

**United States Department of the Interior
Bureau of Land Management**

Columbian Sharp-tailed Grouse Habitat Acquisition

Environmental Assessment - DOI-BLM-ID-B000-2016-0003-EA

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Columbian Sharp-tailed Grouse Habitat Acquisition Environmental Assessment # DOI-BLM-ID-B000-2016-0003-EA

1.0 Introduction

The once very abundant Columbian sharp-tailed grouse (CSTG) was all but gone from western Idaho by the 1970s. All known dancing grounds (leks) had been unoccupied for decades per Idaho Department of Fish and Game (IDFG). Every few years, however, IDFG would receive reported sightings of a few birds, but it was known that the population was critically low. This situation mirrored the plight of CSTG throughout their historic range in Eastern Oregon and Washington, Idaho, Northeastern California, Northern Nevada, Western Montana, Southeastern Wyoming, Northern Utah, and Northwestern Colorado



(Map 1). The Columbian is the rarest subspecies of sharp-tailed grouse and has twice been petitioned for listing under the Endangered Species Act. They are currently classified as a BLM Sensitive Species and an IDFG Species of Highest Conservation Need. The west central Idaho (WCI) CSTG are isolated from other Idaho populations (Map 2).

In 1988, the Bureau of Land Management (BLM) designated approximately 4,200 acres of CSTG habitat as an Area of Critical Environmental Concern (ACEC) and provided for special management of the surrounding area to improve CSTG populations through a Habitat Management Plan. Since that time, an additional 7,900 acres have been acquired and added to the ACEC through exchanges and two small fee acquisitions to benefit CSTG. The ACEC has been a catalyst to developing important conservation efforts on adjacent private lands and expanded habitat on public land through cooperative Habitat Management Plan/Sikes Act Cooperative Agreement among BLM, IDFG, and The Nature Conservancy. This effort encompasses a 27,528-acre management area including the ACEC and other important CSTG habitat in the area. The WCI area also contains a greater sage-grouse General Habitat Management Area.

1.1 Need for and Purpose of Action

The CSTG range¹ in WCI encompasses a 545,000 acre area in the upper Weiser River drainage (IDFG 2015). Although the 12,100 acre ACEC has successfully conserved a core area for the

¹ This EA will address CSTG habitat at three levels:

WCI Range – the current area where CSTG are likely to occur based on recent sightings and suitable habitat components in west central Idaho. The WCI population is isolated from other CSTG populations (Idaho Department of Fish and Game, 2015).

Key – a 4-mile buffer around leks that provides for the majority of life history requirements including breeding and winter range (Meints 1992). The CRMP does not specifically define “key” habitat; therefore, this EA used best available science to delineate key habitat. It does not extend beyond range habitat.

species, the bird's viability depends on maintaining suitable habitat, especially in areas adjacent to the ACEC. Habitat loss, habitat alteration, disturbance, and predation are the primary threats to long-term population viability. CSTG are a BLM sensitive species; therefore, the BLM is required to take actions to ensure their survival.

The 1988 Cascade Resource Management Plan (CRMP) directs the BLM to “pursue acquisition of key habitat areas on State and private lands.” Section 205 in the Federal Land Policy and Management Act of 1976, as amended [43 U.S.C. 1715], provides BLM the authority (under the Secretary of the Interior) to acquire lands consistent with the mission of the department and applicable land use plans.

The objectives are to improve, protect, and enhance CSTG habitat quality by acquiring habitat that would improve population viability.

1.2 Location and Setting

CSTG habitat in WCI occurs primarily in the Weiser River drainage from north of Weiser to Indian Valley. The ACEC is located approximately 5 miles west of Midvale, Idaho. The area is characterized by valley bottoms, rolling broken terrain, ridgelines, and small to moderate sized drainages. Elevations range from 2,500 to 5,300 feet and precipitation ranges from 12-24” annually with the majority of moisture coming in the form of snow. Upland vegetation includes sagebrush and mountain shrub communities with perennial grass and forb understories. Exotic annual grasses and other nonnative species are common in disturbed and some recently burned areas. Numerous perennial and intermittent streams occur throughout the area. Adams and Washington counties have a mixture of public (50%), State (6%), and private (44%) lands. Public lands support a mixture of uses, primarily livestock grazing and recreation. Private land uses include livestock grazing, cultivated crops, and residences.

1.3 Federal Decision to be Made

Upon completion of this analysis, BLM's authorized officer will exercise its delegated authority to authorize or reject acquisitions to benefit CSTG.

1.4 Conformance with Applicable Land Use Plan

The proposed action would be in conformance with the following land use plans:

Cascade Resource Management Plan (CRMP) was signed on July 1, 1988 (USDI 1988). Page 39 states “*Acquisitions - Lands to be acquired through exchange or purchase will be done in the furtherance of one or more of the resource programs including, but not limited to cultural, paleontologic, recreation, wildlife and soils.*” The Record of Decision (ROD) for the CRMP provides specific direction related to the CSTG ACEC. Management Emphasis # 4, page 2-55 of the ROD states “*Pursue acquisition of key habitat areas on State and private lands*” in the vicinity of the ACEC.

The Idaho and Southwestern Montana Greater Sage-Grouse Approved Resource Management Plan Amendment (ARMPA) was signed September 15, 2015 (USDI 2015). Management Decision LR 14 provides direction for BLM to acquire habitat within PHMA and IHMA. Greater sage-grouse (GRSG) and CSTG have similar habitat requirements (Stonehouse et al. 2015). Although this area is classified as GRSG General Habitat Management Area and has one active GRSG lek, the acquisition of any CSTG habitat is consistent with the overall emphasis of the ARMPA to capitalize on opportunities to acquire and manage habitat that will benefit GRSG.

1.5 Relationship to Statutes, Regulations, and Other Requirements

Land Acquisition

Federal Land Management Policy Act of 1976, as amended (FLPMA) (43 U.S.C. 1715) - FLPMA, Section 205 authorizes the Secretary of the Interior (acting through BLM) to acquire lands consistent with the mission of the department and applicable land use plans. FLPMA, Section 318 authorizes the Secretary of the Interior (acting through the BLM) to use Land and Water Conservation Fund (LWCF) to purchase lands which are necessary for proper management of public lands which are primarily of value for outdoor recreation purposes.

Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. Sec. 460, et seq.) - LWCF Act is a funding source for the acquisition of land and interests in land.

Wildlife

Special Status Species Management Manual for the Bureau of Land Management (BLM Manual 6840): National policy directs BLM State Directors to designate sensitive species in cooperation with the state fish and wildlife agency. This manual establishes policy for management of species listed or proposed for listing pursuant to the ESA and Bureau sensitive species that are found on BLM-administered lands; this policy is to conserve and to mitigate adverse impacts to sensitive species and their habitats. Effects to CSTG, a sensitive species, are analyzed in this EA.

Migratory Bird Treaty Act, Executive Order 13186, and BLM Memorandum of Understanding WO-230-2010-04 (between BLM and US Fish and Wildlife Service [USFWS]): Federal agencies are required to evaluate the effects of proposed actions on migratory birds (including eagles) pursuant to the *National Environmental Policy Act of 1969* (NEPA) “or other established environmental review process;” and restore and enhance the habitat of migratory birds, as practicable. Federal agencies are also required to identify where unintentional take reasonably attributable to agency actions is having, or is likely to have, a measurable negative effect on migratory bird populations. With respect to those actions so identified, the agency shall develop and use principles, standards, and practices that will lessen the amount of unintentional take, developing any such conservation efforts in cooperation with the Service. To the extent their habitat needs are similar to CSTG; effects to migratory birds are addressed in this EA.

Cultural Resource Laws and Executive Orders

Idaho BLM has the responsibility to manage cultural resources on public lands pursuant to the National Historic Preservation Act of 1966 (as amended), the 2012 Programmatic Agreement Among the Bureau of Land Management, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers and the State Protocol Agreement

Between the Idaho State Director of the BLM and the Idaho State Historic Preservation Officer (1998) and other internal policies.

