

# **CHAPTER 1: INTRODUCTION**

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## 1.1 PURPOSE AND NEED FOR THE PLAN

### 1.1.1 Introduction

A Resource Management Plan (RMP) guides land and resource management decisions for land managed by the Bureau of Land Management (BLM). The preparation and adoption of an RMP by the BLM is a Federal action subject to the National Environmental Policy Act of 1969, as amended (NEPA). NEPA requires that an Environmental Impact Statement (EIS) be prepared for any Federal action that may significantly affect the human environment.

The Jarbidge Proposed RMP/Final EIS describes and analyzes a range of management alternatives for the public lands and resources managed by the BLM Twin Falls District, Jarbidge Field Office in south-central Idaho and northern Nevada (Map 1). Within the planning area, the BLM manages approximately 1,371,000 acres of public land surface (Map 2) and 1,497,000 acres of Federal mineral estate. The BLM manages 1,463,000 acres of livestock grazing in Elmore, Owyhee, and Twin Falls Counties in Idaho and Elko County in Nevada. Table 1-1 provides a summary of land ownership and management in the planning area. Decisions made and management direction taken in the approved Jarbidge RMP will apply to land and resources in the planning area according to the BLM's administrative authority and responsibility for those lands and resources. Management direction includes: goals, objectives, allocations, management actions, and the means for assessing the effectiveness of achieving goals and objectives.

**Table 1-1. Land Ownership and Management in the Planning Area**

	<b>Acres</b>
<b>Surface Ownership</b>	
BLM	1,371,000
Bureau of Reclamation <sup>A</sup>	100
Military	115,000
National Park Service	4,000
State of Idaho	78,000
Private/Other	244,000
<b>Total Acres</b>	<b>1,812,000</b>
<b>Subsurface Management</b>	
BLM	1,497,000
Other	315,000
<b>Total Acres</b>	<b>1,812,000</b>
<b>Livestock Grazing Management</b>	
BLM	1,371,000
Saylor Creek Training Range <sup>B</sup>	92,000
Other	349,000
<b>Total Acres</b>	<b>1,812,000</b>

<sup>A</sup> Managed by the BLM.

<sup>B</sup> Livestock grazing on the US Air Force (USAF) Saylor Creek Training Range outside of the Exclusive Use Area is managed by the BLM; livestock grazing management in the approved RMP will apply to those acres.

### 1.1.2 Purpose and Need for the Plan

The Federal Land Policy and Management Act (FLPMA) requires the BLM to “develop, maintain, and when appropriate, revise land use plans” (43 USC 1712[a]). In general, the purpose of this RMP is to provide a comprehensive framework for the BLM's management of public lands within the planning area and its allocation of resources pursuant to the multiple-use and sustained yield mandate of FLPMA. This RMP is needed in order to address a number of new issues that have arisen since the preparation of the 1987 Jarbidge RMP.

Specifically, the purpose of the Jarbidge RMP is to provide overall management and long-term direction for lands and resources administered by the Twin Falls District, Jarbidge Field Office that will:

- Maintain consistency with FLPMA, which includes:
  - Recognizing the nation's need for domestic sources of minerals, food, timber, and fiber from the public lands;
  - Preserving, where appropriate, lands in their natural condition;
  - Providing food and habitat for fish, wildlife, and domestic animals; and
  - Providing for outdoor recreation, human occupancy, and use;
- Ensure public lands are managed according to the principles of multiple use and sustained yield;
- Provide an overview of goals, objectives, and needs associated with public land management;
- Resolve multiple-use conflicts or issues between resource values and resource uses;
- Maintain or improve ecosystem functions;
- Promote diversity and resilience of biological resources including special status species;
- Preserve important cultural, historical, and physical resources;
- Provide opportunities for sustainable uses of public lands; and
- Address other issues and management concerns raised during the scoping process.

The revised Jarbidge RMP will be comprehensive in nature and will address specific issue categories identified through agency, interagency, and public scoping efforts.

The need to revise the Jarbidge RMP arose from numerous changes in circumstances since the current land use plan decisions were adopted in 1987. In 2001, an evaluation of the existing RMP concluded that there was a need for an updated plan (BLM, 2001a). The following list of specific factors illustrates the need for preparation of an updated RMP:

- Changes in ecological, social, and economic conditions;
- Changes in user demands and impacts that require new management direction;
- New laws, regulations, and policies that created additional public land management considerations; and
- Requirements identified in the September 30, 2005, Stipulated Settlement Agreement in the case of *Western Watersheds Project v. Ellis et al.* (Case No. CV-04-181-S-BLW) (D. Idaho).

This RMP may result in the continuation of some existing land use planning decisions and the development of new land use planning decisions for issues identified internally and through public scoping.

## 1.2 PLANNING AREA

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The Jarbidge RMP planning area boundary coincides with the boundary of the BLM Jarbidge Field Office. The boundary extends from the Bruneau River on the west to Salmon Falls Creek on the east, and from the Snake River on the north to the northern boundaries of the BLM Elko Field Office and the Humboldt-Toiyabe National Forest on the south (Map 1). It includes parts of Elmore, Owyhee, and Twin Falls Counties in south-central Idaho and Elko County in northern Nevada. Although these counties have a combined population of approximately 165,000 (US Census Bureau, 2013b), Hot Springs, Indian Cove, Murphy Hot Springs, Three Creek, and Roseworth are the only communities within the planning area; each has a population of less than 100 people.

The planning area is currently managed under the 1987 Jarbidge RMP and its 1990, 1998, and 2005 amendments. The boundary for the planning area has changed from the area covered by the 1987 RMP. Approximately 250,000 acres north of the Snake River, now in the Four Rivers Field Office, and approximately 40,000 acres to the northeast, now part of the Snake River Birds of Prey National Conservation Area, were included in the 1987 RMP, but are no longer part of the Jarbidge Field Office. In addition, approximately 13,000 acres were withdrawn in 1998 to create the USAF Juniper Butte Training Range. Approximately 4,000 acres were transferred to the National Park Service by the Arizona-Idaho Conservation Act (Public Law 100-696) in 1988 to create the Hagerman Fossil Beds National Monument. Acreage and other numbers in the 1987 RMP may not be directly comparable to the current planning effort due to these changes.

The planning area is located in the northern part of the Basin and Range Province of the Great Basin in Nevada and in the Snake River Plain, which lies in the southern portion of the Columbia River Basin in Idaho. The Columbia River Basin is the primary drainage basin in the northwestern United States and has a total drainage area of approximately 214,000 square miles (FWS, 1995). In July 1993, President Bill Clinton requested land management agencies develop a scientifically sound, ecosystem-based strategy for forest and rangelands east of the Cascade Mountains. The resulting Interior Columbia Basin Ecosystem Management Project (ICBEMP) increased the scientific understanding of ecosystem processes and functions in the basin and led to a better awareness that many forest, range, riparian, and aquatic ecosystems are becoming less resilient and, as a result, some plant and animal species dependent on these ecosystems are declining (Quigley and Arbelbide, 1997; Wisdom et al., 2000). ICBEMP provides a regional framework for public lands management throughout the Columbia River Basin and is being used as a reference in the revision of the Jarbidge RMP.

The planning area is known for its geology of broad, gently rolling plateau lands with deeply incised rivers, which provide a variety of scenic values and habitats used by numerous fish, plant, and wildlife species. The majority of the planning area supports sagebrush steppe and seeded grasslands, mostly from fire rehabilitation projects. Water availability influences the distribution of plant communities and is based on the rain shadow effect, distribution of soil types, slope, and aspect. Dry lowland areas support salt desert shrub communities, which change to sagebrush steppe with increasing elevation and moisture. At higher elevations, juniper, aspen, and mountain mahogany are present. A few areas contain limber pine and subalpine fir. Surface water is generally limited to scattered perennial springs and creeks. Creeks are typically located in the deeper draws and canyons.

