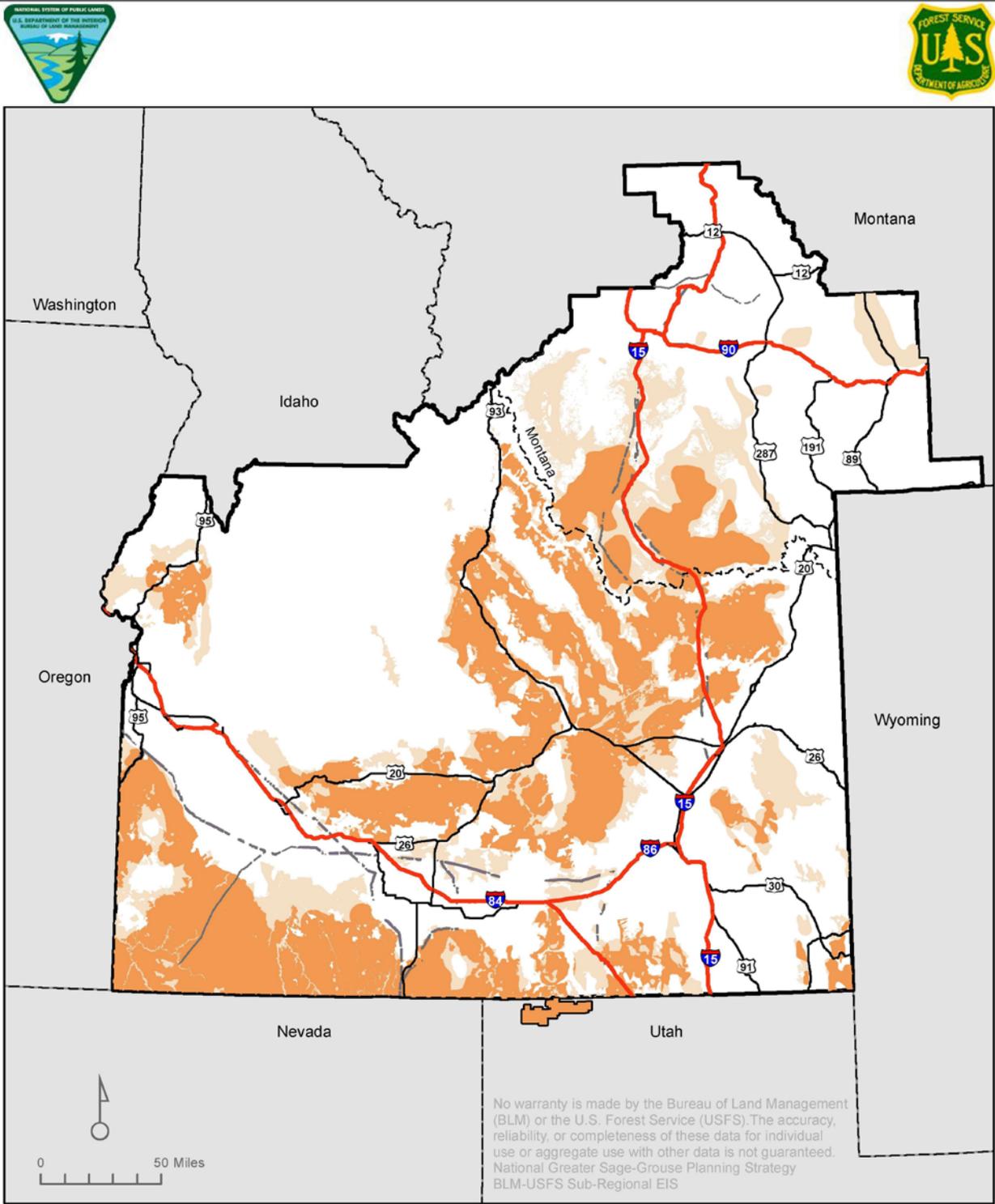


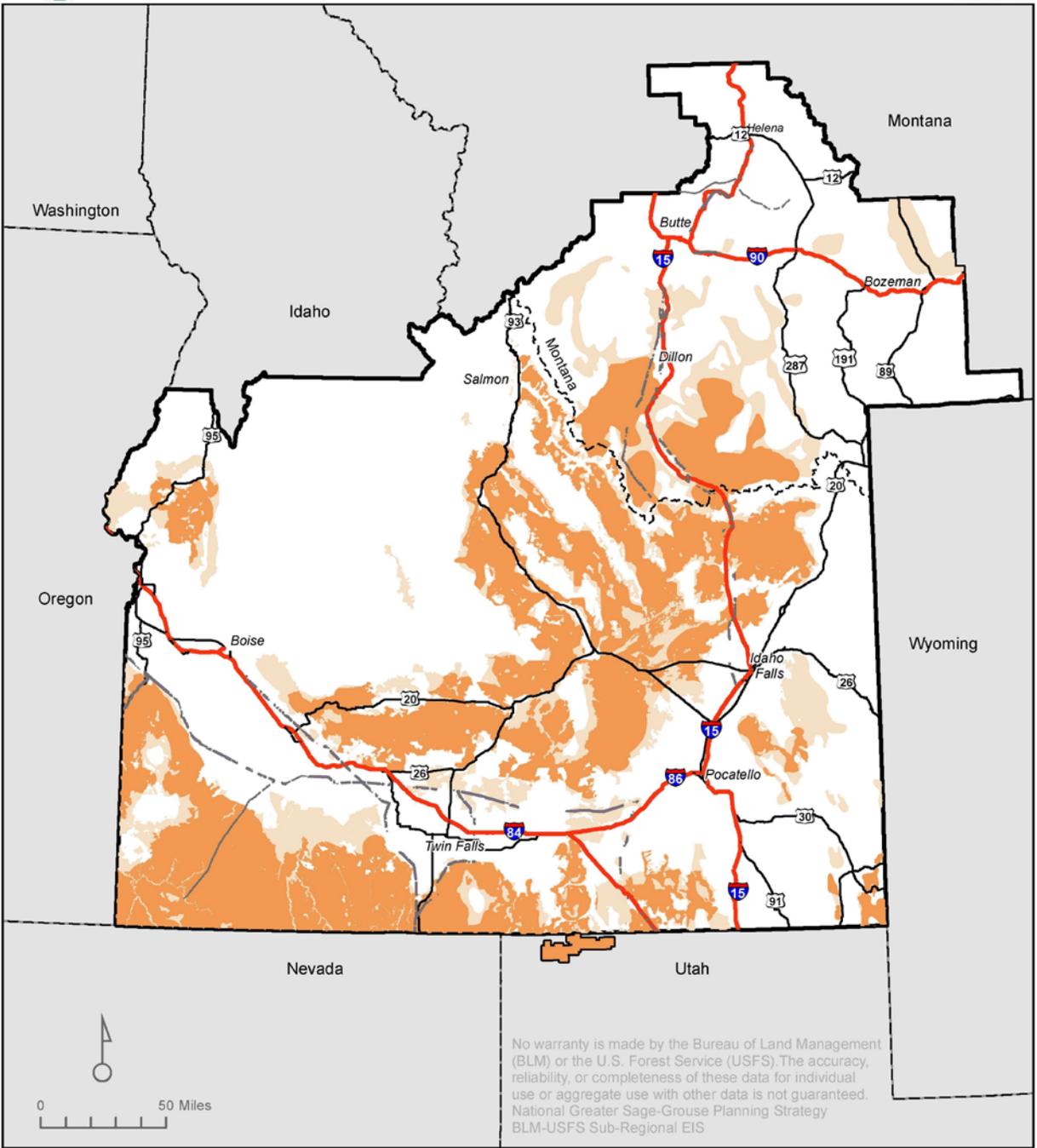
Figure 2-53
 Alternative A: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations.

- Existing Designated Utility Corridors
- Preliminary Priority Management Area
- Preliminary General Management Area
- Analysis Boundary