1.6 Scoping and Development of Issues

Issues may be defined as a point or matter of discussion, debate, or dispute about a proposed action based on the potential environmental effects (USDI 2008). Issues are concerns directly or indirectly caused by implementing the proposed action; these are used to develop alternatives to the proposed action. Relevant public comments and issues were used in the development of this EA, including those received in response to the Scoping/Information Package posted on the World Wide Web and mailed April 1, 2016 to 44 adjacent landowners, Tribes, government representatives and agencies, and interest groups (Section 4.2). Comments not considered issues to analyze in this EA are ones that are: 1) outside the scope of the proposed action and thus irrelevant to the decision being made; 2) already decided by law, regulation, RMP, or other higher level decision; 3) conjectural and not supported by scientific or factual evidence; or 4) not necessary for making an informed decision.

Based on responses to the Scoping/Information Package and other comments received, the following issues were identified:

Wildlife

- What authorities require BLM to protect CSTG?
- What are current CSTG habitat and population threats and how will the proposed action address them?
- How much land should be acquired?
- How will acquired lands be managed?
- How will acquisitions benefit other species?
- Is livestock grazing compatible with CSTG habitat management?

Vegetation

- How will the BLM address increased fuel loads and fire danger where grazing is not allowed?
- How will the BLM control noxious weeds on acquired lands?

Social and Economic

- How will acquisitions affect multiple uses (e.g., livestock grazing, recreation)?
- How will acquisitions affect county economies including tax revenue?
- How will BLM ensure it maintains fences in ungrazed areas?
- How will BLM ensure fair market value?
- How will valid existing rights be addressed?

Issues Outside the Scope of This Analysis

The BLM should complete and Environmental Impact Statement (EIS) rather than an EA. The environmental assessment process will determine whether an EIS is necessary. If the EA determines that the context and intensity of the effects rise above the significance level, then an EIS would be completed.

The ACEC management plan should be reviewed and updated. Land treatments and authorizations (e.g., oil and gas leasing, vegetation treatments) should not be allowed within 1.25 miles of leks. ACEC management is decided at the land use planning decision level. It is in the process of being updated and will be available for public comment when the Draft EIS is released for the Four Rivers Resource Management Plan (FRRMP). The FRRMP will address allocations (e.g., oil and gas occupancy, availability for wind and/or solar development, recreation uses). Allocation decisions are made during the land use planning process not during non-land use planning NEPA analyses.

The BLM does not have adequate funds to acquire or manage lands.

The Land and Water Conservation Fund (LWCF) Federal program supports the protection of federal public lands and waters – including national parks, forests, wildlife refuges and recreation areas – and voluntary conservation on private land. LWCF investments secure public access, improve recreational opportunities and preserve ecosystem benefits for local communities. Over its 50 year history, LWCF has protected conservation and recreation land in every State and supported tens of thousands of State and local projects. Through the State Grants Program, LWCF has provided \$3.9 billion dollars which has funded projects in every county in the country, over 40,000 projects since 1965. In his 2017 LWCF Budget Request to Congress, the President has asked for \$900 Million in total program funding. This request specifically included budget allocation for the Hixon Columbian Sharp-tailed Grouse ACEC. Acquired parcels make it easier and less costly to manage existing public lands. Instead of increasing operating costs, the acquisition of inholdings reduces maintenance and manpower costs by reducing boundary conflicts, simplifying resource management activities, and easing access to and through public lands for agency employees and the public.

The BLM is required to coordinate with county governments. BLM has coordinated with Washington County throughout the process. On May 26, 2015, a presentation was made to the Washington County Commissioners during a Commission meeting. There have been subsequent conversations with the Chairman to keep him informed. Comments were solicited from the Commission during the scoping period. The BLM will continue to engage stakeholders during the NEPA process. Washington County Commissioners are considered stakeholders for this proposal.

The ACEC boundary is different in the RMP and Scoping/Information Package. The CRMP was formally approved by Record of Decision in July 1988. The decision was to implement Alternative E, as described in the Cascade Proposed RMP /Final EIS. As provided in the Federal Land Policy and Management Act, ACECs are designated public lands where special management attention is required to protect and prevent irreparable damage to important resources. The CRMP designated a 4,200-acre Columbian Sharp-tailed Grouse Habitat ACEC in the northwest corner of the Habitat Management Plan area. Additional state and private lands have since been specifically acquired for the benefit of CSTG that were not included in the original ACEC.

The intent of the ACEC Management Emphasis, as cited in the CRMP, is to "... pursue acquisition of key habitat areas on state and private lands..." This extends ACEC designation to all public land, within the HMP boundary, that may come under BLM administration through

acquisition. The CRMP outlines specific management guidelines and emphasis associated with the original ACEC. These same constraints would apply to public lands added to the ACEC unless they are modified during the RMP amendment process.

The following issues and resources were dismissed from analysis in this EA because they are either not present and/or would not be affected to a level requiring detailed analysis.

- Air Quality
- Areas with Wilderness Characteristics and Natural Areas
- Environmental Justice
- Farmlands
- Fish Habitat
- Forest Resources
- Paleontology
- Wastes (hazardous or solid)
- Wetlands and Floodplains
- Wild and Scenic Rivers
- Wild Horses and Burros
- Wilderness/Wilderness Study Area
- Woodland/ Forestry

2.0 Description of Proposed Action and Alternatives

2.1 Alternative 1 (*Proposed Action*)

The BLM would work with property owners who are willing sellers to acquire land through fee title purchase, exchange, or conservation easement, to provide habitat for CSTG. Acquisition of land or interest in lands is required to be at the fair market value, which must be established by a third-party appraisal in accordance with the U.S. Department of Justice Uniform Appraisal Standards for Federal Land Acquisitions. Funding would be through the LWCF. Fee title and exchange acquisitions would become part of the ACEC and would be managed in accordance with the most current management plan to maintain or enhance CSTG habitat quality. The acquired lands would be available to uses consistent with current management plans. Valid existing rights associated with acquired properties would be grandfathered in. Conservation easement terms would determine appropriate activities that could occur; however, the terms would mutually meet landowner and BLM needs and ensure CSTG habitat protection. Five parcels (2,318 acres; IDI-37895) in nesting and brood-rearing (66%) and key (34%) habitats have currently been identified for acquisition (Map 3, Section 7.1); however, other lands could be considered for acquisition provided they meet CSTG conservation objectives if future opportunities to work with willing sellers become available. Important habitat areas, especially nesting and brood-rearing habitat around active leks and known winter habitat, would have the highest acquisition priority followed by other important habitats that provide connectivity between nesting and brood-rearing habitats. For fee title or exchange acquisitions that occur within BLM allotments, active use (AUMs) on BLM livestock permits would not change until the permits are renewed (fully processed under 43 CFR § 4180) with separate NEPA analyses.

2.2 Alternative 2 (*No Action Alternative*)

The BLM would not acquire any additional lands associated with CSTG habitat. The ACEC and other BLM lands would be managed in accordance with applicable plans and policies.

2.3 Public Land Management Common to Alternatives 1 and 2

The ACEC would be managed in accordance with the most current land use and management plan requirements. Permitted livestock grazing would be in accordance with Idaho's Standards for Rangeland Health and Guidelines for Livestock Grazing Management (Standards) and the ARMPA (or most current plan or guidance). Fence maintenance would be in accordance with permit terms and conditions or would be assigned to adjacent livestock operators through cooperative agreements. Livestock operators would be responsible for ensuring their livestock do not access areas closed to grazing². Fences on BLM-administered lands within 1.25 miles of active leks would be marked according to current BLM specifications or removed if they are not needed for livestock control. The BLM would be responsible for noxious weed treatments on public lands and work with Cooperative Weed Management Area groups and other entities in treating other lands. Motorized vehicle use would be limited to existing or designated routes. The Payette National Forest PNF would have initial attack responsibility for wildfires on public

² Although Idaho is a "fence out state" that requires landowners to fence their property if they don't want livestock on it, that requirement does not supersede Federal law which requires the livestock operator to be responsible for ensuring livestock are only where they are permitted to be.

lands in accordance with statewide Idaho Master Agreement. The PNF has existing infrastructure and the ACEC is a priority for suppression.