## 1.3 SCOPING/ISSUES

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### 1.3.1 Issues Addressed

Planning issues are topics where there are substantial, often mutually exclusive, differences in opinion as to how a resource or use should be managed. They reflect trade-offs associated with different land management strategies. Because resources and uses within the planning area are interdependent, issues often overlap. Issues were used to help develop alternatives in the Jarbidge Draft RMP/EIS. The Draft RMP/EIS also identifies management direction and analyzes impacts to topics not identified as planning issues. Management direction for these topics is provided as required by BLM Handbook H-1601-1, Land Use Planning, and generally does not vary by alternative, except as the topics relate to planning issues.

The planning issues for the Jarbidge RMP resulted from concerns expressed during tribal consultation and internal and external scoping. Preliminary planning issues were presented for public review and comment in the January 2006 Notice of Intent (71 FR 1551). The BLM solicited additional public comments through scoping meetings, RMP newsletters, and the RMP website. The concerns expressed by the public were briefly summarized in the Scoping Report for the Jarbidge Resource Management Plan (BLM, 2006a), and a set of draft planning issues were presented in the January 2007 RMP newsletter. The BLM continued to receive scoping comments from the public throughout the development of the Draft RMP/EIS. Internal scoping occurred through formal and informal meetings of the RMP Interdisciplinary Team. The Analysis of the Management Situation for the Jarbidge Resource Management Plan illustrates many of the concerns raised through internal scoping (BLM, 2007a).

All comments and concerns expressed during the scoping process were considered in the development of the planning issues for the Jarbidge RMP; this section presents those planning issues in greater detail. Each planning issue is followed by a summary of the major concerns regarding that issue expressed during scoping. A series of planning questions were developed for each issue to help characterize the major components of the issue; the answer(s) to each question varies by one or more alternatives. Finally, to help the reader quickly identify how each issue is addressed throughout the alternatives, a list of the key differences between alternatives is presented.

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#### 1.3.1.1 Issue 1: Vegetation (Upland and Riparian)

##### Issue 1a: Fuels Treatment, Fire Rehabilitation, and Fire Suppression

###### Concerns Expressed During Scoping

- Restore vegetation to native plant communities to reduce the threat of fire.
- Restore natural processes to native and non-native plant communities to reduce the threat of fire.
- Seed non-native perennials in targeted areas to reduce the threat of fire.
- Increase permitted livestock grazing use to reduce the threat of fire.
- Use targeted grazing, prescribed fire, greenstrips, or brush treatments to reduce fuels.
- Do not use targeted grazing, prescribed fire, greenstrips, or brush treatments to reduce fuels.
- Implement fuels treatments to protect Wildland Urban Interface (WUI).
- Only implement fuels treatments in WUI if private landowners have treated their own property.
- Do not build new or temporary fences in burned areas and pull livestock back to existing fences after fire.
- Use temporary fences to address long-term management goals.
- Specify removal dates for temporary facilities.
- Realign or reconfigure permanent fences after fire to reduce impacts to wildlife.
- Suppress fires using Appropriate Management Response.
- Designate the planning area for full suppression.
- Focus suppression efforts in areas of high ecological value, such as Greater sage-grouse (sage-grouse) habitat, and areas at risk to invasion by noxious weeds and invasive plants.
- Aggressively suppress fires in the northern third of the planning area.

**Planning Questions**

- What types of fuels treatments will be implemented?
- Where will fuels treatments be focused?
- What role will temporary facilities play in fire rehabilitation?
- Which areas will have the highest priority for fire suppression?

**Key Differences between Alternatives**

- Types and amount of fuels treatments,
- Focus areas for fuels treatments,
- Constraints on temporary facilities, and
- Critical suppression areas.

**Issue 1b: Habitat for Fish, Wildlife, and Special Status Plants and Animals****Concerns Expressed During Scoping**

- Focus vegetation management on fish and wildlife concerns.
- Focus vegetation management on livestock concerns.
- Focus restoration activities on maintaining existing habitat instead of increasing potential habitat.
- Restore the entire planning area to its original natural condition.
- Improve special status species habitat.
- Maintain special status species habitat at the minimum level required to sustain the species.
- Maintain or restore riparian areas and wetlands to meet or exceed proper functioning condition.
- Maintain a mosaic of riparian functional ratings.
- Maintain, restore, or connect sagebrush habitats.
- Thin dense sagebrush stands.
- Restore areas through active vegetation treatments.
- Restore areas by managing uses.
- Use only native species in restoration activities.
- Consider using non-native species in restoration activities.
- Use targeted grazing as a tool in restoration activities.
- Do not use targeted grazing as a tool in restoration activities.
- Require rest after restoration activities.
- Do not restrict uses after restoration activities.
- Manage access and uses to benefit fish, wildlife, and special status species.
- Manage access and uses to benefit commodity use.
- Restore annual plant communities and seedings to native communities.
- Maintain existing seedings and convert annual plant communities to seedings.
- Emphasize prevention of new invasions over control of existing populations of noxious weeds and invasive plants.
- Emphasize control of existing populations of noxious weeds and invasive plants over prevention of new invasions.
- Maintain sage-grouse habitat at the minimum level required to sustain the species.
- Improve, maintain, restore, or connect sagebrush habitats for sage-grouse.

**Planning Questions**

- What are the desired outcomes for upland and riparian vegetation?
- What tools will be used to achieve the desired outcomes for upland and riparian vegetation?
- What strategies will be used to address noxious weeds and invasive plants?
- What types of restoration treatments will be implemented?
- Which areas have a high priority for restoration activities?
- What restrictions on uses will be used to minimize impacts to fish and wildlife?
- How will BLM management activities and authorized and allowed uses be managed to protect special status species and their habitats?

### **Key Differences between Alternatives**

- Desired outcomes for upland and riparian vegetation,
- Tools used to achieve desired outcomes,
- Strategies to address noxious weeds and invasive plants,
- Priorities for restoration activities,
- Use restrictions to benefit fish and wildlife, and
- Constraints on BLM management activities and authorized and allowed uses in special status species habitat.

## **Issue 1c: Livestock Forage**

### **Concerns Expressed During Scoping**

- Increase the amount of forage allocated to livestock and decrease the allocation to wildlife and watershed.
- Maintain the amount of forage allocated to livestock, wildlife, and watershed.
- Decrease the amount of forage allocated to livestock and increase the allocation to wildlife and watershed.
- Maintain the amount of forage allocated to wild horses.
- Do not allocate forage to wild horses.
- Allocate 100% of shrub and forb production to watershed and wildlife.
- Allocate 50% of shrub and forb production to watershed and wildlife.
- Maintain or improve existing non-native perennial communities.
- Remove or restore non-native perennial communities.
- Increase the acres of non-native perennial communities.
- Use vegetation treatments, including brush control, to improve or increase forage for livestock.
- Do not treat vegetation solely to improve or increase forage for livestock; do not allow brush control or monoculture seedings.

### **Planning Questions**

- How much vegetation will be allocated to watershed, wildlife, wild horses, and livestock?
- How will non-native perennial communities be managed?
- What vegetation treatments will be allowed for maintaining, improving, or increasing forage for livestock?

### **Key Differences between Alternatives**

- Amount of grass, shrub, and forb production allocated to watershed, wildlife, wild horses, and livestock;
- Management for non-native perennial communities; and
- Vegetation treatments to maintain, improve, or increase forage for livestock.

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## **1.3.1.2 Issue 2: Livestock Grazing**

### **Concerns Expressed During Scoping**

- Grazing should be allowed.
- Grazing should not be allowed.
- Limit domestic sheep grazing.
- Allow grazing in the majority of the planning area.
- Do not allow grazing in large portions of the planning area.
- Eliminate grazing in sensitive or degraded areas.
- Eliminate grazing in the least damaged areas.
- Eliminate or reduce grazing in areas with resource concerns such as sage-grouse, California bighorn sheep (bighorn sheep), wild horses, special designations, weeds, riparian areas, and highly erodible soil.
- Allow grazing in bighorn sheep habitat.
- Manage livestock grazing to optimize utilization of forage.