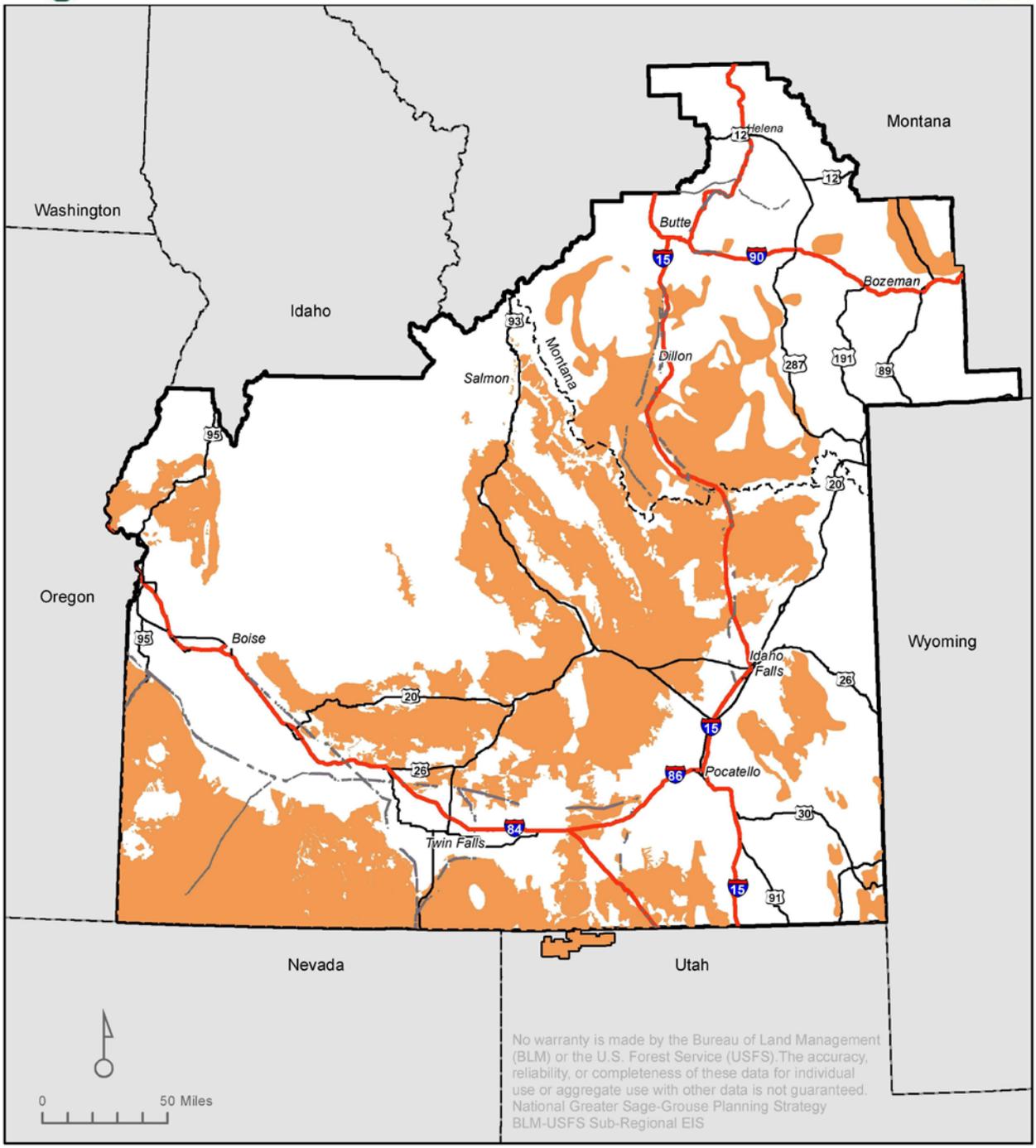
Figure 2-54
 Alternative B: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations. In PPMA, ROW actions within corridors can be considered.

- Existing Designated Utility Corridors
- Preliminary Priority Management Area
- Preliminary General Management Area
- Analysis Boundary

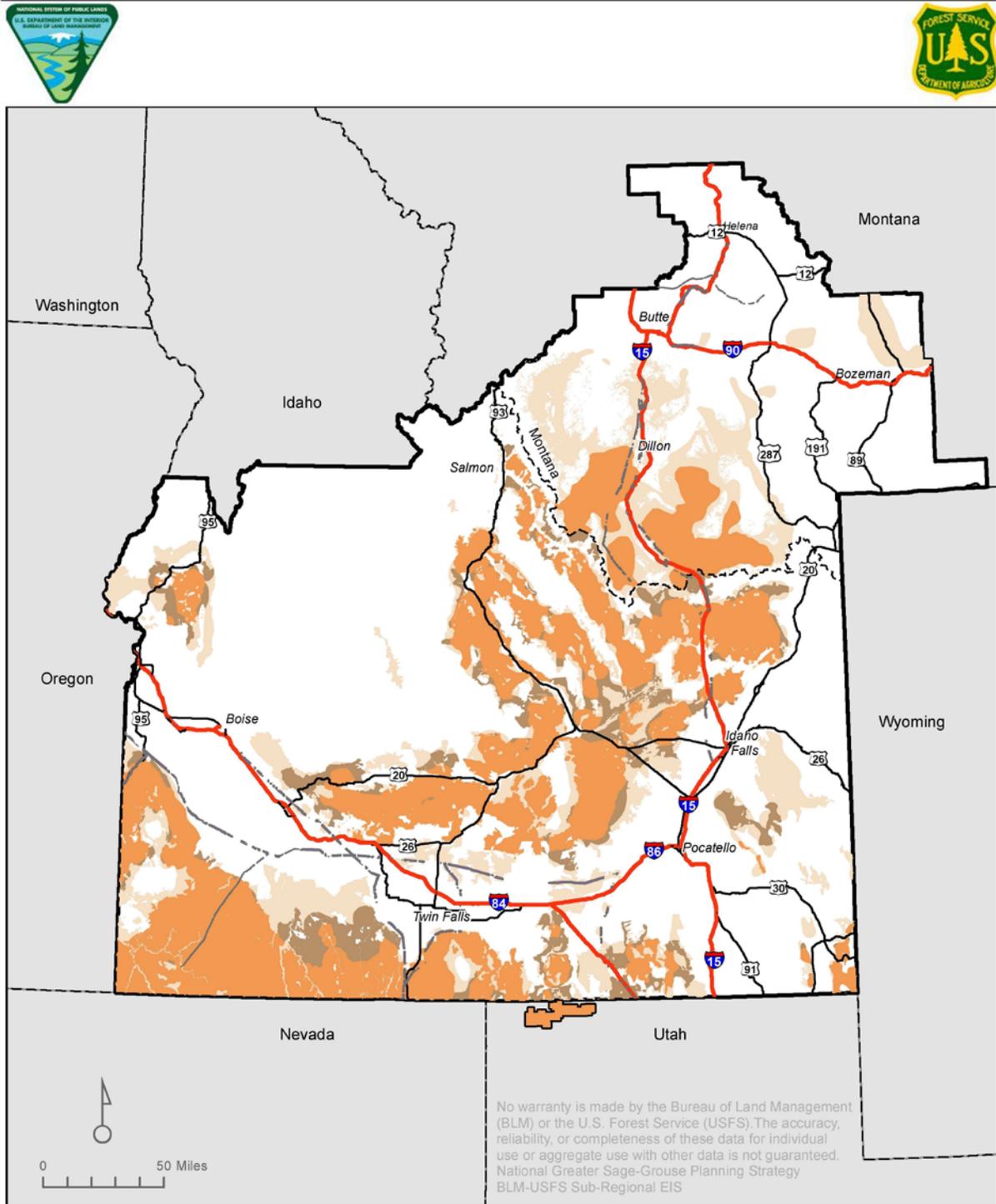
Figure 2-55
 Alternative C: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations. In PPMA, ROW actions within corridors can be considered.

- Existing Designated Utility Corridors
- Preliminary Priority Management Area
- Analysis Boundary

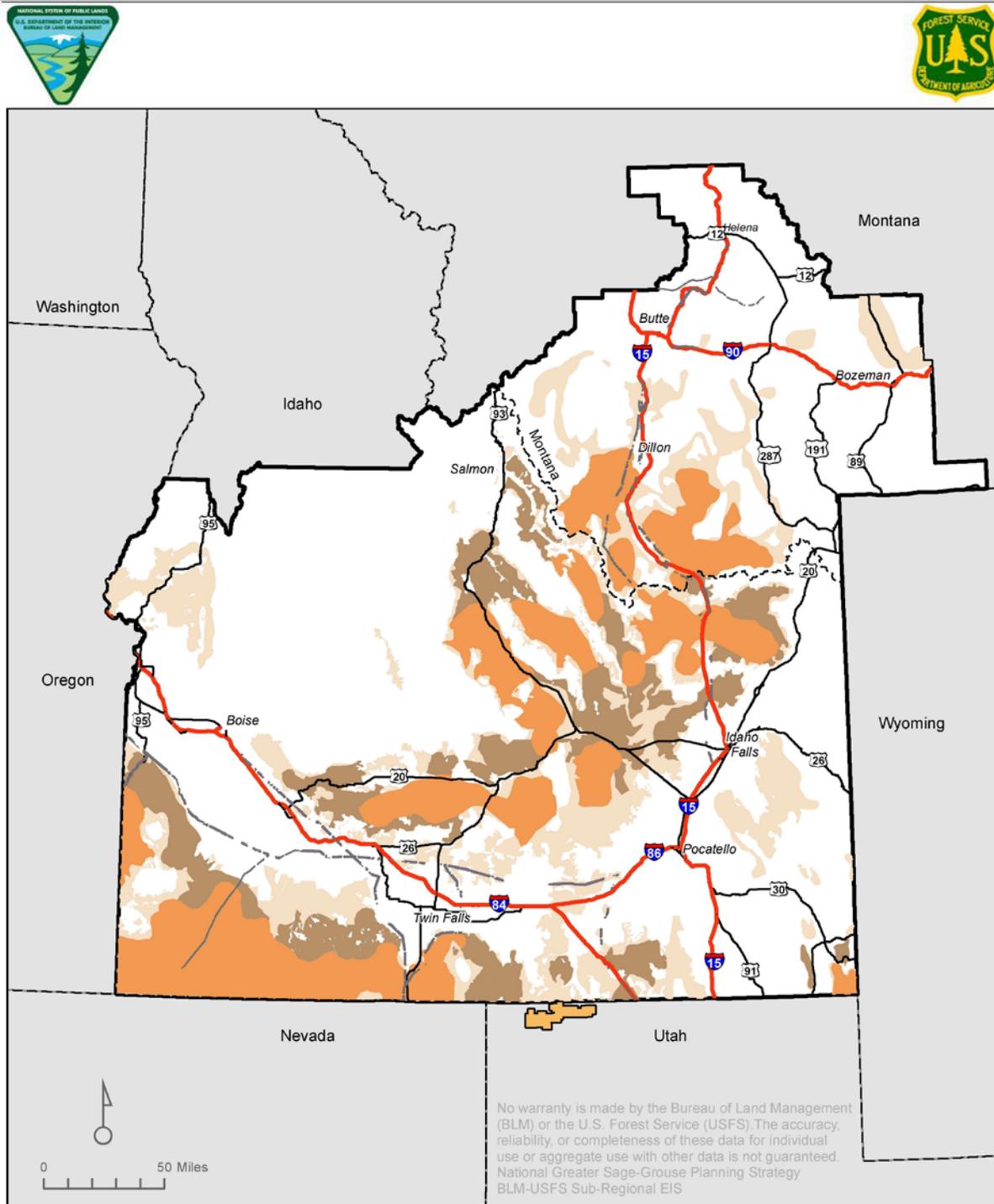
Figure 2-56
 Alternative D: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations. In PPMA, new utility pipelines or transmission lines exceeding 50 kV are excluded unless they can be sited within a utility corridor previously designated in the BLM or Forest Service LUP (and subject to appropriate BMPs and siting considerations for GRSG).