3.0 Affected Environment and Environmental Consequences

The sections below describe the resources and uses affected by the alternatives described in Section 2.0. Each section is organized as follows:

- *Affected Environment*: Describes the current condition of the affected resource or use.
- *Environmental Consequences*: Describes direct and indirect impacts to the resource or use.
- *Cumulative Impacts*: Describes the cumulative impacts to the resource or use.
 - *Scope of Analysis*: Describes the geographic and temporal scope for each cumulative impacts analysis.
 - *Current Conditions and Effects of Past, Present, and Foreseeable Future Actions*: Describes current conditions and past, present, and reasonably foreseeable future actions affecting the resource or use.
 - *Alternatives 1 and 2*: Describes cumulative impacts under each alternative.

The magnitude of potential effects is described as being major, moderate, minor, negligible, or no effect and is interpreted as follows:

- **Major** effects have the potential to cause substantial change to an environmental resource or resource use. Effects generally would be long-term and/or extend over a wide area.
- **Moderate** effects are apparent and/or would be detectable by casual observers, ranging from insubstantial to substantial. Potential changes to or effects on the resource or resource use would generally be localized and short-term.
- **Minor** effects could be slight but detectable and/or would result in small but measurable changes to an environmental resource or resource use.
- **Negligible** effects have the potential to cause an indiscernible and insignificant change to an environmental resource or use.

3.1 Wildlife and Vegetation

3.1.1 Affected Environment - Wildlife and Vegetation

Wildlife in the general area includes Columbian sharp-tailed grouse (CSTG), Greater Sage-grouse (GRSG), mule deer, elk, coyote, badger, small mammals, migratory song birds, and various raptor species. Because CSTG are the focus of the proposed actions, they will be used to represent all wildlife species although habitat and other requirements may vary between species. Where important differences exist, distinctions will be highlighted. CSTG habitat will be considered at the nesting and brood rearing habitat (≤ 1.25 miles of a lek), key habitat (≤ 4 miles of a lek), and WCI range (IDFG 2015) levels (Map 4). There are 42,820 acres of nesting and brood rearing habitat, 172,299 acres of key habitat, and 543,450 acres in all habitats combined (Table 1).

Table 1 - Ownership and vegetation cover types of lands (acres) within nesting and brood-rearing (1.25 miles of CSTG leks), key (<4 miles of CSTG leks), and throughout currently identified WCI CSTG range, Adams and Washington counties, Idaho.

Habitat Type	Cover Type	BLM	Private	State	USFS	Totals
Nesting and Brood Rearing	Total Acres	6,095	36,352	373		42,820
	Exotic Annuals	124 (2%)	4,371 (12%)	8 (2%)		4,503 (11%)
	Bunchgrass	1,617 (27%)	5,524 (15%)	23 (5%)		7,164 (17%)
	Shrubsteppe	4,124(68%)	24,677 (68%)	342 (92%)		29,143 (68%)
	Trees	41 (1%)	52 (0%)			93 (0%)
	Wet Meadow	155 (3%)	354 (1%)			509 (1%)
	Agriculture		1,188 (3%)			1,188 (3%)
	Urban		2 (0%)			2 (0%)
Other ¹	34 (1%)	183(1%)			218 (1%)	
Key	Total Acres	26,281	142,681	1,887	1,449	172,298
	Exotic Annuals	1,280 (5%)	14,246 (10%)	88 (5%)	18 (1%)	15,632(9%)
	Bunchgrass	4,919 (19%)	19,725 (14%)	371 (20%)	240 (17%)	25,255 (15%)
	Shrubsteppe	18,399 (70%)	79,298 (56%)	1,363 (72%)	908 (63%)	99,968 (58%)
	Trees	1,100 (4%)	466 (0%)		221 (15%)	1,787 (1%)
	Wet Meadow	184 (1%)	1,939 (1%)	42 (2%)	15 (1%)	2,180 (1%)
	Agriculture		25,632 (18%)			25,632 (15%)
	Urban		168 (0%)			168 (0%)
Other	399 (2%)	1,207 (1%)	23 (1%)	47 (3%)	1,676 (1%)	
WCI Range	Total Acres	85,643	229,143	13,145	391	328,322
	Exotic Annuals	6,153 (7%)	18,256 (8%)	885 (7%)	3 (1%)	25,297 (8%)
	Bunchgrass	18,895 (22%)	32,844 (14%)	2,714 (21%)	16 (4%)	54,469 (17%)
	Shrubsteppe	58,143 (68%)	129,545 (57%)	8,998 (68%)	222 (57%)	196,908 (60%)
	Trees	489 (1%)	2,452 (1%)	142 (1%)	146 (37%)	3,229 (1%)
	Wet Meadow	717 (1%)	3,697 (2%)	261 (2%)		4,675 (1%)
	Agriculture		37,358 (16%)			37,358 (11%)
	Urban		257 (0%)			257 (0%)
Other	1,246 (1%)	4,734 (2%)	145 (1%)	4 (1%)	6,129 (2%)	
Totals		118,019	408,176	15,405	1,840	543,440

¹ Other includes water, sparse vegetation, and unclassified.

Status

CSTG currently occupy only 5-10% of their historical range (Bart 2000, IDFG 2015). The U.S. Fish and Wildlife Service (USFWS) twice considered petitions to list CSTG under the ESA; however, they determined that listing was not warranted in 2000 and 2006 largely based on the benefits of NRCS's Conservation Reserve Program. The species is an Idaho BLM Sensitive Species and the IDFG has classified it as a Species of Greatest Conservation Need. The WCI population is isolated from the nearest populations in southeastern Idaho and northeastern Oregon.

Life History and Habitat Requirements

CSTG are present in WCI throughout the year. Similar to greater sage-grouse, males gather and display on traditional breeding grounds (leks) in mid-March, April and May. Leks often occur on the tops of low hills with reduced vegetation cover. The majority of nesting (>80%) occurs within 1.25 miles of leks (Hoffman et al. 2015). Females incubate eggs for 21-23 days and chicks typically hatch in late May or early June. Successful nest sites are characterized by denser and taller cover compared with unsuccessful or non-nesting areas (Hoffman et al. 2015). Brood-rearing sites are characterized by high native grass and forb diversity and abundance (Marks and Saab Marks 1987, Hoffman et al. 2015). High protein foods including: insects, forb

flowering parts and leaves are important food sources for chicks. During the spring and early summer, adult CSTG consume a variety of plant materials and, to a lesser degree, insects (Marks and Saab Marks 1987). During late summer and fall, shrub berries (e.g., serviceberry, chokecherry, snowberry, and hawthorn) are a primary food source (Marks and Saab Marks 1987), although cultivated plants (e.g., alfalfa, wheat) may be eaten. Deciduous shrub and tree (e.g. aspen, willow, serviceberry, chokecherry) buds are critical winter food sources when snows cover herbaceous plants. Although CSTG may move up to 25 miles between seasonal ranges (Hoffman et al. 2015), movement from the lek to wintering areas is generally ≤ 4 miles. The 1.25-mile buffer around leks is considered nesting and brood rearing habitat for CSTG; however, areas that provide for other critical periods (e.g., winter) and connectivity between these habitats are equally important and may occur outside nesting and brood-rearing and key habitats.

Local Population Dynamics

Population dynamics are based on annual lek counts where the highest number of birds at a lek during a given count is reported annually. As of 2015, IDFG records indicate there are 17 known leks in WCI, some of which have been monitored since 1977; however, only 11 leks were considered occupied (i.e., birds have been observed within the last five years). For discussion purposes, leks are grouped geographically relative to their direction from the ACEC (ACEC – up to four leks, all currently occupied; East – up to seven leks, three currently occupied; West - up to three leks, one currently occupied; and South - up to three leks, three currently occupied). Some leks (e.g., two in East) were known to be occupied for relatively short periods.