- Manage livestock grazing to protect vegetation and wildlife.
- Minimize the impacts of grazing on water quality, weeds, wildlife, and vegetation.
- Allow grazing year round.
- Do not allow grazing year round.
- Do not allow grazing during the winter or during breeding and nesting periods for sage-grouse and migratory birds.
- Remove range infrastructure.
- Do not allow more range infrastructure.
- Maintain or increase range infrastructure to improve livestock management.
- Modify range infrastructure to reduce impacts to wild horses, wildlife, watershed, soil, visual resources, and other uses.
- Avoid decisions that may harm the financial well-being of the ranching community.
- Spend more money on restoration and habitat enhancement than grazing management.
- Recognize grazing as part of the custom, culture, and economy of rural communities within the planning area.
- Recognize the social and economic value of non-commodity resources.

#### **Planning Questions**

- What areas are available for livestock grazing?
- How will livestock grazing be managed to meet the Idaho Standards for Rangeland Health and Guidelines for Livestock Management?
- What constraints will be placed on livestock grazing?
- What range infrastructure will be allowed?
- How will range infrastructure be managed to improve livestock management and benefit resources?

#### **Key Differences between Alternatives**

- Number of acres available for grazing,
- Constraints on livestock grazing management, and
- Constraints on range infrastructure.

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### **1.3.1.3 Issue 3: Recreation**

#### **Concerns Expressed During Scoping**

- Allow motorized recreation throughout the planning area.
- Close large areas to motorized vehicle use and eliminate cross-country travel.
- Provide opportunities for different types of motorized recreational uses and experiences.
- Emphasize and expand non-motorized recreational opportunities.
- Minimize impacts to resources from recreation.
- Minimize user conflicts (i.e., motorized vs. non-motorized, public land vs. private land).
- Maximize commercial recreation opportunities.
- Prohibit organized off-highway vehicle events in the Saylor Creek Wild Horse Herd Management Area and special status species habitat.
- Maintain, improve, or increase campgrounds, trails, and recreation facilities.
- Special Recreation Management Areas (SRMAs) should be designated.
- SRMAs should not be designated.

#### **Planning Questions**

- Where will motorized recreation be allowed?
- What constraints will be placed on recreational activities?
- How will special recreation permits (SRPs) be managed?
- Where will SRMAs be designated?

#### **Key Differences between Alternatives**

- Number of acres with open, limited, and closed motorized travel designations;

- Constraints for recreational activities;
- Constraints on SRPs; and
- SRMAs.

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#### ***1.3.1.4 Issue 4: Energy Development Concerns Expressed During Scoping***

- Prohibit wind energy projects and utility corridors.
- Allow wind energy projects and utility corridors.
- Do not allow wind energy projects and utility corridors in key habitats (i.e., sage-grouse habitat).
- Allow wind energy projects and utility corridors throughout the planning area.
- Minimize impacts to resources, values, and existing uses from energy development.

#### ***Planning Questions***

- How much energy development will be allowed?
- Where will energy development be allowed?
- What constraints will be placed upon energy development?

#### ***Key Differences between Alternatives***

- Acres open to energy development,
- Location of energy development areas, and
- Constraints for energy development activities.

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#### ***1.3.1.5 Issue 5: Areas of Critical Environmental Concern Concerns Expressed During Scoping***

- Re-designate existing Areas of Critical Environmental Concern (ACECs).
- Do not re-designate existing ACECs.
- Designate various numbers of new ACECs.
- Do not designate new ACECs.
- Modify ACEC boundaries.
- Use ACEC designation to protect unfragmented native vegetation; wildlife habitat; special status species; paleontological, archaeological, and historic sites; geologic features; and other resource values.
- Do not use ACEC designation to protect critical habitat.
- Designate ACECs of sufficient size to protect ecosystems.
- Do not designate ACECs that limit multiple uses.

#### ***Planning Question***

- Which existing and nominated ACECs will be designated?

#### ***Key Difference between Alternatives***

- Designated ACECs.

### **1.3.2 Issues Considered but Eliminated from Detailed Study**

A number of comments were submitted regarding issues and concerns that are not addressed in the RMP because they can be addressed through policy or administrative action or because they are beyond the scope of the Jarbidge RMP. Comments on these items are valuable and appreciated, even though they will not be directly addressed in the RMP. These comments will be considered where appropriate when decisions are made on implementation plans, proposed projects, or day-to-day management.

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#### ***1.3.2.1 Issues beyond the Scope of the Plan***

Certain comments were beyond the scope of the RMP. This included comments that were requests for actions beyond the BLM's authority or jurisdiction. For example, some participants requested that "authority" or "deference" be granted to Local Sage-Grouse Working Groups; while this is not within the

BLM's authority, the BLM coordinates with the groups and their recommendations were considered when developing alternatives and analyzing impacts. Several comments requested actions on issues that are managed by other Federal or State agencies, such as water rights, hunting seasons, fish stocking, wildlife reintroductions, animal control, and critical habitat designation, while other comments requested items that would require Congressional action (e.g., wilderness designation). Also included in this category were requests for action on public lands outside the planning area, on lands not managed by the BLM in the planning area, or on issues that do not occur in the planning area. The Jarbidge RMP will not establish management for any of these situations.

Some comments were classified as beyond the scope of the RMP because they would be more appropriately addressed at the implementation level. These were often site-specific requests for particular projects. For example, there were several requests for specific range infrastructure and specific seasons of use and permitted use for livestock; these topics are discussed at a more general level in the RMP. There were also requests for using specific grazing use indicators and criteria (e.g., utilization, bank and surface alteration, stubble height) and specific livestock grazing management tools (e.g., grazing systems, herding, kind of livestock, stocking rates, rest, changing allotment boundaries) in specific areas or situations; these, too, are discussed at a more general level in the RMP.

Many comments were about prescribed fire, fuels treatments, and fire rehabilitation. Guidelines and criteria for these and other types of vegetation treatment methods (e.g., mechanical, chemical, biological) are discussed in the RMP as part of the toolbox for vegetation management, but site-specific projects will be addressed at the implementation level or in response to a specific wildland fire.

There were multiple requests for the BLM to include a detailed travel management plan, including road and trail designation, route closures, signage, and road maintenance within the RMP. The RMP addresses travel and transportation management planning at a broader scale, including travel designations (i.e., open to cross-country motorized vehicle use, limited to designated routes or ways, closed to motorized vehicle use), Travel Management Areas, and criteria for route designation; however, the Travel Management Plan will be completed after the signing of the Record of Decision (ROD) for the Jarbidge RMP.

There were also comments requesting specific procedures, such as data collection, analysis, mitigation, and adaptive management, for unspecified future implementation-level actions; these are discussed in the context of management actions that will guide future implementation-level actions.

Other comments were considered beyond the scope of the RMP because they were requests for data collection or analysis that are not required in or are not relevant to the RMP.

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### ***1.3.2.2 Issues Addressed through Administrative or Policy Action***

Some comments would be more appropriately addressed by administrative action or current laws, regulations, or policies. For example, comments suggesting improving communications between the BLM and the public, collaborating with the public and other agencies, repairing broken signs, correcting mapping errors, or verifying property boundaries can be addressed administratively in day-to-day management. Other topics in this category include: law enforcement, BLM administrative boundaries, seed collection, monitoring, recreation site maintenance, and road maintenance agreements.

Similarly, the concerns expressed in some comments can be addressed through current laws, regulations, or policies. Several comments provided suggestions for how to conduct the social and economic analyses for the RMP; while their suggestions were considered, the RMP's social and economic analyses follow the process outlined in BLM Handbook H-1601-1 as agreed to in the Stipulated Settlement Agreement. There were also multiple comments regarding management of livestock grazing that are addressed by the BLM's grazing regulations and policies (e.g., ownership of range infrastructure, enforcement of grazing permit terms, qualifications for grazing permits, retirement of grazing permits, and grazing fees). Other concerns that can be addressed by law, regulation, or policy include: BLM procedures and processes, the NEPA documentation required for specific actions subsequent to the

ROD, timeframes for Emergency Stabilization and Burned Area Rehabilitation plans, and bonding for authorized uses.