- Existing Designated Utility Corridors
- Preliminary Priority Management Area
- Preliminary Medial Management Area
- Preliminary General Management Area
- Analysis Boundary

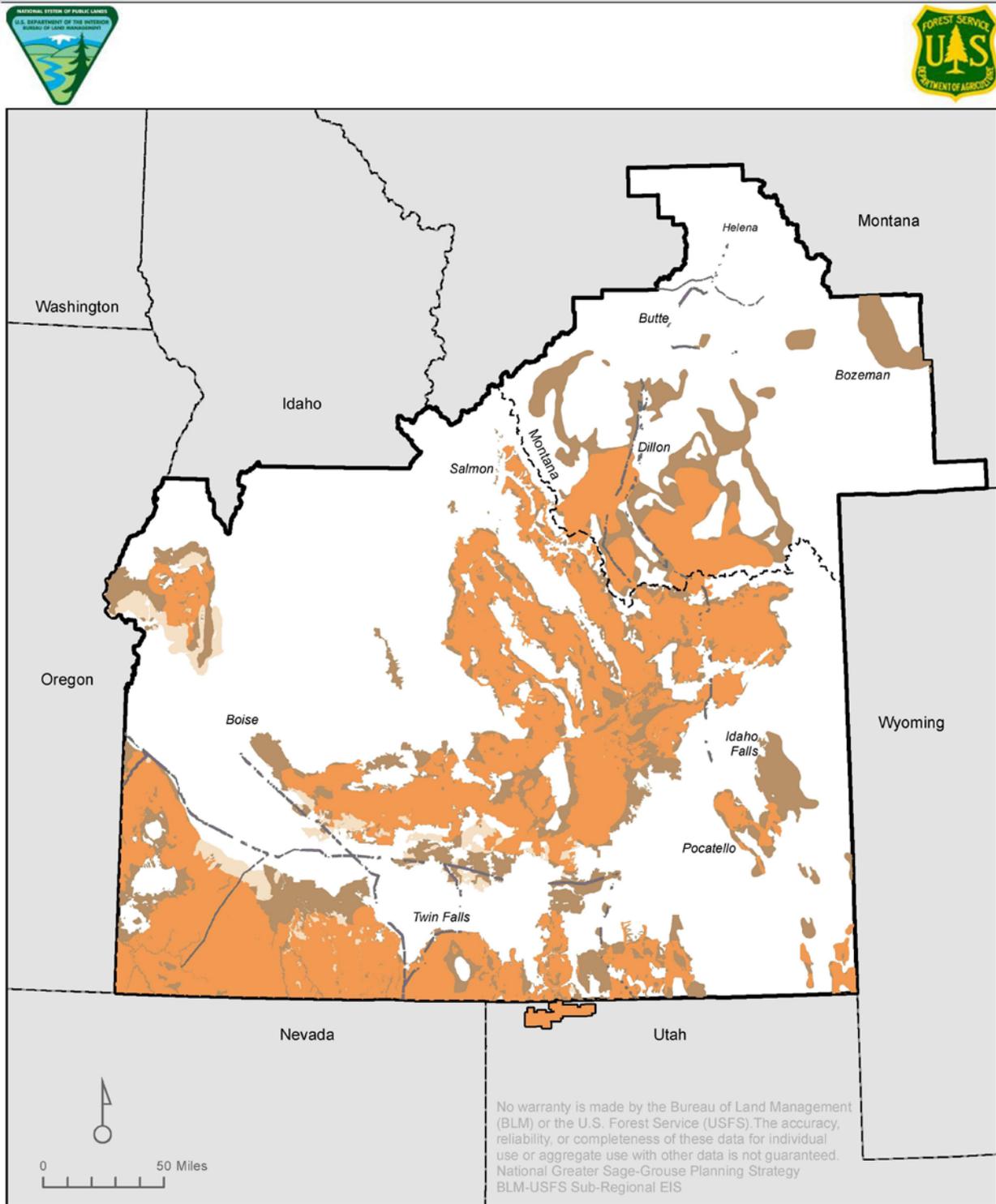
Figure 2-57
Alternative E: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations. In PPMA and IHZ, ROW actions within corridors can be considered.

- Existing Designated Utility Corridors
- Idaho Core Zone/ Montana Preliminary Priority Mgt. Area
- Idaho Important Zone
- Idaho General Zone/ Montana Preliminary General Mgt. Area
- Utah Habitat within SGMA
- Analysis Boundary

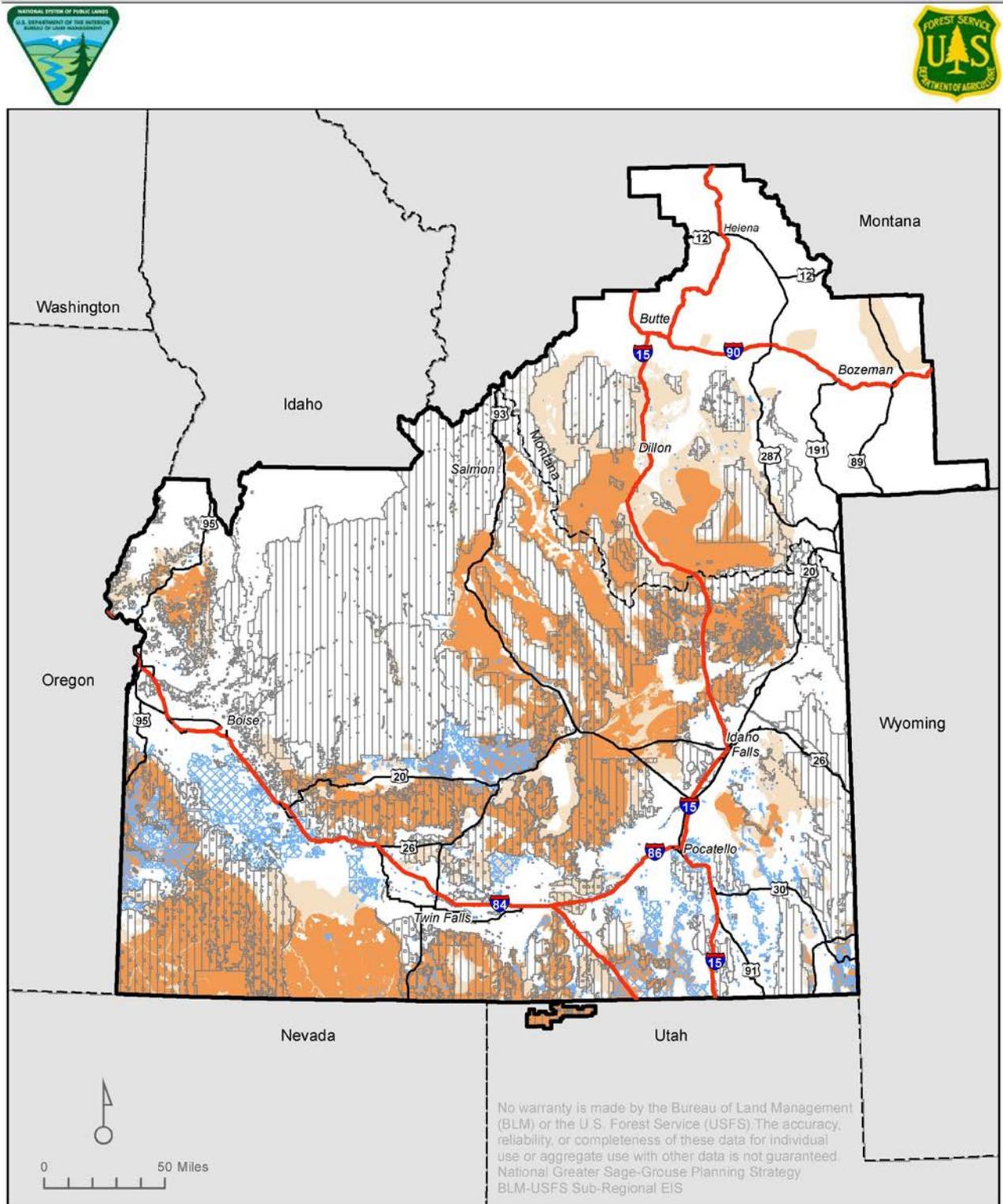
Figure 2-58
 Alternative F: Existing Designated Utility Corridors



Under this planning effort, there are no undesignations or changes to the character of previously existing designated corridors and there are no new proposed designations. In PPMA, ROW actions within corridors can be considered.