Since conservation work began (see below), the number of active leks and bird attendance in the ACEC has increased substantially relative to other areas in WCI (Figure 1). Based on annual lek counts between 1982 and 1986, combined attendance at the three known leks on the ACEC averaged 23 birds (range 21 - 27). In the early 1990s, a fourth lek became established in the ACEC. From 2000 to 2015, combined attendance at the four leks within the ACEC averaged 88 birds (range 40 – 169). Conversely, average combined attendance from 2000 to 2015 was lower at the remaining leks (East – average 30 birds [range 15 - 43]; West - average 13 birds [range 0 - 20]; and South - average 19 birds [range 0 - 51]).

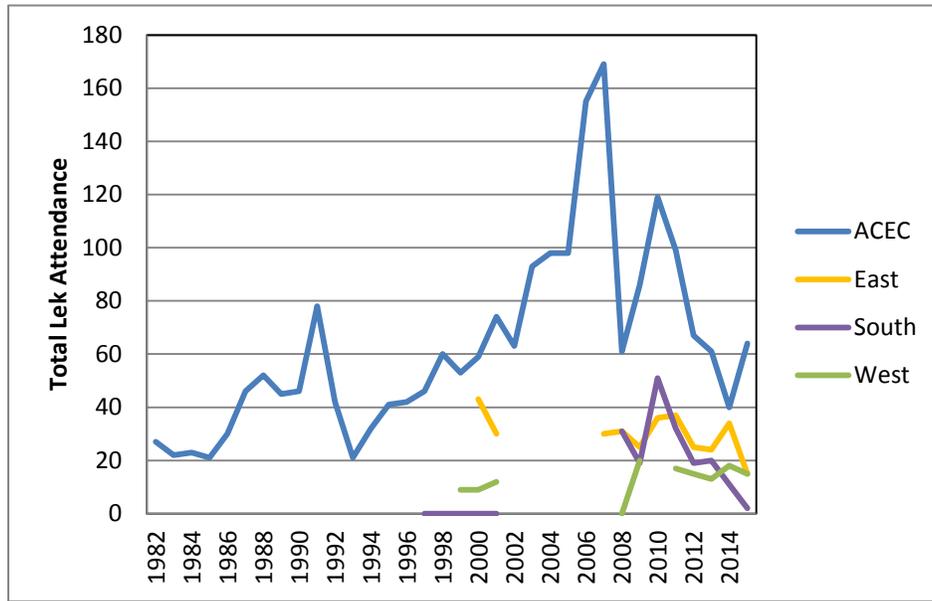


Figure 1. Total number of birds attending leks at four different groups of leks between 1982 and 2015, Adams and Washington counties, Idaho.

ACEC Conservation Efforts

By the 1970s, there were no remaining known occupied CSTG leks in WCI. Although IDFG would receive very infrequent reports, the population was clearly very low. In 1977, a small lek (12 males) was discovered east of Mann Creek in the vicinity of Fairchild Reservoir. Searches of the surrounding area identified two additional leks (two and eight males). Subsequent intensive searches in the early 1980s and appeals to landowners and the public for information resulted in one additional lek being located in the Little Rock Creek area.

All three leks located east of Mann Creek occurred on a 4,400 acre ranch that was for sale. The Nature Conservancy (TNC) purchased the ranch in 1987. The 1988 CRMP included the establishment of the CSTG Habitat ACEC. The ACEC identified the need to acquire additional important CSTG habitat and to consolidate public land within the area to ensure the long-term conservation of this population.

In 1990, TNC exchanged most of the ranch (3,898 acres) for other land that BLM had identified for sale. The BLM also completed a land exchange in 1992 with the Idaho Department of Lands, acquiring 3,040 acres within and adjacent to the ACEC. Two other full fee acquisitions, totaling 440 acres, have been completed since that time. A 535-acre conservation easement was completed in 2007. Other related actions included the completion of a Sikes Act Cooperative (BLM, IDFG, and TNC) Habitat Management Plan in 1994 as called for in Appendix I of the 1988 CRMP.

Vegetation Cover Types

Shrubsteppe communities (e.g., big sagebrush, stiff sage, bitterbrush, and mountain shrub) are the primary cover type in all CSTG ranges and are most prevalent on BLM and State lands where they account for 68-72% of vegetation (Table 1). The perennial bunchgrass cover type makes up 16% of vegetation in all ranges and is more prevalent in nesting and brood-rearing

habitat on BLM lands. The exotic annual cover type makes up 8% of vegetation in all ranges and is more prevalent in nesting and brood-rearing habitat on private lands. The agriculture cover type makes up 12% of vegetation in all ranges, but only 3% of private lands in nesting and brood-rearing habitat. Noxious weeds are scattered throughout the ranges and are most prevalent along roads and other disturbed areas. The BLM, counties, cooperative weed management areas, and private landowners have active treatment programs.

Threats and Limiting Factors

CSTG face a variety of challenges including habitat loss (e.g., development), habitat alteration (e.g., exotic invasive grasses, improper livestock grazing, shrub treatments, wildfire), disease, disturbance (e.g., recreation), and predation (Chambers et al. 2014, Hoffman et al. 2015, IDFG 2015). This document focuses on challenges that could be affected by land acquisition.

Habitat Loss – Between 1970 and 2014, Adams and Washington counties' populations increased 34.1% and 30.1% respectively (Headwater Economics 2016). Associated development (e.g., housing, infrastructure) and conversion from agriculture to residential land use has eliminated some habitat and fragmented remaining habitat. Substantial development has occurred in the Mann Creek valley south of the ACEC. Fragmentation can adversely affect long-term CSTG viability in the WCI by limiting suitable habitat and isolating subpopulations which can limit genetic transfer between them. The minimum area required to support CSTG is unknown; however, known viable populations require at least 12,400 acres of contiguous habitat (Bart 2000). At 12,100 acres, the ACEC by itself barely provides the minimum amount of contiguous habitat. The ACEC, West, and South leks are likely close enough to each other to allow birds to intermingle, but the East leks are potentially isolated from them because of distance and amount of unsuitable habitat between the leks (i.e., fragmentation).

CSTG do utilize agricultural fields to some extent; however, agricultural activities (e.g., mowing) can cause mortality or short-term habitat loss. Conservation reserve programs (CRP) and State Acres For wildlife Enhancement (SAFE) have benefited CSTG (Hoffman et al. 2015, IDFG 2015). All the leks that established in the eastern WCI area became established in response to CRP enrollments; however, two leks subsequently became inactive as landowner participation ended and ranches were subdivided into rural residential use. Nationwide, CRP lands have decreased 39% since 2002 (IDFG 2015). In Idaho, they have decreased about 31% since 2007. The programs currently affect relatively small areas in Washington (5,594 acres or 0.6% of county lands) and Adams (1,627 acres or 0.2% of county lands) counties, most of which is associated with the East leks. Because they are subject to funding availability, participation is voluntary and subject to market prices; therefore, long-term benefits to CSTG from these programs are uncertain.

Habitat Alteration – Livestock grazing, land treatments, and wildfires can alter habitat structure and composition over the short or long term. Properly managed livestock use (e.g., appropriate utilization levels and use periods that maintain suitable cover, forage, and native plant diversity) can benefit CSTG by providing an economic land use alternative to development. Conversely, improper livestock grazing (e.g., consistent spring or season-long use at moderate to high utilization levels) reduces CSTG cover and forage availability during critical periods (e.g., nesting, brood-rearing) and can reduce, alter, or eliminate them over the long term rendering

habitats unsuitable (Saab and Marks 1992, Hoffman et al. 2015, IDFG 2015). Leks with the highest attendance (ACEC leks) are associated with ungrazed lands.

Livestock (e.g., fencing, water developments) and infrastructure developments (e.g., powerlines) can adversely affect CSTG. Collision is the second leading cause of bird mortality (Hoffman et al. 2015). Fences and powerlines, especially unmarked ones in nesting and brood-rearing habitat, are particularly problematic. Powerlines also provide raptor perch and nesting sites that may increase predation and be avoided by CSTG (Hoffman et al. 2015, IDFG 2015). There are 561 miles of powerlines in CSTG habitats including 33.6 miles on BLM lands (Table 2); however, there are no powerlines on BLM lands in nesting and brood-rearing habitat. Water developments that provide standing water for mosquitoes can be sources of West Nile virus (WNV), a disease that has caused significant die-offs in GRSG. However, it is not known if WNV affects CSTG (Hoffman et al. 2015, IDFG 2015). GRSG in WCI were adversely affected by WNV in the late 2000s. Similar, although not as significant, CSTG declines during that period were likely related to drought conditions that adversely affected cover and forb/insect productivity.