Finally, some comments were not addressed in the RMP because it would be contrary to current law, regulation, or policy. This includes requests such as making land use plan level decisions through implementation-level plans, redefining terminology related to transportation, prescribing specific post-fire rest timeframes, and not recognizing valid existing rights. Not addressing wilderness characteristics in the RMP would conflict with direction in BLM Handbook H-1601-1. Requests for management of Wilderness Study Areas (WSAs); eligible, suitable, or designated Wild and Scenic Rivers; and the Oregon National Historic Trail that would be inconsistent with policy were not addressed. Lastly, BLM policy does not allow for designating new WSAs or updating the special features of WSAs in the land use planning process.

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### ***1.3.2.3 Issues Addressed through Separate Environmental Analysis***

Some comments suggested the following project-level proposals be addressed through the RMP process.

#### **China Mountain Wind Energy Project**

The China Mountain Wind Energy Project has been deferred until the Idaho/southwest Montana Sub-regional Sage-Grouse Plan Amendment and the Jarbidge RMP have been completed.

#### **Gateway West Transmission Project**

Idaho Power and Rocky Mountain Power submitted a right-of-way (ROW) application to the BLM requesting authorization to construct, operate, maintain, and decommission electric transmission lines on public lands. The Gateway West Transmission Project with a capacity of 1,500 megawatts, is planned from Glenrock, Wyoming to the Hemingway Substation, approximately 20 miles southwest of Boise, Idaho. The project is approximately 1,000 miles long and composed of nine 500 kilovolt (kV) segments and one 230 kV segment. This applicant-driven project is being analyzed separately from the Jarbidge Proposed RMP/Final EIS. The Final EIS for the Gateway Transmission Project was released on April 26, 2013. Review of the Gateway West Transmission Project is considering the specific environmental impacts of that project and mitigation to address those impacts. The BLM could consider the proposed Gateway West Transmission Project under any of the alternatives analyzed in this document because the Final EIS is analyzing the impacts of a range of goals, objectives, allocations, and management actions. The revised Jarbidge RMP is not intended to approve or deny any specific proposals. The impact of the portion of the Gateway West Transmission Project located within the planning area is not anticipated to exceed the limits of the landscape-level analysis included in the range of alternatives included in this Final EIS.

## 1.4 PLANNING CRITERIA AND CONSTRAINTS

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Planning criteria guide the development of an RMP, ensure it is tailored to the identified issues, and deter unnecessary data collection and analysis. Planning criteria also streamline the plan's preparation; establish standards, rules, and measures to be used; guide and direct the resolution of issues through the planning process; and indicate factors and data that must be considered in making decisions. No new planning criteria and/or constraints were identified following the comment period on the Draft RMP/EIS.

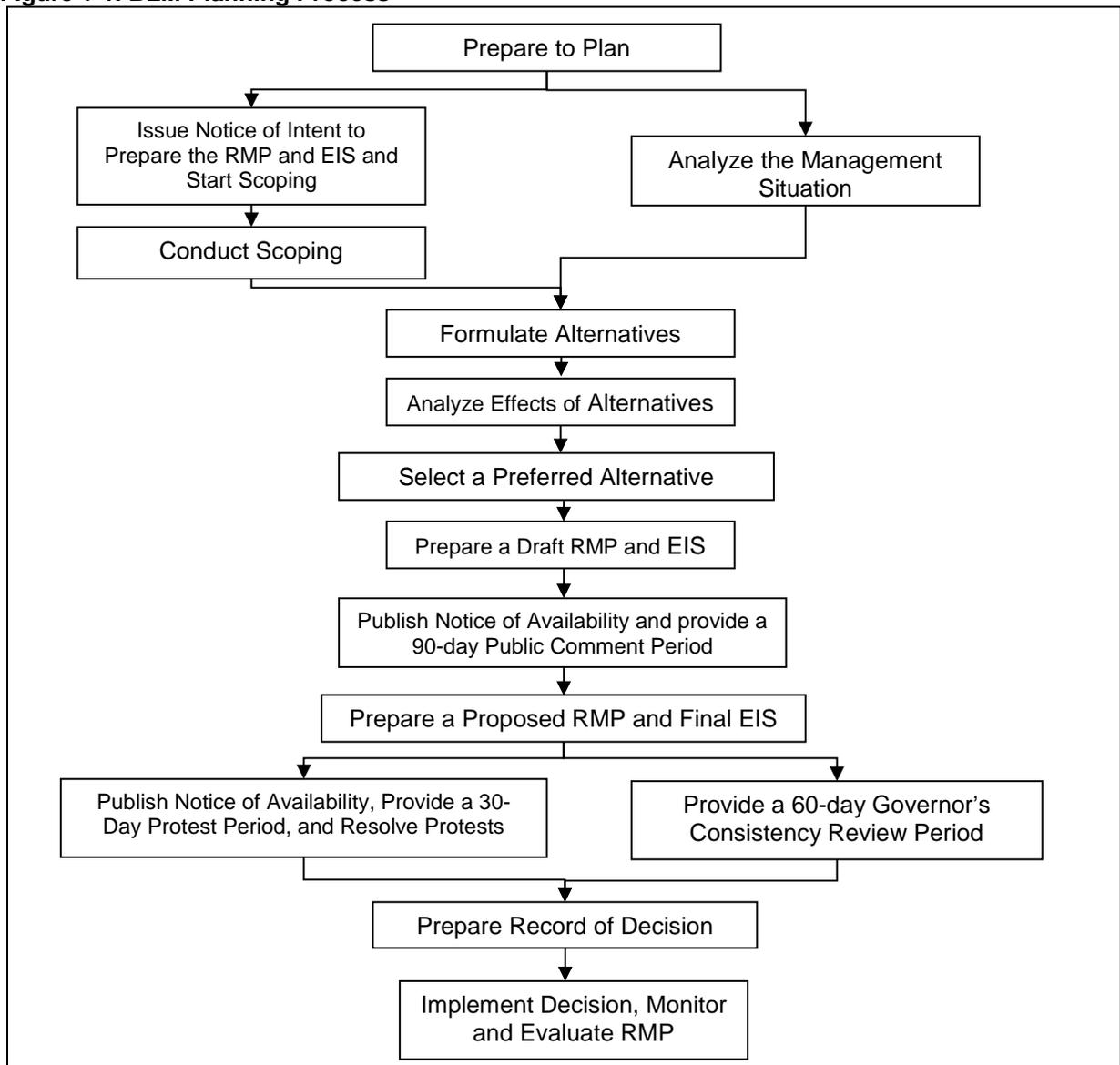
The following planning criteria were considered in developing the Jarbidge RMP:

- The plan will comply with all applicable laws, executive orders, regulations, and current policies, including, but not limited to, those referenced in Appendix B.
- The plan will address the requirements for preparation of the Jarbidge RMP as outlined in the September 30, 2005, Stipulated Settlement Agreement in the case of *Western Watersheds Project v. Ellis et al.* (Case No. CV-04-181-S-BLW) (D. Idaho).
- The plan will be produced in consultation with the Shoshone-Paiute Tribes and the Shoshone-Bannock Tribes.
- The plan will be collaborative in nature and will involve the public throughout the process by considering perspectives, data, scientific literature, and other input.
- The plan will strive to ensure that its management decisions are complementary to other planning jurisdictions and adjoining properties, within the limits described by law and Federal Regulations, including the plans, programs, and policies of tribes, other Federal agencies, and State and local governments.
- The plan will recognize all valid existing rights.
- The plan will consider the quantity and quality of affected non-commodity and commodity resource values.
- The plan will consider past, present, and reasonably foreseeable uses of public and adjacent lands; the direct, indirect, and cumulative impacts of these uses; the environmental effects of management activities; and the social and economic values and effects.
- The plan will consider the existing management outlined in the 1987 Jarbidge RMP and its amendments.
- The plan will establish goals, objectives, allowable uses, and management actions as described in BLM Handbook H-1601-1.
- The plan will recognize changes in administrative boundaries and ownership since the 1987 Jarbidge RMP.