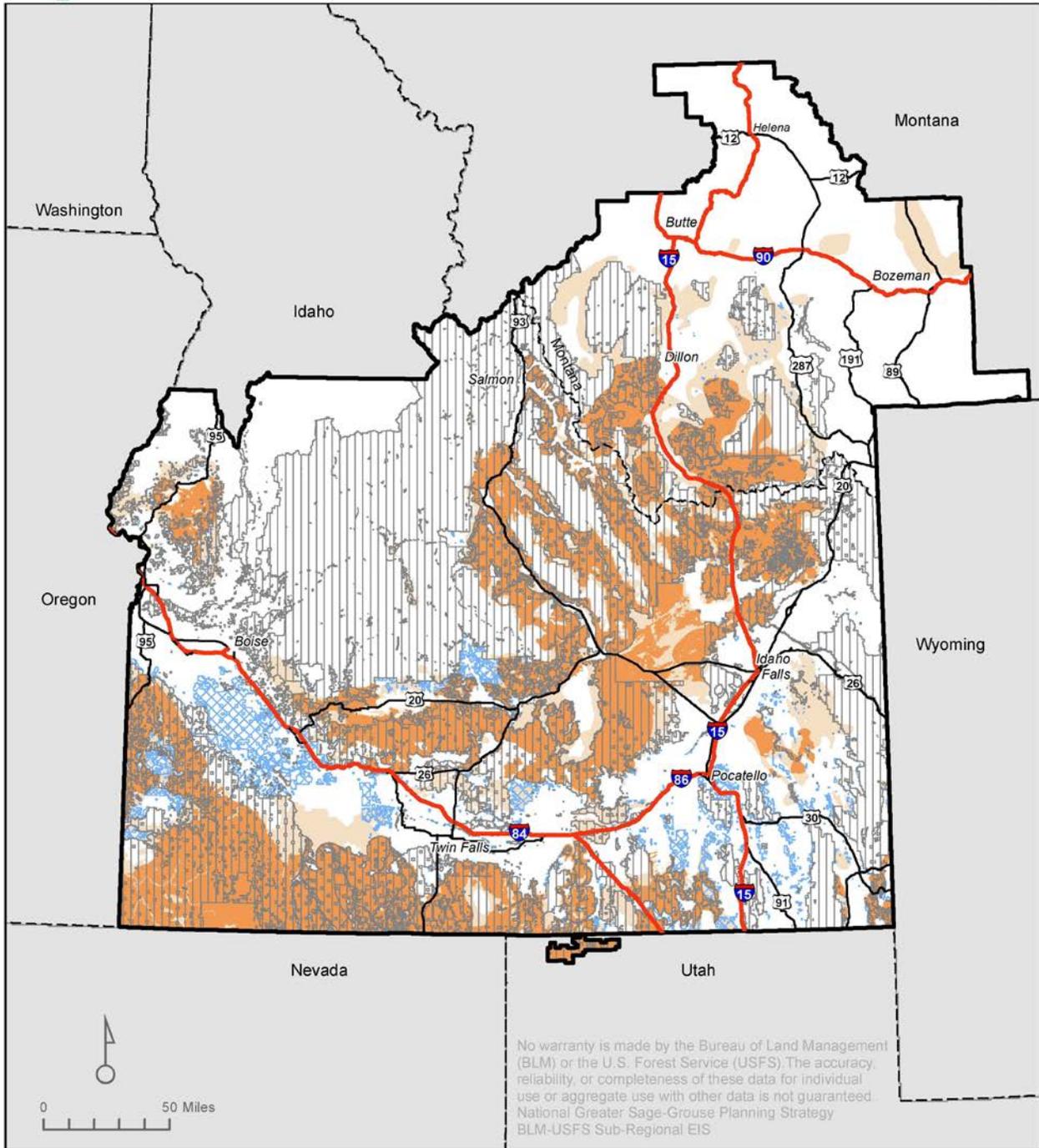
- Existing Designated Utility Corridors
- Preliminary Priority Management Area
- Preliminary General Management Area
- Preliminary Restoration Management Area
- Analysis Boundary

Figure 2-59
 Alternative A: Lands Identified for Disposal or Exchange



-  Lands Identified for Retention
 -  Lands identified for Disposal*
 -  Preliminary Priority Habitat
 -  Preliminary General Habitat
 -  Analysis Boundary
- (* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.)

Figure 2-60
Alternative B: Lands Identified for Disposal or Exchange



 Lands Identified for Retention

 Lands Identified for Disposal*

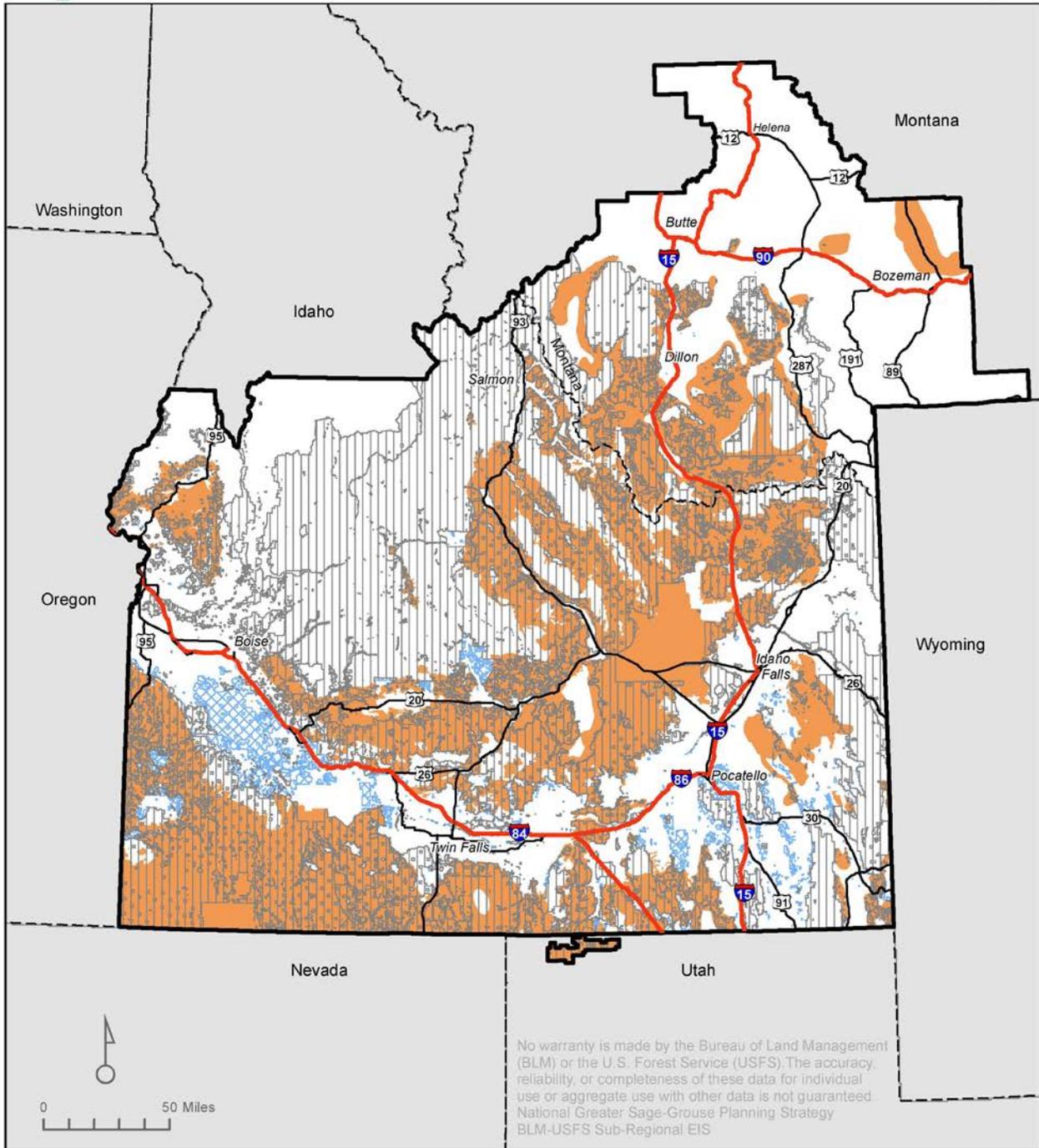
(* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.)