Table 2. Linear (powerlines and roads) and area (wildfires) disturbances that have altered habitat within nesting and brood-rearing (1.25 miles of CSTG leks), key (<4 miles of CSTG leks), and throughout currently identified WCI CSTG range, for all ownerships and BLM lands in Adams and Washington counties, Idaho.

Habitat	Powerlines		Roads		Acres burned 1-3 times 1950-2015 (BLM acres)		
	Total	BLM	Total	BLM	1 time	2 times	≥3 times
Nesting/Brood-rearing	32.8	0	97.0	17.7	7,265 (228)	29	
Key	182.9	2.8	386.2	72.4	23,534 (3,329)	1,262 (431)	
WCI Range	345.4	30.8	847.4	251.6	90,821 (31,566)	19,708 (6,884)	1,645 (635)
<i>Totals</i>	561.1	33.6	1,330.6	341.2	121,620 (35,123)	20,999 (7,315)	1,645 (635)

Land treatments (e.g., herbicide or mechanical treatments to remove shrubs) and wildfire can remove critical nesting, brood-rearing, thermal, and hiding cover. Areas dominated by native plants with relatively few exotic invasive species typically recover well from wildfire (Chambers et al. 2014); however, substantially altered communities will remain dominated by exotic invasive species post-wildfire and provide unsuitable CSTG habitat. Wildfires between 1950 and 2015 burned approximately 27% of all habitats combined (Table 2), including 19% of nesting and brood-rearing habitat (4% of BLM lands burned), 14% of Key habitat (14% of BLM lands burned), and 34% of WCI Range (36% of BLM lands burned).

Disturbance – Recreational activities, especially those during the breeding and wintering periods, can adversely affect CSTG (Hoffman et al. 2015). Consistent disturbance during breeding can cause lek abandonment on a day-to-day basis for males and season-long for females (Baydack and Hein1987). Winter disturbances can cause animals to expend energy during a critical period. Private land ownership potentially limits public access in much of the area. Most leks are within 0.5 miles of an improved road; however, the most productive leks are further from improved roads and nearby roads are often impassable during the breeding season. There are a total of 399.2 miles of roads in CSTG habitats including 24.4 miles of roads in nesting and

brood-rearing habitat (none on BLM lands), 145.6 miles of roads in key habitat (1.3 mile on BLM lands), and 229.2 miles of roads in range habitat (4.4 miles on BLM lands).

Predation – Predation is the primary cause of CSTG mortality; however, it is typically not a limiting factor providing large, connected blocks of suitable habitat are available (Schroeder and Baydack 2001, Hagen 2011). While there are no predators that specialize in CSTG, avian predators caused 86% of CSTG mortalities in WCI (Marks and Saab Marks 1987). Fences and powerlines provide perch sites for birds of prey. Providing CSTG with large areas of suitable nesting and hiding cover is the most effective method to minimize predation impacts (Hoffman et al. 2015, IDFG 2015).

3.1.2 Environmental Consequences - Wildlife and Vegetation

The following assumptions apply for analysis purposes:

- Short-term effects to wildlife and vegetation would be <3 years; long-term effects would be ≥3 years.
- Environmental consequences are discussed regardless of ownership; however, BLM management actions would only apply to public lands or lands protected by CSTG-related conservation easements.
- Conservation easements could allow for limited development; however, it would affect <5% of the area under easement and typically would not occur in nesting and brood-rearing habitat.
- Acreages in CRP will continue to decline (IDFG 2015).
- BLM-administered lands impacted by wildfires would be rested from livestock use until recovery objectives are met.
- The BLM would not construct roads in CSTG habitat unless they directly benefitted CSTG (e.g., fire access roads closed to public use).

3.1.2.1 Alternative 1

Based on the improvement in the populations on the currently managed lands, acquisition of additional lands would substantially reduce threats and limiting factors for CSTG in WCI over the short and long terms and reduce the likelihood of future ESA listing proposals. Depending on the amount acquired, long-term population viability would be improved around the ACEC leks and could benefit the viability of and connectivity between other lek groups. Moderate (acquisitions associated with ACEC leks) to major (acquisitions associated with other leks) increases in number of leks and average attendance would occur over the long term, consequently improving WCI CSTG population viability. Changes in how, when, and to what degree uses occur on acquired lands would have minor to major benefits.

Habitat Loss – Acquisition would limit or eliminate development-related loss on acquired lands over the long term. The addition of the currently proposed 2,318 acres (a 19% over the current size) would help ensure the ACEC would meet minimum area requirements. Acquisitions around other leks would improve their long-term viability by reducing potential habitat loss. Acquisitions that preclude agricultural crop development would help ensure suitable habitat structure and diversity remains over the long term. Acquisitions could help offset reductions in CRP lands and provide an economic alternative to those programs.

Habitat Alteration – Acquisitions would help reduce or eliminate adverse habitat conversions or alterations over the long term. Minor (properly grazed) to moderate (ungrazed) increases in cover and forage diversity and abundance would benefit nesting and brood-rearing habitats helping increase annual chick productivity and survival. Acquisition of proposed parcels near the ACEC leks would help maintain or increase lek attendance and thereby increase the population over the long term. Removing unneeded fences or marking fences in nesting and brood rearing habitat would cause minor to moderate reductions in collision mortality over the long term. Acquisition would help maintain or enhance (where plantings occur) shrub cover over the long term by eliminating shrub-removal treatments. Wildfires would continue to have short-term adverse effects on habitat structure. Minor (properly grazed at moderate utilization level) to moderate (ungrazed) increases in fire intensity (energy released during the fire) and severity (organic matter loss) could occur over the short term (Davies et al. 2010); however, post-fire native grass and forb recovery would provide suitable habitat over the short and long term, with ungrazed and properly grazed areas recovering to more suitable habitat conditions than improperly grazed areas (Bates et al. 2009, Beschta et al. 2014).

Disturbance – Potential increased recreational access and use could increase disturbances on acquired lands during critical periods and adversely affect CSTG. Two leks on currently identified acquisition lands could be affected; however, public access is currently occurring at these leks and disturbances would not be expected to increase over the long term. The BLM's ability to designate routes and enforce seasonal closures would help minimize impacts over the long term. No disturbance from development would occur over the long term. Lek attendance would be maintained or increase over the long term.

Predation – Acquisitions and ACEC management would maintain habitat connectivity for the long term. ACEC management of large blocks of suitable habitat and habitat quality improvements would help minimize predation impacts over the long term. Nesting success and chick survival would increase over the long term.

3.1.2.2 Alternative 2

If additional lands are not acquired and managed to benefit CSTG, threats and limiting factors would persist at levels that would jeopardize CSTG long-term population viability in the majority of WCI. There would be an increased likelihood of another petition to list CSTG under the ESA. ACEC lek numbers and attendance would remain static over the short term and could decrease over the long term if use levels increase on identified parcels. Lek numbers and attendance at other leks could decrease over the long term and some leks would become inactive.

Habitat Loss – Increased residential, agricultural, and associated infrastructure development would have moderate (within range habitat) to major (nesting and brood-rearing and critical habitats) adverse impacts to CSTG habitat and population viability over the long term. Habitat fragmentation would increase and connectivity between leks would decrease over the long term. The ACEC would barely meet minimum area requirements over the long term and any development adjacent to it would reduce its effectiveness. Development near active leks on private lands would reduce or eliminate lek attendance. Reductions in CRP lands would increase habitat loss within the range of WCI CSTG.