## 1.5 PLANNING PROCESS

As provided in the Federal Land Policy and Management Act (FLPMA), the BLM has the responsibility to plan for and manage public lands, defined as Federally administered lands and interests in lands, such as mineral estate, administered by the BLM. The process for the development, approval, maintenance, and amendment or revision of RMPs was initiated under the authority of Section 202(f) of FLPMA and Section 202(c) of NEPA. BLM planning regulations in 43 CFR 1600 and the Council on Environmental Quality regulations in 43 CFR 1500 guide the process. Preparation of an RMP and associated EIS involve interrelated steps as illustrated in Figure 1-1.

**Figure 1-1. BLM Planning Process**



BLM decision-making relevant to land use planning includes the following:

- **Land Use Plans** – The land use plan is a set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA.

- **Land Use Plan Decisions** – Land use plan decisions establish desired outcomes and actions needed to achieve them.
- **Implementation Plans** – An implementation plan is an area- or site-specific plan written to implement decisions made in a land use plan. Implementation plans include both activity plans and project plans. An activity plan usually describes multiple projects and applies best management practices to meet land use plan objectives. Examples of an activity plan include habitat management plans and allotment management plans. A project plan typically addresses individual projects or several related projects. Examples of a project plan include trail plans and recreation site plans.
- **Implementation Decisions** – Implementation decisions are decisions that take action to implement land use plan decisions.

As the highest level in the BLM planning process, the RMP will prescribe the allocation of and general future management direction for the resources and uses of the public land in the planning area. The RMP will also guide lower tiers of the planning process, i.e. implementation plans and implementation decisions.

### 1.5.1 Relationship to BLM Policies, Plans, and Programs

This Proposed RMP/Final EIS seeks to define what resource conditions and uses should be achieved and maintained over time. The Proposed RMP/Final EIS considers various approaches to use, manage, and develop, resources in the planning area. The various approaches may represent competing interests for the same resource base. Ultimately, the RMP serves to define a series of desired outcomes that reflect the concerns and needs of the BLM and the public.

Once approved, the revised RMP will replace the 1987 Jarbidge RMP and its amendments for the lands within the current planning area. The RMP covers a broad area; addresses a wide range of programs, concerns, and resources; and must, therefore, function at a broad level. Specific actions required to attain the goals and objectives in the approved RMP will be accomplished through implementation-level decisions. Future implementation plans will use the goals and objectives defined in the approved RMP as their starting point. Implementation plans with potential to affect the environment will require analysis in compliance with NEPA.

The following BLM land use plans for lands adjacent to the planning area have been considered in the development of the Jarbidge Proposed RMP/ Final EIS:

- Bennett Hills/Timmerman Hills Management Framework Plan,
- Bruneau Management Framework Plan,
- Cascade Resource Management Plan,
- Cassia Resource Management Plan,
- Kuna Management Framework Plan,
- Monument Resource Management Plan,
- Snake River Birds of Prey National Conservation Area Resource Management Plan,
- Twin Falls Management Framework Plan, and
- Wells Resource Management Plan.

An RMP revision is in progress for the Four Rivers Field Office. The revised Four Rivers RMP will replace the Cascade RMP and portions of the 1987 Jarbidge RMP and Kuna Management Framework Plan. RMP revisions for the Bruneau, Shoshone, and Burley Field Offices in Idaho are scheduled to start in 2015. An RMP revision for the Wells Field Office in Nevada is scheduled to start in 2014. These RMP revisions will replace several existing land use plans such as the Bruneau, Bennett Hills/Timmerman Hills, Magic, Sun Valley, and Twin Falls Management Framework Plans and the Cassia, Monument, and Wells RMPs.

The Jarbidge Proposed RMP/Final EIS is consistent with the following Programmatic EISs and Records of Decision (RODs):

- Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States, 2008;
- Vegetation Treatments Using Herbicides on Lands in 17 Western States Programmatic EIS Record of Decision, 2007;
- Approved Resource Management Plan Amendments/Record of Decision for Designation of Energy Corridor on BLM-Administered Lands in the 11 Western States, 2009; and
- Record of Decision Implementation of a Wind Energy Development Program and Associated Land Use Plan Amendments, 2005.

The Interior Columbia Basin Ecosystem Management Project (ICBEMP) was also considered during the preparation of the Proposed RMP/Final EIS. ICBEMP was based on Presidential direction to develop a scientifically sound, ecosystem-based strategy for managing the 64 million acres of public lands administered by the Forest Service and the BLM within the Columbia River Basin, and portions of the Klamath and Great Basins in Oregon. The project was based on concerns over forest and rangeland health, uncharacteristically intense wildland fires, threats to certain fish and wildlife species, and concerns about local community social and economic well-being. A Final EIS was published in December 2004. No basin-scale ROD has been signed, nor is one expected.

## 1.5.2 Collaboration

### 1.5.2.1 Tribal Relationships

The Jarbidge Field Office consulted with the Shoshone-Paiute Tribes of the Duck Valley Reservation and the Shoshone-Bannock Tribes of the Fort Hall Reservation throughout the RMP process. Formal government-to-government consultation with the Shoshone-Bannock Tribes is conducted through the Fort Hall Business Council and coordinated with the Shoshone-Bannock environmental staff. The Shoshone-Bannock Tribes provided the following policy statements for consideration in the RMP:

- “The Shoshone-Bannock Tribes exercise inherent and reserved treaty rights within their own authorities and responsibilities. Federal land developed campground fees, reservation systems, and any other fee-based campground services shall not apply to the enrolled members of the Shoshone-Bannock Tribes, in accordance with Article IV of the Fort Bridger Treaty, on all unoccupied lands of the United States. The Treaty does not state, nor was it the intent of our leaders at the time of the signing of the treaty, to impose or restrict Tribal members from exercising off-Reservation rights to hunt, fish and gather, and the corresponding right to camp. Federal permitting requirements are contrary to the rights reserved by the Tribes in the Fort Bridger Treaty.”
- “The Shoshone-Bannock Tribes (Tribes) will pursue, promote, and where necessary, initiate efforts to restore the Snake River systems and affected unoccupied lands to a natural condition. This includes the restoration of component resources to conditions which most closely represents the ecological features associated with the natural riverine ecosystem. In addition, the Tribes will work to ensure the protection, preservation, and where appropriate-the enhancement of Rights reserved by the Tribes under the Fort Bridger Treaty of 1868 (Treaty) and any inherent aboriginal rights.”
- “The Shoshone-Bannock Tribes set forth the following position concerning any deposition, sale or transfer of federal lands, use rights or other rights in lands that may affect the Shoshone-Bannock Tribes’ treaty rights as guaranteed by the Fort Bridger Treaty of July 3, 1868 and subsequent cession agreements. The Tribes oppose any federal land disposition, sales or transfers to private entities or State and local governments based on two fundamental reasons. First, the United States government entered into a solemn treaty with the Shoshone and Bannock tribal peoples in which the Tribes reserved certain off-reservation hunting, fishing, and gathering rights which they continue to exercise on unoccupied lands of the United States. Subsequent to the 1868 Treaty, the Tribes ceded certain lands to the United States and reserved in the cession agreements certain communal rights for grazing and use of the public lands. Second, the United States, including its federal agencies, have a trust responsibility as established in the Fort Bridger Treaty and other federal laws, policies and executive orders to protect and preserve the rights of Indian tribes, and to consult with the Tribes prior to such land sales or transfers.”

Consultation on the Jarbidge RMP with the Shoshone-Paiute Tribes is conducted through the Twin Falls District's established government-to-government consultation process, the Wings and Roots Native American Campfire. The Shoshone-Paiute Tribes submitted the statement in response to the Jarbidge Draft RMP/EIS.

**Figure 1-2. Statement from the Shoshone-Paiute Tribes of the Duck Valley Indian Reservation**

PO Box 219 Owyhee, NV. 89832

December 16, 2009

Statement from the Shoshone-Paiute Tribes  
Of the Duck Valley Indian Reservation



The Shoshone-Paiute Tribes, headquartered at the Duck Valley Indian Reservation, have engaged in an extensive government-to-government consultation with the Bureau of Land Management in a collaborative effort to produce this Jarbidge Management Plan (RMP) through the Wings and Roots Program. It reflects a successful partnering to reflect the mandating of our two sovereign nations to identify our respective expectations.