 Preliminary Priority Management Area

 Preliminary General Management Area

 Analysis Boundary

Figure 2-61
 Alternative C: Lands Identified for Disposal or Exchange



 Lands Identified for Retention

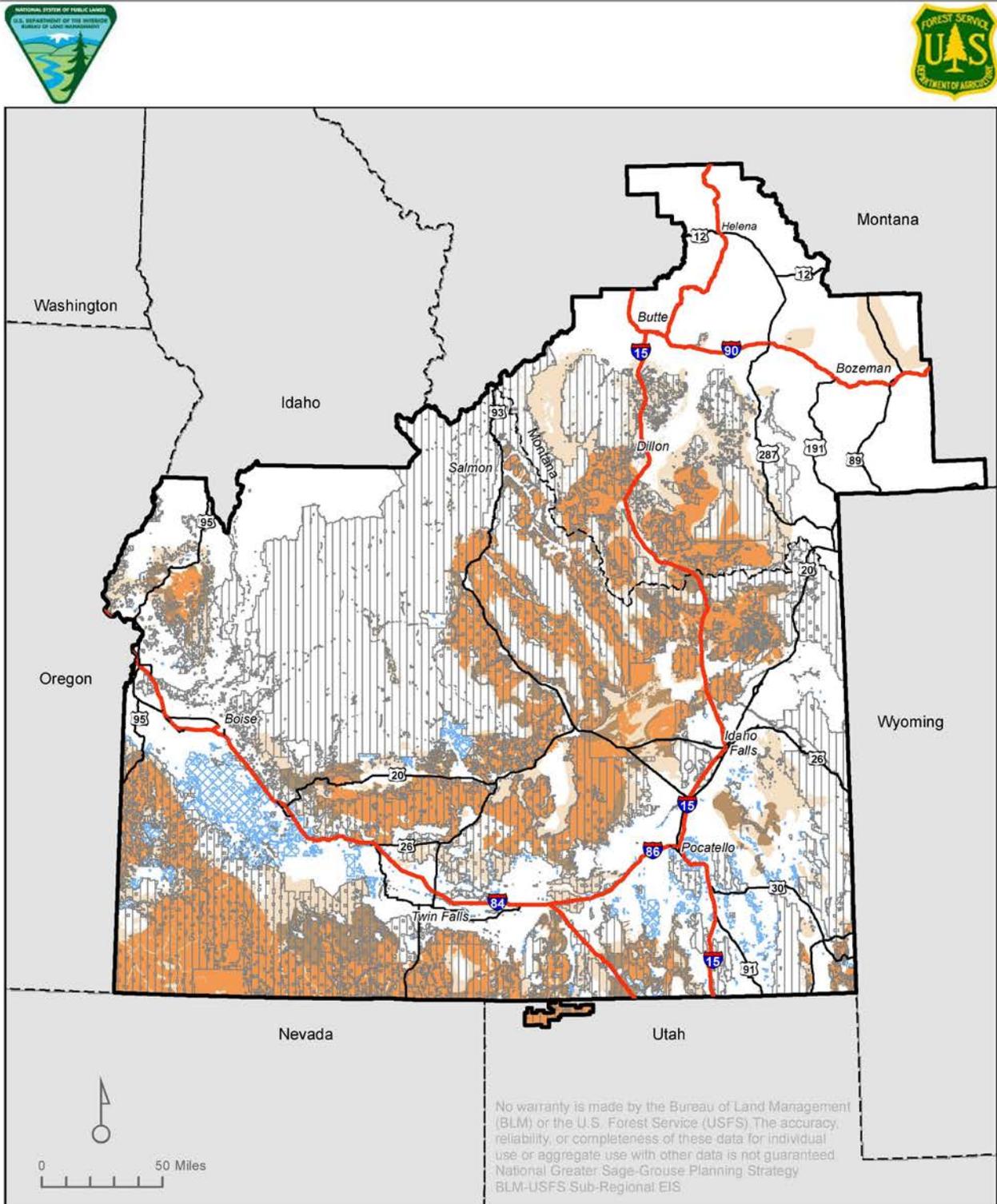
 Lands Identified for Disposal*

 Preliminary Priority Management Area

 Analysis Boundary

(* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.)

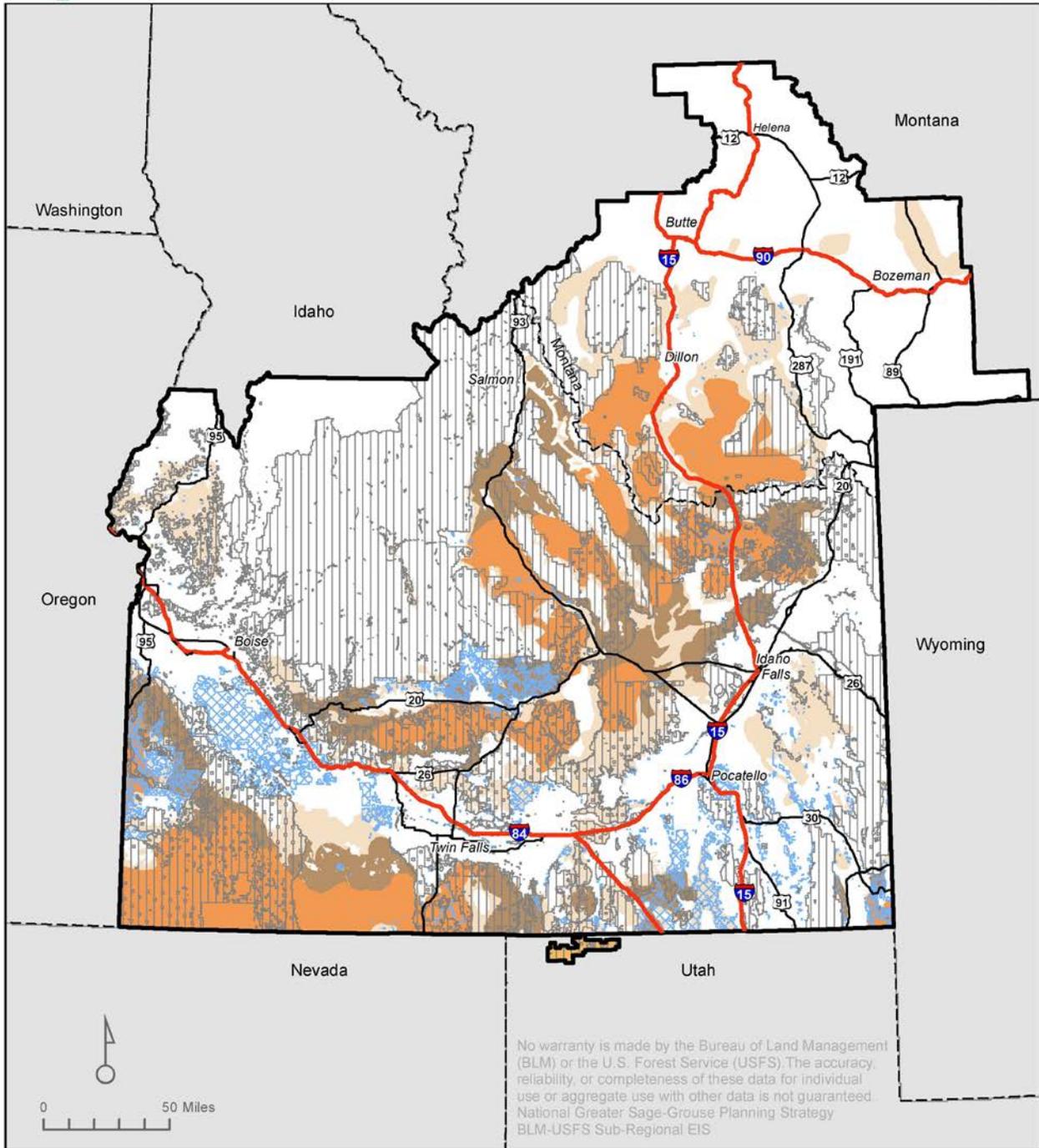
Figure 2-62
 Alternative D: Lands Identified for Disposal or Exchange



- | | | | |
|---|---|---|--------------------------------------|
|  | Lands Identified for Retention |  | Preliminary Priority Management Area |
|  | Lands identified for Disposal* |  | Preliminary Medial Management Area |
| | (* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.) |  | Preliminary General Management Area |
| | |  | Analysis Boundary |

All land would be retained, unless a land exchange would allow for additional or more contiguous federal ownership patterns within PPMA, PMMA, and PGMA.

Figure 2-63
 Alternative E: Lands Identified for Disposal or Exchange



 Lands Identified for Retention

 Lands Identified for Disposal*

(* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.)