Habitat Alteration – Properly grazed private lands would continue to benefit CSTG over the short and long term. Improperly grazed lands would provide marginal or unsuitable habitat over the long term with low annual chick productivity and survival. Uses on identified parcels at current levels would have negligible impacts on CSTG; however, moderate to major adverse habitat quality impacts could occur if use levels increased over the long term. Unmarked and new fences, especially within 1.25 miles of leks, would cause minor to moderate collision mortality over the long term. Herbicide or mechanical treatments that reduce or eliminate shrub cover would have major adverse impacts to nesting, brood-rearing, thermal, and hiding cover over the long term. Wildfire impacts would be similar to those described in Alternative 1; however, improperly grazed lands would recover to marginal or unsuitable CSTG habitat. Minor reductions in fire intensity and severity from improper grazing would degrade to invasive exotic annuals and become unsuitable for CSTG and increase fire hazard.

Disturbance – Continued private ownership could benefit or adversely affect CSTG over the long term depending on future management. If habitats remain unmodified, disturbance is maintained at a low level, proper grazing occurs, and development of roads, fences, structures are not undertaken, then CSTG habitats will be maintained. However, if grazing is increased substantially, and/or roads, fences and other infrastructure are added, then habitat quality will decline and population viability will be threatened.

Predation – Suitable habitat, especially outside the ACEC, would be isolated and not meet minimum size requirements. New infrastructure that provides additional raptor perches would increase predation. CSTG would remain vulnerable to predation, especially in unsuitable or marginal quality habitats. Nesting success and chick survival would remain low or be lost over the long term in improperly grazed and fragmented habitats.

3.1.3 Cumulative Impacts - Wildlife and Vegetation

3.1.3.1 Scope of Analysis

CSTG range is the spatial boundary for cumulative impacts analysis area (CIAA). It encompasses nesting, brood-rearing, and winter habitats as well as connectivity between them and is an area that, with adequate suitable habitat, would ensure long-term population viability. Although acquisitions would be permanent changes, a temporal scale of 20 years will be used because future actions could not be predicted beyond that period.

3.1.3.2 Current Conditions and Effects of Past, Present, and Foreseeable Future Actions

Within all habitat types combined, the majority of lands (87%) are rangelands including shrubsteppe (60%), perennial grassland (16%), exotic annuals (8%), and forested (1%) cover types. Primary activities in the CIAA that affect CSTG include livestock grazing, agriculture, development, and infrastructure. Although not a planned activity, the effects of future wildfires and ESR activities are considered because these natural events are predictable to a certain degree based on the number and size of wildfires that have occurred in the past decade.

Livestock Grazing – There are 115 BLM-administered allotments in the CIAA. Permits on 82 allotments were fully processed between 2000 and 2013 with an emphasis on maintaining suitable conditions or making significant progress toward meeting Rangeland Health Standards. Use periods are variable, but use typically occurs between April and November. Livestock

grazing occurs on the majority of uncultivated private lands in the CIAA, with use occurring potentially any time during the year. Overall use levels would be expected to remain stable during the next 20 years; however, reductions could occur on public lands in allotments not meeting Standards.

Agriculture and CRP/SAFE – Approximately 12% of the CIAA is cultivated crops, with just 3% of cultivated crops occurring in nesting and brood-rearing habitats. The number of cultivated acres would be expected to remain stable or slightly increase during the next 20 years. The relatively small percentage of CRP/SAFE lands (up to 1% of CIAA) could decrease by 25% as early as 2017 (IDFG 2015), but could fluctuate thereafter depending on funding availability. These lands would be expected to remain a relatively small, but potentially important (i.e., where it occurs in nesting and brood-rearing habitat), habitat source for CSTG.

Development – The majority of development is associated with communities (e.g., Weiser, Midvale, Cambridge, Council, and Indian Valley); however, residential development increased 137.8% in Adams County and 40.7% in Washington County between 2000 and 2010, with exurban (lot sizes 1.7 – 40 acres) development accounting for the majority (Headwaters Economics 2016). Growth would be expected to occur at similar rates in communities and rural areas over the long term. The Adams County Comprehensive Plan does not estimate a growth rate, but does emphasize smart growth principles that preserve natural landscapes and rural heritage and encourage growth toward existing communities (Adams County 2006). The Washing County Comprehensive Plan estimates moderate to slow growth with up to 20% population increase between 2006 and 2030 (Washington County 2010).

Infrastructure - There are 561 miles of distribution and transmission lines in the CIAA, with 33 miles in nesting and brood-rearing habitat and 190 miles in key habitat (Table 2). Transmission and distribution lines would not be permitted in the ACEC over the long term. Distribution lines would be expected to increase over the long term where rural residential growth occurs. There are 1,331 miles of roads in the CIAA, with 97 miles in nesting and brood-rearing habitat and 386 miles in key habitat (Table 2). Miles of roads on public lands would remain relatively static or decrease slightly (especially in nesting and brood-rearing habitat) over the long term as travel management plans are completed. Maintained roads would be expected to increase on private lands where rural residential growth occurs.

Wildfires – Wildfires have affected 27% of the CIAA between 1950 and 2015 (Table 2). Between 2006 and 2015, a total of 18,000 acres burned. Based the 10-year fire history, approximately 1,800 acres could burn annually, or up to 36,000 acres (7% of the CIAA) over 20 years.

3.1.3.3 Cumulative Impacts - Alternative 1

Acquisitions would have moderate (outside nesting and brood-rearing habitat) to major (in nesting and brood-rearing habitat) additive benefits in reducing threats and limiting factors over the long term. Acquisitions would help offset adverse impacts described below and help ensure long-term population viability. Livestock grazing would have minor (properly managed grazing) annual adverse habitat alteration effects, primarily where use coincides with nesting and early brood-rearing periods. Improperly managed livestock grazing would have moderate to major

annual and long term adverse habitat alteration impacts. Private lands, where Standards do not apply, could be at greater risk of habitat degradation over the long term. Slight increases in cultivated lands would have minor (within range) to moderate (in nesting and brood-rearing habitat) habitat loss impacts over the long term. Cultivated lands could provide minor benefits by limiting development impacts and providing late brood-rearing habitat. Reductions in CRP/SAFE lands could have minor (within range) to major (near active leks) adverse effects by altering or eliminating habitat over the short or long term. Development and associated infrastructure increases would have negligible (primarily associated with existing communities) to major (rural residential development near active leks) habitat loss, habitat alteration, and disturbance impacts over the long term. Although the actual development footprint might be small, the potential impacts and fragmentation could adversely affect long-term population viability, especially where CSTG depend on private lands (Chambers et al. 2014, IDFG 2015). Wildfires would have minor (smaller fires where native perennial species recover) to major (large fires in key habitat where exotic annual species dominate post fire) short and long term habitat loss, alteration, and fragmentation impacts. Livestock grazing would have negligible (severe fire conditions) to moderate (low to moderate fire conditions) effects on fire size and severity.

3.1.3.4 Cumulative Impacts - Alternative 2

Not acquiring properties would have moderate (outside nesting and brood-rearing habitat) to major (in nesting and brood-rearing habitat) additive adverse impacts by not reducing threats and limiting factors over the long term. Long-term CSTG population viability would be reduced relative to Alternative 1. Livestock grazing, agriculture, CRP/SAFE lands, and wildfires would be as described for Alternative 1 (Section 3.1.3.3). Development and infrastructure related habitat loss, habitat alteration, and disturbance impacts could be greater than Alternative 1, especially where they occur in nesting and brood-rearing habitat. Without adequate undeveloped buffers, even viability of ACEC leks could be compromised.

3.2 Social and Economics

3.2.1 Affected Environment - Social and Economics

Social and economic factors, including livestock grazing and recreation will be discussed at the nesting and brood-rearing habitat, key habitat, WCI range, and/or county levels. County comprehensive plans identify important resources (e.g., wildlife, including species of special concern, recreation) and provide guidance on how to maintain and enhance those resources. CSTG and GRSG are “species of special concern” in the area (Adams County 2006, Washington County 2010). The proposed acquisition properties are zoned as agricultural and provide important wildlife habitat.