While specific cultural sites are of greatest importance to archaeologists, the tribes use the Jarbidge Resource Area and surrounding region as a whole for activities such as gathering medicinal and food plants, minerals, craft materials, and for hunting antelope, deer, badgers, rabbits, sagehens, bobcats, groundhogs, ants and anthills, birds, elk, mountain sheep, cougars, and a variety of small game.

Because of the Shoshone-Paiute peoples' ancient occupation the Jarbidge Resource Area is filled with ceremonial, hunting, gathering, teaching, and historical sites as well as resource-gathering areas for food, medicinal plants, and craft materials utilized in their daily lives. For example, ceremonies are conducted at sites in the area where certain tribal members' ancestors lie buried near ancient massacre sites. Ceremonies are also conducted at sites to insure the health and survival of the wildlife found there. Several buttes and peaks with or without rock alignments, appear to have served as a lookout for early warning of cavalry and militias in former times and/or to monitor game animals' movements, as well as for viewing the arrival and movements of distant family bands or groups as far as 50 miles away.

For the Shoshone-Paiute, the natural world is regarded as part of many sacred cyclical patterns; therefore, words such as "subsistence," "food," "medicine," and "use" have fundamentally and culturally distinct meanings to non-Indians and tribal people. For example, for the Shoshone-Paiute foods are medicines that have spiritual healing qualities for the body and the spirit, as well as being objects for sacred offerings to spirits.

Beyond relationships of culture, including hunting, gathering, crafts, trade, etc., landscape features are also places of personal communication with the spirits and opportunities for people to enter the sacred and acquire guidance and help. The Shoshone-Paiute relationship to the land connects fundamental symbols and patterns of culture and human relationships by creating an organization that gives geography significance and intelligibility. The more central a geographic place is in the religious life of a group, the more numerous its symbolic representations are likely to be, as we see repeatedly in the culture of the Shoshone-Paiute.

Virtually all aspects of Shoshone-Paiute culture is tied to the land, and any landscape feature can have different meanings and functions as sacred sites as well as sites for hunting, gathering, healing, etc. Just as the land has different functions and meaning, so to do rock structures. Any one rock structure can have a multitude of uses, while a group of structures together may have only one function or meaning. As man-made objects within a multidimensional landscape, rock structures must be carefully investigated as complex cultural artifacts that have complex meanings and functions in the culture and history of the Shoshone-Paiute.

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### **1.5.2.2 Intergovernmental and Interagency Relationships**

The Jarbidge Field Office collaborated with other Federal, State, and local agencies and governmental entities throughout the RMP process. A number of agencies were invited to participate in the RMP planning process as cooperating agencies (see Chapter 5). Seven agencies accepted the BLM's invitation and signed Memoranda of Understanding to formally establish the relationship: Idaho State Department of Agriculture, Idaho Department of Fish and Game, Idaho Department of Lands, Idaho Department of Parks and Recreation, the National Park Service – Hagerman Fossil Beds National Monument, the Twin Falls County Board of Commissioners, and the Elko County Board of Commissioners. The Owyhee County Commissioners participated in the Jarbidge RMP through their existing coordination agreement with the Twin Falls District.

Briefings and/or presentations on the Jarbidge RMP were given for the following government agencies or inter-governmental groups:

- Elko County Board of Commissioners;
- Humboldt-Toiyabe National Forest, Jarbidge Ranger District;
- Mountain Home Air Force Base;
- Nevada Division of Wildlife;
- Owyhee County Commissioners;
- Owyhee County Natural Resources Committee;
- Twin Falls County Commissioners;
- Twin Falls County Planning Committee;
- Twin Falls County Planning and Zoning Commission;
- Twin Falls District Resource Advisory Council;
- U. S. Fish and Wildlife Service (FWS); and
- FWS Bull Trout Recovery Team.

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### **1.5.2.3 Other Stakeholder Relationships**

Briefings and/or presentations on the Jarbidge RMP were given to the following groups at their request:

- “71” Livestock Association;
- Buhl Kiwanis;
- Castelford Men’s Club;
- Idaho ATV Association, Inc.;
- Idaho Congressional Delegation;
- Idaho Conservation League;
- Idaho Rivers United;
- Jarbidge Sage-Grouse Local Working Group;
- Magic Valley ATV Riders, Inc.;
- Magic Valley Trail Machine Association;
- Mayors, Administrators, and City Councils;
- Mid-Snake Resource Conservation and Development Council;
- Southern Idaho Desert Racing Association;
- Three Creek Highway District;
- Treasure Valley Trail Machine Association;
- Twin Falls Chamber of Commerce Government Affairs Committee;
- Twin Falls Monarch Lions Club;
- Twin Falls Optimist Club;
- Twin Falls Rotary Club; and
- The Wilderness Society.

The Jarbidge RMP mailing list contains thousands of addresses. Organizations, businesses, and government agencies on the Jarbidge RMP mailing list are listed in Appendix C. The complete Jarbidge RMP mailing list can be found in the administrative record.

In addition, BLM staff engaged in regular coordination with representatives of the Plaintiffs and Intervenor in the case of *Western Watersheds Project v. Ellis et al.* (Case No. CV-04-181-S-BLW) (D. Idaho).

## 1.6 RELATED PLANS

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According to guidance found in the Federal Land Policy and Management Act (FLPMA) and 43 CFR 1610, BLM RMPs and amendments shall be consistent, to the extent practical, with officially approved or adopted resource-related plans of Tribal, other Federal agencies, State, and local governments so long as the guidance and RMPs are compatible. BLM RMPs must also be consistent with the purposes, policies, and programs of FLPMA and other Federal laws and regulations related to public lands, including Federal and State pollution control laws (43 CFR 1610.3-2 [a]). If these other entities do not have officially approved or adopted resource-related plans, BLM RMPs shall, to the extent practical, be consistent with those entities' officially approved and adopted resource-related policies and programs. This consistency will be accomplished so long as BLM RMPs incorporate the policies, programs, and provisions of public land laws and regulations and Federal and State pollution control laws (43 CFR 1610.3-2 [b]).

The Proposed RMP/Final EIS strives for consistency with plans pertaining to lands included in and surrounding the planning area including, but not limited to, the following:

### **Federal Agency Plans**

- Comprehensive Management and Use Plan for the Oregon and California National Historic Trails, 1999;
- Hagerman Fossil Beds National Monument General Management Plan, 1996;
- Humboldt Land and Resource Management Plan, 1986;
- Mountain Home Air Force Base Integrated Natural Resource Management Plan, 2012;

### **State Agency Plans**

- Idaho Comprehensive Wildlife Conservation Strategy, 2005;
- Idaho State Board of Land Commissioners State Trust Lands Asset Management Plan, 2011;
- Idaho State Department of Agriculture 2011-2016 Strategic Plan;
- Idaho State Water Plan, 2012;
- Idaho Long Range Transportation Plan, 2010;
- Meeting the Challenge: The 2010-2014 Idaho Department of Parks and Recreation Strategic Plan;
- Idaho Energy Plan, 2012;
- Nevada Wildlife Action Plan, 2012;
- Nevada State Water Plan, 1999;
- Nevada Statewide Transportation Plan – Moving Nevada Through 2028, 2008;
- Nevada State Water Plan, 1999;
- Nevada State Comprehensive Outdoor Recreation Plan, 2010;

### **County Plans**

- Elko County Public Land Use and Natural Resource Management Plan, 2010;
- Elko County General Plan of 1971;
- Elko County Greater Sage Grouse Management and Conservation Strategy Plan, 2012;
- Elmore County 2004 Comprehensive Growth and Development Plan;
- Owyhee County Comprehensive Plan, 2002;
- Owyhee County Natural Resources Plan, 2009; and
- Twin Falls County Comprehensive Plan, 2008.