 Idaho Core Zone/ Montana Preliminary Priority Mgt. Area

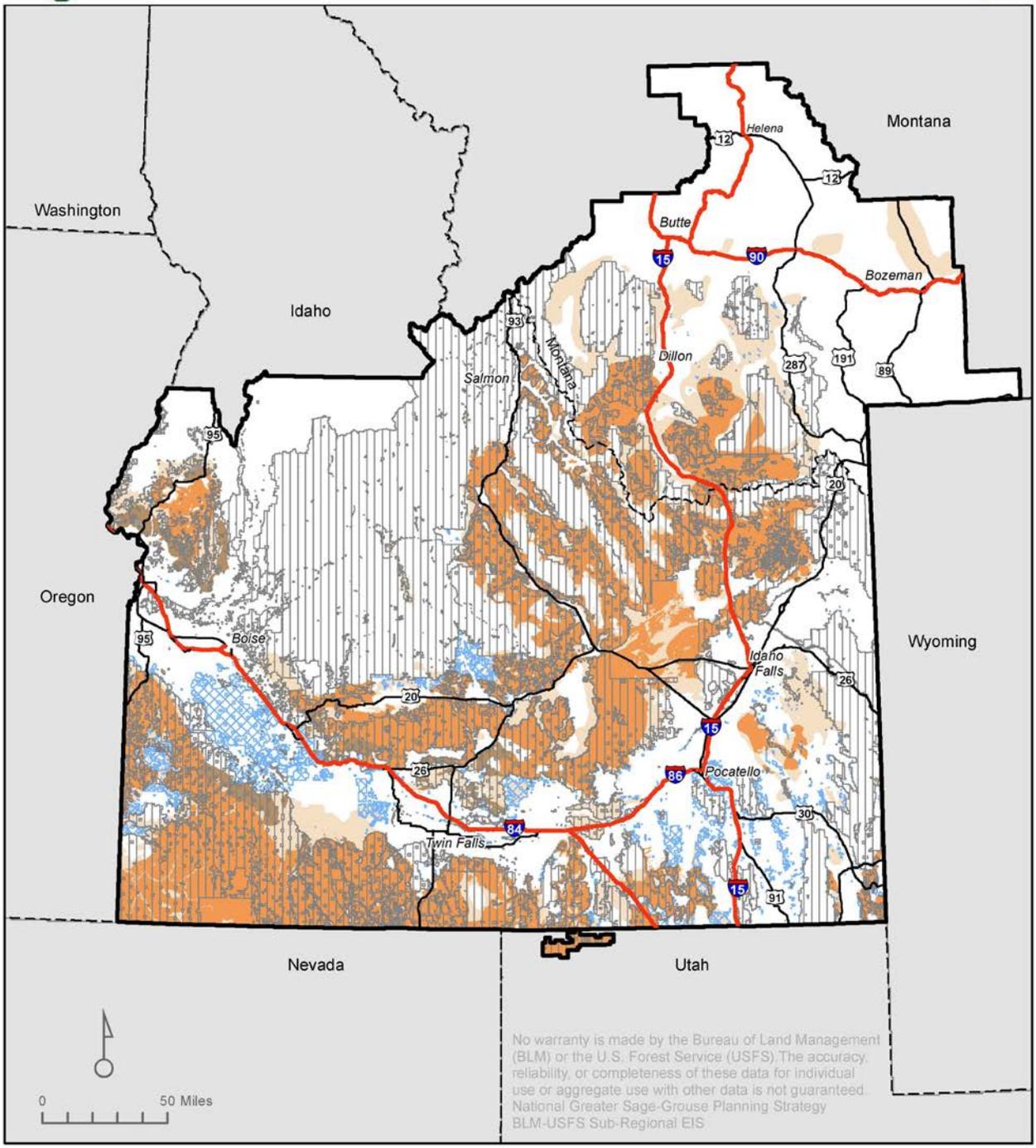
 Idaho Important Zone

 Idaho General Zone/ Montana Preliminary General Mgt. Area

 Utah Habitat within SGMA

 Analysis Boundary

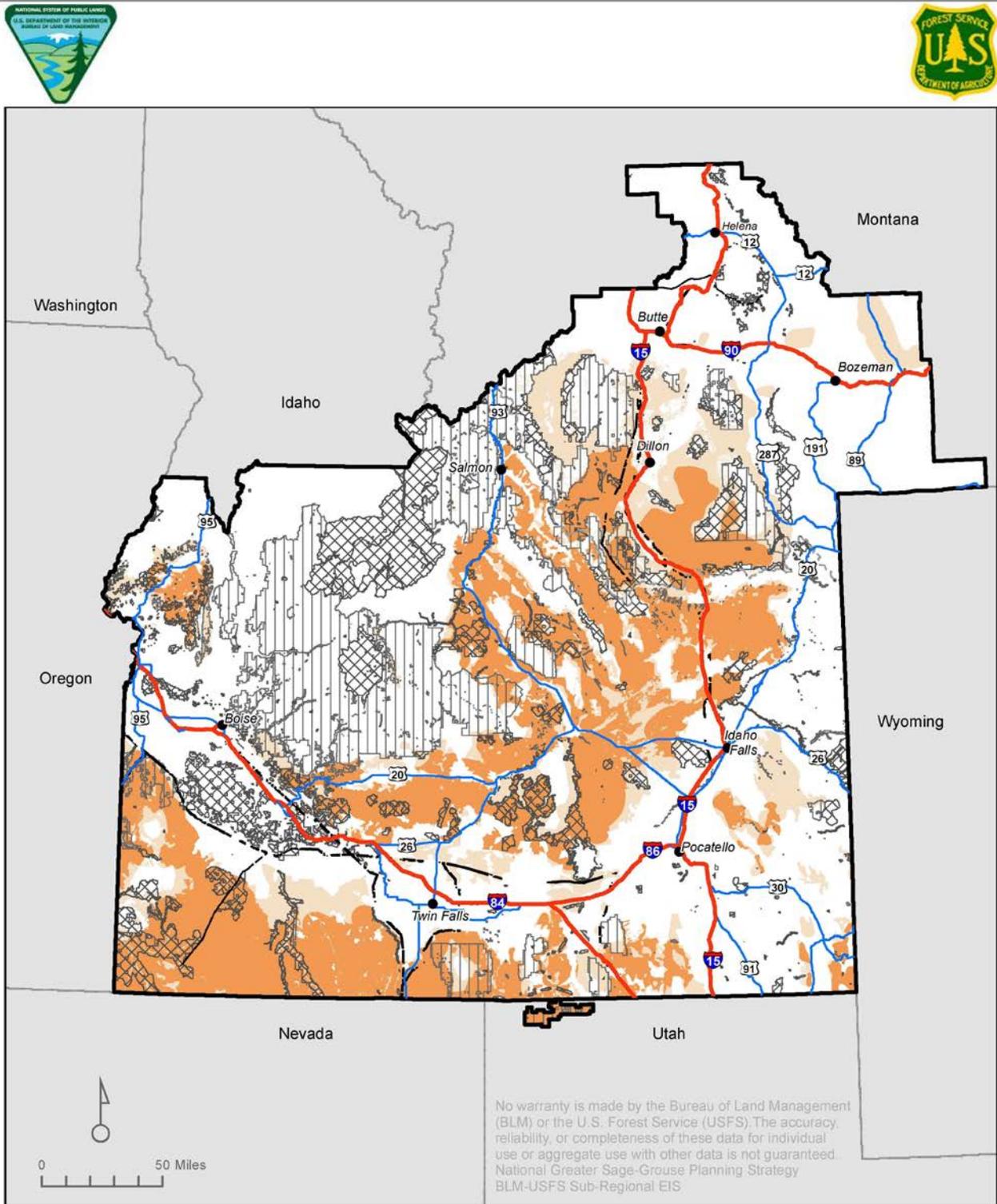
Figure 2-64
 Alternative F: Lands Identified for Disposal or Exchange



No warranty is made by the Bureau of Land Management (BLM) or the U.S. Forest Service (USFS). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed. National Greater Sage-Grouse Planning Strategy BLM-USFS Sub-Regional EIS.

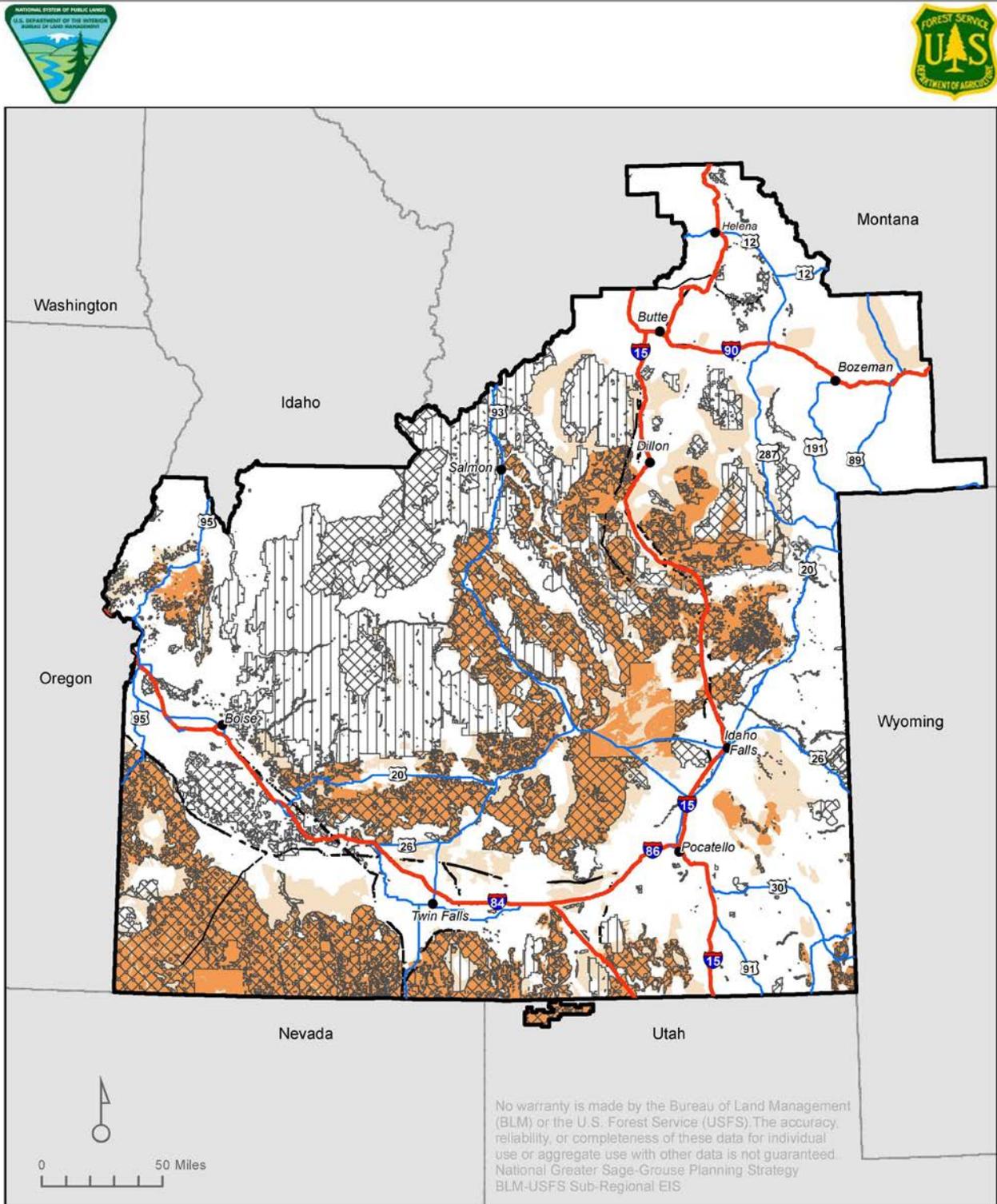
-  Lands Identified for Retention
 -  Lands Identified for Disposal*
 -  Preliminary Priority Management Area
 -  Preliminary General Management Area
 -  Preliminary Restoration Management Area
 -  Analysis Boundary
- (* Lands identified for either sale or exchange. Lands identified for sale are specifically described in existing landuse plans.)