The Adams County Comprehensive Plan includes goals and objectives to:

- protect wildlife habitat and game populations³;
- maintain existing high quality of life, cultural, and recreational resources;

³ Includes a policy to “require mitigation for wildlife when habitat or game populations are adversely affected. Such mitigation includes leaving corridors on wildlife migration routes, avoiding critical nesting habitat, providing buffers on riparian area, and avoiding development on known winter range for game animals.”

- combine the protection of special sites with recreational and community uses; and
- ensure recreational opportunities are available to County residents and visitors (Adams County 2006).

The Washington County Comprehensive Plan includes goals and objectives to:

- provide for a variety of uses...in a manner that protects and maintains...wildlife and other natural, environmental, and scenic qualities so that they may be utilized now and in the future;
- discourage, through the zoning ordinance, the mixing of incompatible uses that may be detrimental to surrounding properties or uses;
- include wildlife, wildlife habitat, and the natural environment in all land use decisions;
- protect and preserve the natural resources of the County while defending and maintaining the use and development of vitally important agricultural, commercial, and recreational activities;
- promote and encourage good stewardship of all natural resources through proper use and protection;
- strive to protect all natural resources from detrimental impacts;
- set aside for perpetual public use an adequate amount of river frontage and other places, as possible, which have historic recreational and other values; and
- multiple uses of all public lands should be encouraged (Washington County 2010).

Social

Public lands make up the majority (64%) of Adams County, whereas private lands make up the majority (55%) of Washington County (Table 3). The 1988 CRMP identified 17,605 acres of BLM lands available for disposal in eight counties including Adams (1,432 acres) and Washington (9,570 acres). Since 1988, 15,234 acres have been sold or exchanged including 932 acres (65% of identified lands) in Adams County and 8,665 acres (91% of identified lands) in Washington County. Since 1990, the BLM has acquired 7,378 acres that became part of the ACEC (see ACEC Conservation Efforts in Section 3.1.1); therefore, there has been a 1,287-acre reduction in BLM lands in Washington County. Farms (crops and rangeland) accounted for 15% (Adams County) and 45% (Washington County) of total land use and residential land use was limited, primarily associated with communities (e.g., Weiser, Midvale, Cambridge, and Council) and scattered rural residences. Population densities range from 2.9 to 6.8 people/sq mi., respectively for Adams and Washington counties and populations have increased 30-34% between 1970 and 2014.

Table 3. Social and economic factors in Adams and Washington counties, Idaho.

Social/Economic Factor	Measure	Adams	Washington
Land Ownership and Uses	Total Acres	876,300	941,700
	Private Lands	273,478 (31.4%)	519,157 (55.2%)
	Conservation Easement	278 (0%)	3,132 (0.3%)
	Residential Development (acres in 2010)	9,969 (1.1%)	4,886 (0.5%)
	Farms (acres in 2012)	136,227 (15.6%)	426,494 (45.4%)
	Cropland	19,849 (2.3%)	79,516 (8.5%)
	Pasture and Rangeland	103,386 (11.9%)	327,892 (34.9%)
	Federal Lands	560,317 (64.3%)	345,537 (36.7%)

Social/Economic Factor	Measure	Adams	Washington
	BLM	53,716 (6.2%)	222,020 (23.6%)
	Forest Service	506,601 (58.1%)	123,517 (13.1%)
	State	41,161 (4.7%)	72,215 (7.7%)
Population	Total 2014	3,908	10,068
	Median Age 2014	51.3	44.3
Trends	Population Increase 1970-2014	34.1%	30.1%
	Employment Increase 1970-2014	80.2%	49.1%
	Personal Income Increase 1970-2014	97.9%	138.5%
Employment/Income	Employed, 2014	1,534	3,702
	Unemployment Rate 2014	10.0%	6.4%
	Per Capita Income 2014 (2015 \$\$)	\$34,033	\$33,903
	Non-Labor Income, % of Total Personal Income ¹	57.1%	45.9%
	Services, % of Total Employment ²	50.9%	41.0%
	Agriculture, % of Total Employment	11.5%	15.4%
	Government, % of Total Employment ³	14.1%	17.1%
	Federal Land Payments, % of Total General Government Revenue 2012	17.0%	6.6%

¹ Consists of dividends, interest and rent (money earned from investments), and transfer payments (includes government retirement and disability insurance benefits, medical payments such as mainly Medicare and Medicaid, income maintenance benefits, unemployment insurance benefits, etc.).

² Consists of employment in the following sectors: Utilities, Wholesale Trade, Retail Trade, Transportation & Warehousing Information, Finance & Insurance, Real Estate & Rental & Leasing, Professional, Scientific, & Tech., Mgmt. of Companies & Enterprises, Administrative & Support Services, Educational Services, Health Care & Social Assistance, Arts, Entertainment, & Recreation, Accommodation & Food Services, and Other Services.

³ Consists of all federal, state, and local government agencies and government enterprises.

Economy

Labor accounts for 43-54% of total personal income in Adams and Washington counties (Table 3). The majority of people are employed in services, agriculture, timber, and government related jobs. Travel and tourism related jobs are an important component of service-related jobs, accounting for 23% (Adams County) and 14% (Washington County) of total employment.

County government revenue comes from various sources including property taxes and federal payments. Property taxes are based on factors including assessed value and zoning/levy rates. In 2015, Adams and Washington counties received approximately \$196,000 and \$742,000, respectively, in Payments in Lieu of Taxes (PILT; Headwaters Economics 2016). These payments compensate county governments for non-taxable federal lands within a county. PILT is based on a maximum per-acre payment reduced by the sum of all revenue sharing payments and subject to a population cap. According to the Washington County Assessor's office, the identified parcels are assessed at a rate of \$58 to \$71/acre, and a tax levy rate of between 0.000205994 and 0.00909808 is applied (based on information provided from the Washington County Assessor's office, July 2016). Tax revenue generated from the parcels (2,407.98 acres of dry-grazing land) would provide \$1,014.79. Based on the 2016 PILT payment of \$2.27/acre, PILT payment on the parcels would be \$5,455.65⁴. The 2015 general fund budget for Adams

⁴ The 10-year PILT payment average was \$2.00/acre in Washington County (2007-2016).

County was \$45,803,062 (Adams County 2015) and the 2015/2016 budget for Washington County was \$12,575,372 (Washington County 2015). The acquisition of agricultural exempt land by BLM would lead to a net increase in county revenue of \$4,440.86 (or 0.035% of Washington County's 2015/2016 budget.)

Livestock Management

Livestock grazing occurs on public, private, and State lands throughout most of the WCI range. Approximately 93% of BLM-administered lands are allocated for grazing, with permitted use occurring in 115 allotments. In addition to grazing fees, permittees are typically required to maintain improvements (e.g., fences, water developments) on public lands within their assigned allotments. One complete parcel of the identified acquisition parcels and portions of two others (1,347 acres) occur in the Pound Allotment and the remaining parcels (971 acres) are surrounded by BLM lands not available for livestock grazing. There are 220 AUMs permitted on public lands in the Pound Allotment, a 9.2 ac/AUM stocking rate. Assuming a similar stocking rate, there are approximately 150 AUMs associated with private lands in the allotment and an additional 72 AUMs associated with private lands currently being grazed outside the allotment. The two western parcels (313 acres) are not being grazed.

Recreation

Both the Adams and Washington counties' comprehensive plans recognize the importance of quality outdoor recreation to the counties' economies. Wildlife and the natural environment are important components that enhance recreational opportunities (Washington County 2010). Public lands support a wide variety of recreation uses in the counties including camping, hunting, off-highway vehicle (OHV) driving, and wildlife viewing. Washington County estimates these activities generated 160,000 visits annually in 2010 (Washington County 2010). Camping on BLM-administered lands occurs at a developed site (Steck Park along the Snake River in Washington County) or dispersed, undeveloped sites (e.g., the ACEC). While a variety of big game and upland game hunting seasons are offered, there are no hunting seasons for CSTG or GRSG in the counties. On BLM-administered lands, OHV use is limited to existing or designated routes. Because of the interspersion of public and private lands, access to some public parcels depends on landowner permission.