## 1.7 CHANGES FROM THE DRAFT RMP/EIS TO THE PROPOSED RMP/FINAL EIS

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The BLM made numerous changes between the Draft RMP/EIS and the Proposed RMP/Final EIS. Changes made to the Proposed RMP/Final EIS were in response to a combination of public comments, updated information, and changes in BLM policy and management direction. None of the changes described here meet the regulatory definition for significance set out in 40 CFR 1508.27(a) and (b) and BLM's NEPA regulations and guidance. These regulations require an agency preparing a NEPA document to review the changes for significant new circumstances or information relevant to environmental concerns and bearing on the Proposed RMP/Final EIS or its impacts, using context and intensity as the trigger for significance. The BLM has reviewed each change according to this regulatory standard and has determined that none of the changes, individually or collectively, require a supplement to this Proposed RMP/Final EIS. The changes resulted in minor modifications to what was considered in the Draft RMP/EIS and did not greatly alter the impacts analysis. Further, there were no significant new circumstances or information relevant to environmental concerns that altered either the alternatives or the impacts of the management direction set out in the Draft RMP/EIS. Finally, while Alternative VI (Proposed RMP) is a new alternative, it is a compilation of actions and direction set out in one or more of the six alternatives considered in the Draft RMP/EIS and thus falls within the spectrum of alternatives that do not require supplementation. The following changes have been made between the Draft RMP/EIS and the Proposed RMP/Final EIS:

- The Jarbidge Field Office administrative boundary was corrected in 2013. The BLM Idaho Geographic Information System data depicting the Jarbidge Field Office administrative boundary incorrectly followed the southern extent of China Creek, Player Butte, and Player Canyon allotments in Nevada. The Jarbidge Field Office boundary was (incorrectly) mapped this way to reflect Idaho's grazing administration responsibilities in Nevada according to a 1969 Memorandum of Understanding. The same error was propagated in the 1987 Jarbidge RMP planning maps and in the Draft RMP/EIS maps. This correction decreased acres in the planning area from 1,374,000 to 1,371,000.
- The Omnibus Public Lands Management Act (OPLMA; Public Law 111-11) resulted in numerous changes and those changes were incorporated throughout the Proposed RMP/Final EIS. OPLMA was signed by the President on March 30, 2009. Within the planning area, Title I, Subtitle F of this act, entitled Owyhee Public Land Management, designated the Bruneau-Jarbidge Rivers Wilderness and released from consideration for Wilderness areas previously identified as the Bruneau River-Sheep Creek Wilderness Study Area (WSA) and the Jarbidge River WSA that are not contained in the newly designated Wilderness. In addition, OPLMA designated four Wild and Scenic Rivers within the planning area and contains additional management direction for cultural resources and transportation in the portions of the planning area within Owyhee County, Idaho. OPLMA was incorporated into the Proposed RMP/Final EIS through the following:
  - A *Wilderness* section was added to each alternative in Chapter 2, to the affected environment in Chapter 3, and the environmental consequences in Chapter 4.
  - The Bruneau-Jarbidge Rivers Wilderness was integrated into each alternative in allocations and management actions, was included as an existing condition in the *Wilderness* section; and was incorporated into the Chapter 4 environmental consequences analyses.
  - Former WSAs (Jarbidge River WSA and Bruneau River-Sheep Creek WSA) were removed from the alternatives, affected environment, and environmental consequences.
  - Designated Wild and Scenic Rivers were added into each alternative in allocations and management actions; were included as an existing condition in the *Wild and Scenic Rivers* section; and were incorporated into the Chapter 4 environmental consequences analyses.
  - Travel Management in Owyhee County was incorporated into each alternative in allocations, was included as an existing condition in the *Transportation and Travel* section, and was incorporated into the Chapter 4 environmental consequences analyses.
- The Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (2008) was incorporated into each alternative through allocations and management actions in the *Leasable Minerals* section. Best management practices from this Record of Decision (ROD) were included in Appendix B.

- The Approved Resource Management Plan Amendments/Record of Decision for Designation of Energy Corridors on Bureau of Land Management-Administered Lands in the 11 Western States (2009) was incorporated into each alternative through allocations and management actions in the *Land Use Authorization* section. Interagency Operating Procedures from this ROD were included in Appendix B.
- BLM Manual 6280 – Management of National Scenic and Historic Trails and Trails Under Study or Recommended as Suitable for Congressional Designation was released in 2012. Under this manual’s direction, National Trail Management Corridors were designated for each alternative in the *National Historic Trails* section. Also, throughout the document the term “protective corridors” were changed to “protective zones”.
- BLM Manual 6310 – Conducting Wilderness Characteristics Inventory on BLM Lands was released in 2012. The BLM re-inventoried wilderness characteristics in 2012. Results of this inventory have been incorporated into allocations and management actions for each alternative in the *Lands with Wilderness Characteristics* section. The Lands with Wilderness Characteristics in Alternatives I, IV, and V have been re-allocated. The new information on Lands with Wilderness Characteristics was also incorporated into the affected environment and environmental consequences.
- BLM Manual 6320 – Considering Lands with Wilderness Characteristics in the BLM Land Use Planning Process was released in 2012. Direction under this manual changed the term used in the Draft RMP/EIS “non-WSA lands with wilderness characteristics” to the term used in the Proposed RMP/Final EIS “Lands with Wilderness Characteristics”.
- BLM Manual 6400 – Wild and Scenic Rivers Policy and Program Direction for Identification, Evaluation, Planning, and Management was released in 2012. Direction under this manual changed the term used in the Draft RMP/EIS “free-flowing character” to the term used in the Proposed RMP/Final EIS “free-flowing condition.”
- BLM Manual 8320 – Planning for Recreation and Visitor Services was released in 2011.
  - Direction under this manual changed Extensive Recreation Management Areas (ERMAs) from “all public lands outside Special Recreation Management Areas (SRMAs) where structured recreational opportunities are not provided” to “designated areas that require special management consideration in order to address recreation use, demand, or Recreation and Visitor Services program investments”.
  - The manual also identifies public lands not established as an SRMA or ERMA as lands not designated as Recreation Management Areas (non-RMAs). Lands known as ERMAs in the Draft RMP/EIS in Alternatives I through V have been changed to non-RMAs in the *Recreation* section. Alternative VI (Proposed RMP) is the only alternative to have SRMAs, ERMAs, and non-RMAs. All other alternatives have only SRMAs and non-RMAs.
- Vegetation data used in the Draft RMP/EIS was initially mapped in 2006 using field observation, field cover data, and 2004 National Agriculture Imagery Program (NAIP) imagery. Due to large fires in 2007, 2010, and 2011, the vegetation data was updated in 2012 for the Proposed RMP/Final EIS using 2011 field observations and 2011 NAIP imagery.
- The term “303-d listed streams” was broadened to “water quality impaired streams” throughout the document. Stream reaches and miles of streams were updated.

### 1.7.1 Changes to Chapter 1 - Introduction

- Acres were updated in the Introduction.
- Description of the planning area was updated.
- The *Scoping/Issues* section was updated to include issues that arose after scoping.
- Issues addressed through separate environmental analysis were updated.
  - Status of the China Mountain Wind Energy Project was updated.
  - Status of the Gateway West Transmission Project was updated.
- Relationship to BLM policies, plans, and programs were updated.
- The *Collaboration* section was re-structured based on internal comments and updated.
- Related plans were updated.
- Changes from the Draft EIS to Proposed Plan/Final EIS were added.

### 1.7.2 Changes to Chapter 2 - Alternatives

- Alternative VI (Proposed RMP) was added. Alternative VI was derived from elements of other alternatives and incorporates management and resource concerns identified during public review of the Draft RMP/EIS, changes in BLM policy and guidance, and recommended clarifications in resource goals, objectives, and management actions.
- For Alternatives I through V, the current and desired acres of each vegetation sub-group in the *Upland Vegetation* section objectives changed based on updated vegetation data.
- The range of animal unit months for each alternative was added, based on updated vegetation data.
- Based on comments, the US Air Force Military Operating Area was added as a utility avoidance area in the No Action Alternative. The acres listed in the Draft RMP/EIS (852,000) were updated in the Proposed RMP/Final EIS (983,000).