Figure 2-65
 Alternative A: Right-of-way Exclusion and Avoidance Areas for Wind



- | | |
|-----------------------------|------------------------------|
| ROW Wind Constraints | Preliminary Priority Habitat |
| Avoidance | Preliminary General Habitat |
| Exclusion | Analysis Boundary |
| ROW Corridors | |

Figure 2-66
 Alternative B: Right-of-way Exclusion and Avoidance Areas for Wind

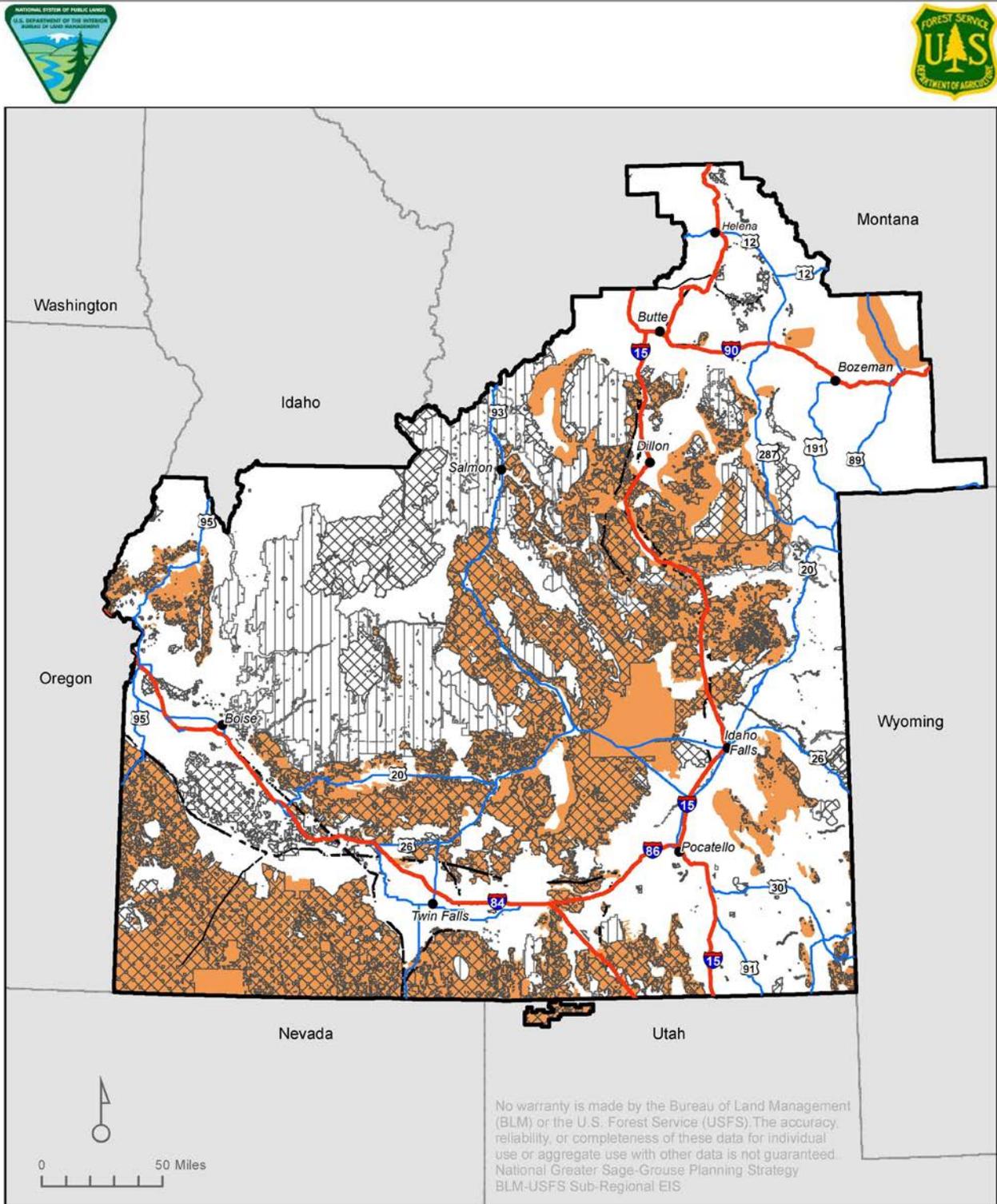


ROW Wind Constraints

-  Avoidance
-  Exclusion
-  ROW Corridors

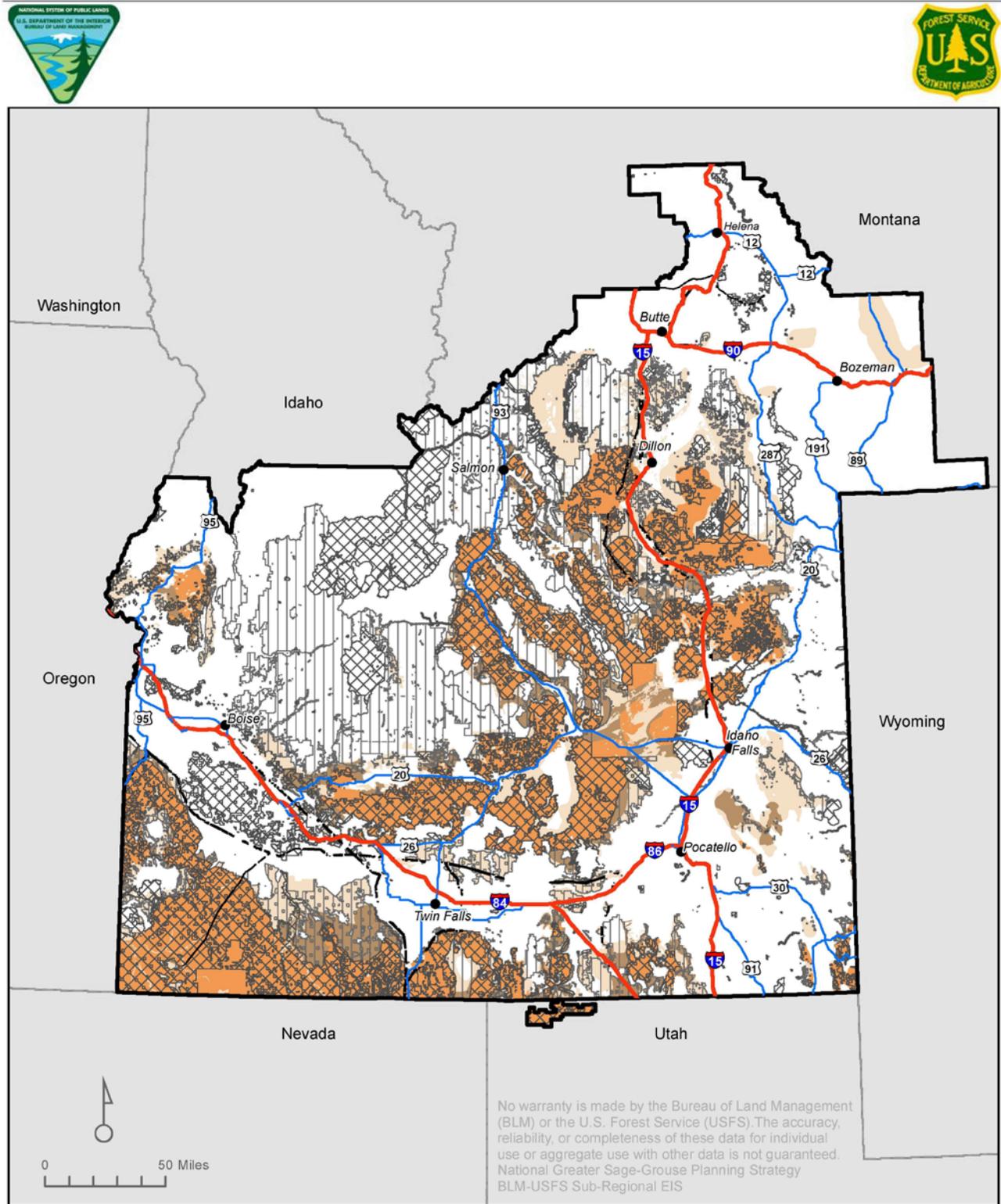
-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Analysis Boundary

Figure 2-67
 Alternative C: Right-of-way Exclusion and Avoidance Areas for Wind



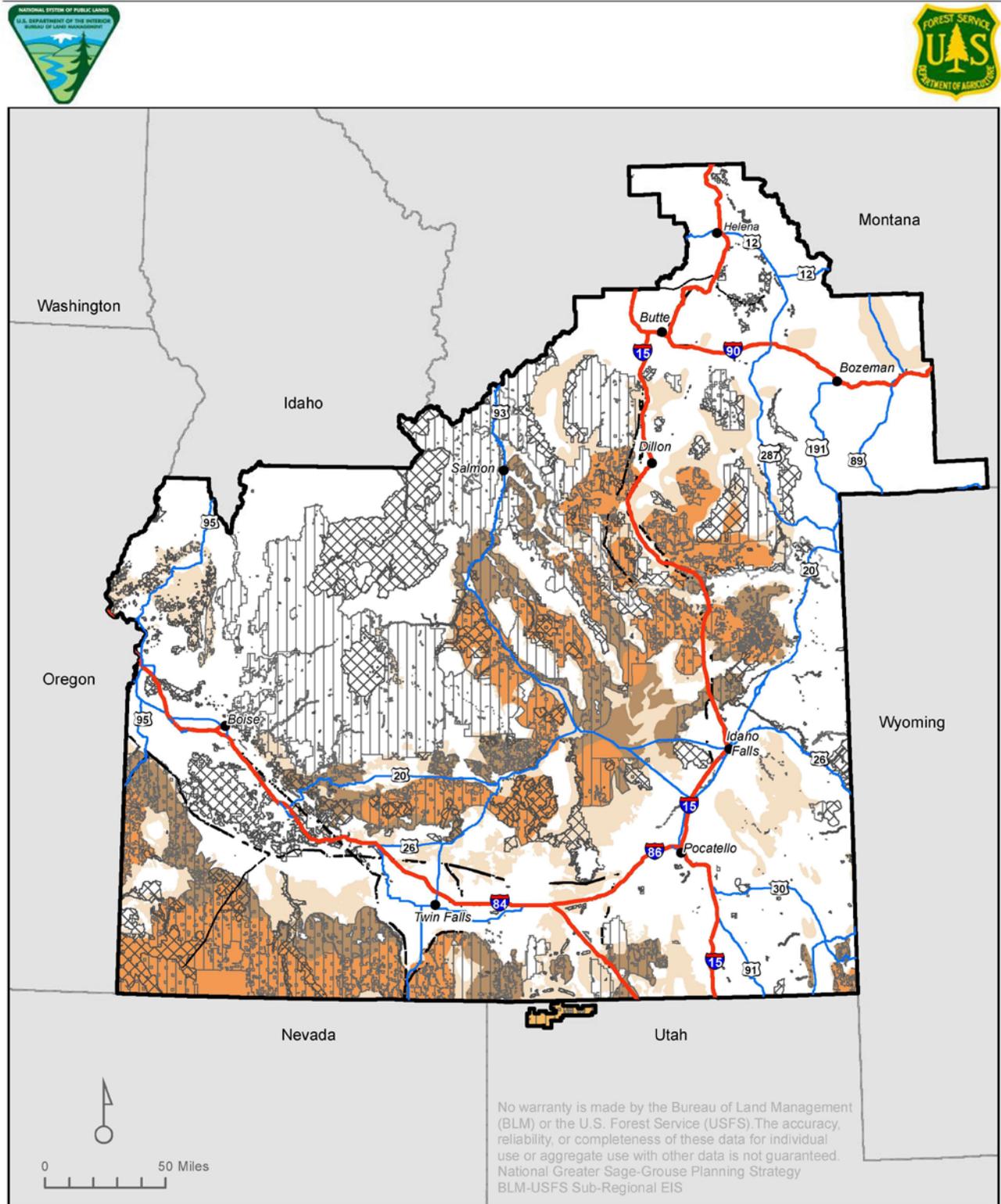
- | | |
|---|--|
| ROW Wind Constraints |  Preliminary Priority Management Area |
|  Avoidance |  Analysis Boundary |
|  Exclusion | |
|  ROW Corridors | |

Figure 2-68
 Alternative D: Right-of-way Exclusion and Avoidance Areas for Wind



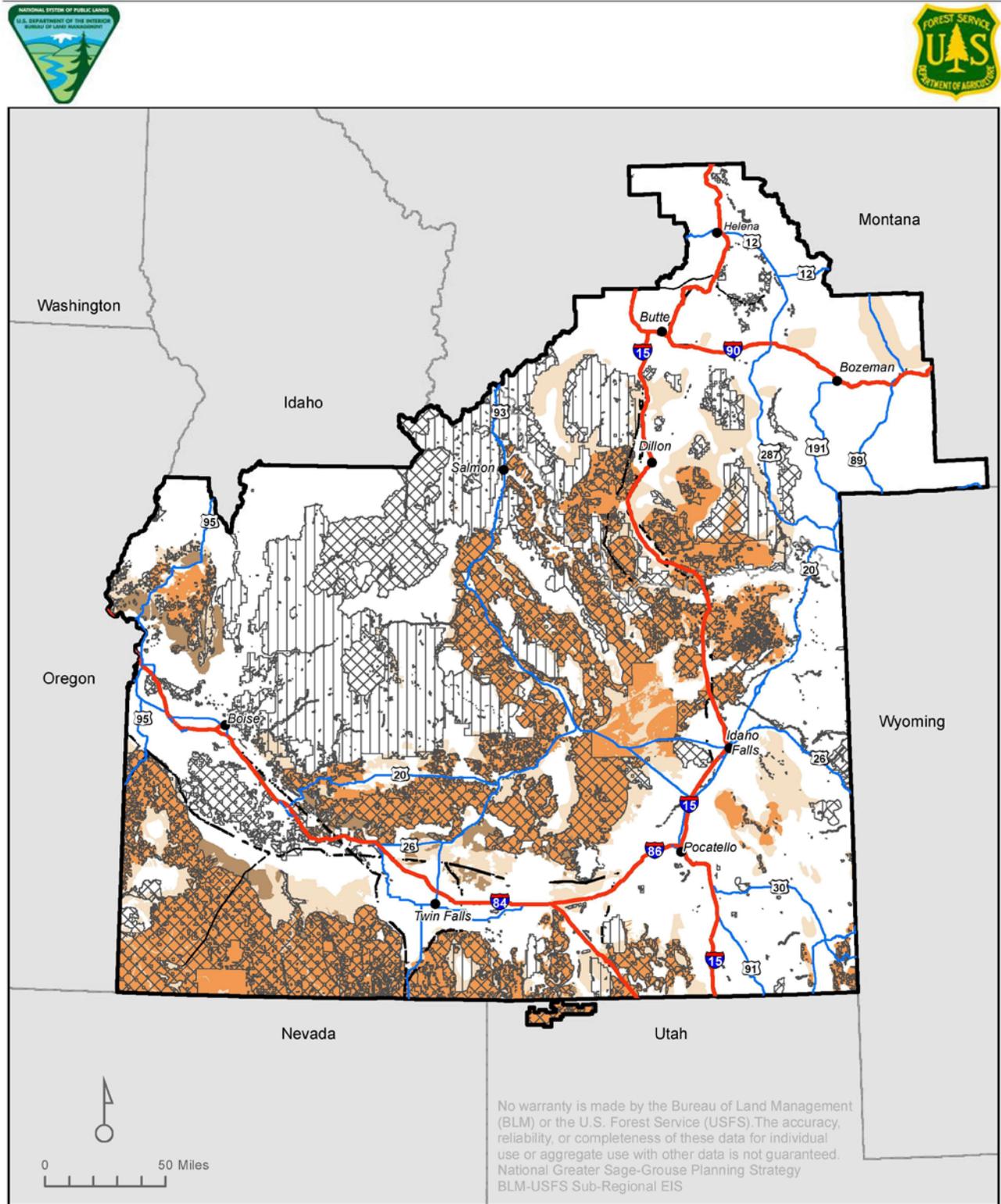
- | | |
|-----------------------------|--------------------------------------|
| ROW Wind Constraints | Preliminary Priority Management Area |
| Avoidance | Preliminary Medial Management Area |
| Exclusion | Preliminary General Management Area |
| ROW Corridors | Analysis Boundary |

Figure 2-69
Alternative E: Right-of-way Exclusion and Avoidance Areas for Wind



- ROW Wind Constraints**
- Avoidance
 - Exclusion
 - ROW Corridors
 - Idaho Core Zone / Montana Preliminary Priority Mgt. Area
 - Idaho Important Zone
 - Idaho General Zone / Montana Preliminary General Mgt. Area
 - Utah Habitat within SGMA
 - Analysis Boundary

Figure 2-70
 Alternative F: Right-of-way Exclusion and Avoidance Areas for Wind



ROW Wind Constraints

-  Avoidance
-  Exclusion
-  ROW Corridors

-  Preliminary Priority Management Area
-  Preliminary General Management Area
-  Preliminary Restoration Management Area
-  Analysis Boundary