### 1.7.3 Changes to Chapter 3 - Affected Environment

- In the *Soil Resources* section, soil data was updated which changed the erosion potential and expanded the description for the baseline.
- The *Upland Vegetation* section was updated using the new vegetation data.
  - A description of how the vegetation data was updated was included.
  - A new vegetation sub-group called “Recent Burn” was created (based on public comment).
- In the *Wildlife* section, big game crucial winter range was modified. The term “wildlife guilds” was changed to “wildlife groups”.
- In the *Special Status Plants* section, slickspot peppergrass changed from an Endangered Species Act (ESA) Threatened species to a BLM Type 1 species. Information regarding this change was also included. The Special Status plant lists for Idaho and Nevada were updated.
- In the *Special Status Fish and Aquatic Invertebrates* section, designated critical habitat for bull trout was updated and the Utah valvata snail changed from ESA Endangered species to a Type 2 species.
- In the *Special Status Wildlife* section, Greater sage-grouse (sage-grouse) changed from a Type 2 species to an ESA candidate species. The Special Status Wildlife lists for Idaho and Nevada were updated. Key sage-grouse habitat was updated based on new vegetation data.
- In the *Noxious Weeds and Invasive Plants* section, the list of noxious weeds was updated.
- In the *Wildland Fire Ecology and Management* section, fire history was updated to include fires through December 2011.
- In the *Livestock Grazing* section, interim grazing measures pursuant to stipulated settlement agreements from the Federal District Court were updated.
- The criteria for FLPMA Section 203 land sales were added in the *Land Use Authorization* section.
- The *Areas of Critical Environmental Concern* (ACECs) section was updated to include nominated ACECs in Alternative VI: Lower Bruneau Canyon ACEC small boundary and Upper Bruneau Canyon ACEC.

### 1.7.4 Changes to Chapter 4 - Environmental Consequences

- Alternative VI (Proposed RMP) was added into all analyses.
- The *Cumulative Impacts* section of the Introduction was updated.
  - Military Use was updated to include discussion of livestock grazing and slickspot peppergrass.
  - Discussion on Land Use Plans was added.
  - Wildland Fire and Fire Suppression information was updated to include fire information through December 2011.
  - Land Use Authorizations was updated to include wind energy development in and surrounding the planning area.
- In the *Climate Change* section, a discussion on wind energy was added and carbon sequestration was included as an indicator.
- In the *Geologic Features* section, impacts to locatable and salable minerals were added.
- In the *Wildlife* section, indicators used for analyses were updated. The term “wildlife guilds” was changed to “wildlife groups”. Big game winter range was modified.

- In the *Special Status Plants* section, a discussion on slickspot peppergrass in the Juniper Butte Training Range was added.
- In the *ACEC* section, the relevant and important values were updated.
- In the following sections, the cumulative impact analysis area was modified or better defined:
  - Soils,
  - Water Resources,
  - Upland Vegetation,
  - Riparian Areas and Wetlands,
  - Fish,
  - Wildlife,
  - Special Status Fish and Aquatic Invertebrates,
  - Special Status Wildlife,
  - Lands with Wilderness Characteristics,
  - Livestock Grazing,
  - Recreation,
  - Transportation and Travel,
  - National Historic Trails,
  - Wild and Scenic Rivers, and
  - Wilderness Study Areas.

### **1.7.5 Changes to Chapter 5 - Consultation and Coordination**

- Coordination with State and Local Government Agencies was updated.
- Additional Collaborative Efforts was updated.
- The List of Preparers was updated.

### **1.7.6 Changes to Appendices**

- The following appendices in the Draft RMP/EIS were removed from the Proposed RMP/Final EIS:
  - Appendix A: Stipulated Settlement Agreement;
  - Appendix H: Important Seasonal Period and Habitat Requirements for Selected Plants, Fish, and Wildlife Species;
  - Appendix J: Allotment Selective Management Categories under the No Action Alternative;
  - Appendix K: Idaho Standards for Rangeland Health and Guidelines for Livestock Grazing Management;
  - Appendix L: Livestock Grazing Permit Renewal Process for the Jarbidge Planning Area;
  - Appendix Q: Vegetation in the Planning Area as of Fall 2007;
  - Appendix R: Recent Burn Projected Vegetation Mapping Protocol; and
  - Appendix S: Fire Regime Condition Class.
- Appendix G: “Conservation Plans, Strategies, and Agreements” in the Draft RMP/EIS has been changed to Appendix E: Conservation Measures in the Proposed RMP/Final EIS.
- Appendix N: BLM Wind Energy Development Program Policies and Best Management Practices in the Draft RMP/EIS has been moved to Appendix B: Best Management Practices, Design Features, and Operating Procedures in the Proposed RMP/Final EIS.
- Appendix O: Lands Available for Disposal under the Federal Land Transaction Facilitation Act by Alternative in the Draft RMP/EIS has been modified to Lands Available for Disposal and is Appendix I in the Proposed RMP/Final EIS.
- Appendix P: Monitoring Implementation and Effectiveness of RMP Decision in the Draft RMP/EIS has been moved to Chapter 2.
- Appendix T: Current Grazing Preference in the Draft RMP/EIS has been modified and is Appendix J: Livestock Grazing Allotment History in the Proposed RMP/Final EIS.
- The following appendices in the Draft RMP/EIS are retained in the Proposed RMP/Final EIS, but have been renumbered:
  - Appendix B: Specific Mandates and Authority is now Appendix A,
  - Appendix E: Best Management Practices is now Appendix B,
  - Appendix I: Cultural Resource Use Categories is now Appendix G,

- Appendix M: Recreation Management Areas is now Appendix H,
- Appendix U: Reasonably Foreseeable Development Scenario for Oil and Gas Development is now Appendix L,
- Appendix V: Reasonably Foreseeable Development Scenario for Geothermal Development is now Appendix M,
- Appendix W: Evaluation of Nominated Areas of Critical Environmental Concern is now Appendix N, and
- Appendix X: Wild and Scenic River Eligibility Determination is now Appendix O.
- New appendices in the Proposed RMP/Final EIS include:
  - Appendix K: Livestock Grazing Allocation Process,
  - Appendix P: Upland and Riparian Area Reference Areas, and
  - Appendix Q: Response to Comments from the Draft RMP/EIS.

### 1.7.7 Changes to Maps

- Maps from the Draft RMP/EIS that are included in the Proposed RMP/Final EIS have been modified to depict the corrected administrative boundary.
- Maps from the Draft RMP/EIS that are included in the Proposed RMP/Final EIS have been modified to depict only BLM-managed lands.
- The following maps were added for Alternative VI (Proposed RMP):
  - Potential Reference Areas;
  - Wildlife Tracts;
  - Fire Suppression Areas;
  - Visual Resource Management Classes;
  - Areas Available and Unavailable for Livestock Grazing;
  - Special and Extensive Recreation Management Areas;
  - Travel Designations;
  - Travel Management Areas;
  - ROW Avoidance Areas;
  - Expected Wind Development;
  - Land Tenure Zones;
  - Leasable, Salable, and Locatable Mineral Allocations; and
  - Proposed ACECs.
- The following maps from the Draft RMP/EIS were not included in the Proposed RMP/Final EIS:
  - Mineral Estate Management in the Jarbidge Planning Area and
  - Areas within 1 Mile of Water Developments.
- New maps added to Proposed RMP/Final EIS include:
  - Cumulative Impact Analysis Area for Water Resources, Riparian Areas and Wetlands, Fish, and Special Status Fish and Aquatic Invertebrates;
  - Cumulative Impact Analysis Area for Wildlife;
  - Cumulative Impact Analysis Area for Sage-grouse;
  - Bighorn Sheep Habitat and Distribution;
  - Cumulative Impact Analysis Areas for Lands with Wilderness Characteristics, Recreation, Transportation and Travel, Wild and Scenic Rivers, and Wilderness Study Areas;
  - Cumulative Impact Analysis Areas for Livestock Grazing; and
  - The Bruneau-Jarbidge Rivers Wilderness and Lower Salmon Falls Creek WSA.

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