3.2.2 Environmental Consequences - Social and Economics

3.2.2.1 Alternative 1

Land acquisition to improve, protect, and enhance CSTG habitat would meet county comprehensive plan objectives over the long term. Social, economic, and recreation benefits would occur over the long term at the county level. Minor impacts to livestock management could occur at the individual operator level.

Social

Land acquisition would result in a negligible increase in public lands in the counties over the long term. Acquired lands would remain as open space, which would meet county plan objectives to protect wildlife habitat. Acquisition of the identified parcels would increase the amount of BLM-administered lands by 1% in Washington County and would have a negligible reduction in lands available for development (0.4% of private lands in the county would be

affected). Willing landowners would be able to act in their own interests. Population densities and growth would not be affected, although quality, accessible open space would be a long-term amenity for residents and new arrivals.

Economy

Maintaining open space has various benefits (e.g., increased value of adjacent properties, maintaining production and natural system values, recreation) and costs (e.g., tax revenue, management costs) (Fausold and Lillieholm 1999). Acquired lands managed by the BLM would reduce or eliminate open space management costs at the county and individual levels. Land acquisitions that improve recreation opportunities would have negligible economic benefits at the county level, primarily for those employed in service-related jobs. Landowners selling parcels or easements at fair market value would get economic benefits similar to selling to private individuals. No new jobs would likely be created; however, slightly more work could be generated. No change in agricultural jobs or income would occur where rangelands are acquired and grazing continues. Negligible employment changes associated with acquisitions that change land uses (e.g., cultivated croplands restored to native vegetation, grazing changes) could occur, but would depend on the proportion of the seller's operation that was affected. Acquisition of the identified parcels would have no employment impacts because existing uses would continue (i.e., not grazing two parcels) or would not be substantially different from current uses (i.e., grazing changes on three parcels that would not affect overall operations).

Changing lands from private to public ownership would have negligible long-term economic benefits to county revenues because PILT payments would be greater than property taxes with an agricultural exemption. Acquisition of the identified parcels could increase annual Washington County revenue from the properties from \$718.58 (current taxing rate) up to \$4,404.20 (PILT rate if all acres were fee acquisition). Both amounts are negligible portions of the county budget.

Livestock Management

There could be negligible to moderate impacts to individual operators, but negligible impacts at the county level. In existing allotments, acquired lands could be grazed, but only the livestock numbers and use periods on the existing permit could be applied for and authorized. This may result in a short-term reduction in livestock numbers in the allotment/pasture, from pre-sale use due to the change in percent public lands and subsequent adjustment to the existing permit(s) pending a new grazing decision. Where AUMs would not be allocated for lands converted from private to public ownership, operators would need to find alternative forage sources if they wanted to continue operating at current levels. Costs for other sources of forage could range from \$7.32 (lease agreement on a BLM allotment⁵) to \$20-\$30 (leasing private pasture) per AUM. These costs or loss of forage could be offset by purchase prices that account for uses such as forage. Acquiring the three identified parcels where grazing currently occurs, could result in forage replacement costs of up to \$1,622 to \$6,647 annually for the operator. These costs would not occur where a conservation easement that allows continued grazing is used. The actual costs would be considerably less because the landowner has not been grazing the public and private lands for several years. Because the surrounding BLM lands are not available for livestock grazing, there would be no livestock management impacts associated with acquiring the two

⁵ Rate includes the basic AUM charge (\$2.11) and lease surcharge (\$5.21) and would be considered a minimum charge as lessors generally charge more.

parcels not being grazed. Changing ownership from private to public would not affect the maintenance responsibilities of adjacent landowners.

Recreation

Acquired lands would benefit recreation by providing long-term suitable habitat for wildlife and game species. Acquired lands would be available for a variety of recreation uses and their access would no longer depend on landowner permission (unless acquired parcels are not accessible from public access points). Acquisition of the identified parcels would add up to 2,318 acres of lands available for recreation uses and improve access to other public lands in the area. Lands protected using a conservation easement may not be available for recreation.

3.2.2.2 Alternative 2

Comprehensive plan objectives to provide for wildlife and recreation would have to be met by other, possibly more costly, methods or would not be met over the long term. Social, economic, and livestock management conditions would remain similar to current circumstances. Recreation levels could be adversely affected over the long term.

Social

Not acquiring lands would remove one method of maintaining or increasing naturally vegetated lands in the counties. Other methods (e.g., zoning, easement, exchange) would need to be employed to meet county plan objectives to protect wildlife habitat and other open space uses. Although easements could maintain open space, they may not provide other values such as access and recreation. Public lands disposed of through exchanges might no longer provide the values users have become accustomed to; however, those losses could be offset by access to newly acquired lands. Willing landowners would have a smaller range of alternatives that allowed them to act in their own interests. Population densities and growth would not be affected, although quality, accessible open space could decrease over the long term where development occurs.

Economy

The county and individual landowners would be responsible for management costs of private and county owned lands desired to meet county plan open space objectives. Demand for service and agricultural related jobs would be similar to current levels. Willing landowners would need to find other markets which would likely have similar economic returns; however, maintenance of open space would not be ensured over the long term. Job levels would be similar to current levels and associated growth over the long term. Not acquiring the identified parcels would have no employment impacts.

County revenues would remain similar to current levels, with agricultural lands providing less tax revenue than PILT payments on a per acre basis.

Livestock Management

Current livestock management would be unaffected over the long term except in instances where residential development reduces available rangeland or increases livestock management needs in an allotment. Not acquiring the identified parcels would have no impact on current livestock management.

Recreation

Access to public lands would remain stable for lands associated with public rights-of-way; however, recreation use could decrease over the long term where private landowners prevent access to land-locked public lands. Recreation needs would need to be met on other open space lands or would no longer be available. Not acquiring the identified parcels could result in blocking access to substantial areas of public lands over the long term. Access to public lands goes through at least two parcels. Recreational access to some areas would continue to require landowner permission.

3.2.3 Cumulative Impacts -- Social and Economics

Because only negligible social, economic, livestock management, and recreation impacts were identified, cumulative impacts for these resources and resource uses will not be discussed.

4.0 Consultation and Coordination

4.1 List of Preparers and Reviewers

Jeremy Bluma, Realty Specialist
Joseph Weldon, Wildlife Biologist
Larry Ridenhour, Outdoor Recreation Planner
Martin Espil, Rangeland Management Specialist
Matt McCoy, Assistant Field Manager
Seth Flanigan, NEPA Specialist
Tate Fischer, Field Manager

4.2 List of Agencies, Organizations, and Individuals Consulted

Arthur Talsma
Burns Paiute Tribe Tribal Chairman
Confederated Tribes of the Umatilla Indian Reservation
David Maddox
Gene Gray
Golden Eagle Audubon Society
Grazing Board Resource Area Representative – Stan Boyd
Honorable C.L. "Butch" Otter
Honorable Jim Risch
Honorable Mike Crapo
Honorable Mike Simpson
Honorable Raul Labrador
Howard Sutton
Idaho Cattle Association
Idaho Conservation League
Idaho Department of Fish and Game
Idaho Department of Lands
Idaho Farm Bureau Federation
Idaho Transportation Department
Idaho Wildlife Federation

Karen Steenhof
Land Trust of Treasure Valley
Lorraine Carr Co.
Neil Rimby
The Nature Conservancy
Payette National Forest
Richard Raymondi
Ronald Pound
Ronnie Lynn Carter, Trustee
Shoshone-Bannock Tribes Tribal Chairman
Shoshone-Paiute Tribes Tribal Chairman
Sierra Club – Middle Snake Chapter
The Wilderness Society
Thousand Springs Ranch
Tree Top Ranches, LP
US Fish and Wildlife Service
Washington County Commissioners
Weiser Grazing LLC
Western Lands Project
Western Watersheds Project
Wildlands Defense

Native American Consultation

BLM is required to consult with Native American tribes to “help assure (1) that federally recognized tribal governments and Native American individuals, whose traditional uses of public land might be affected by a proposed action, will have sufficient opportunity to contribute to the decision, and (2) that the decision maker will give tribal concerns proper consideration” (U.S. Department of the Interior, *BLM Manual Handbook H-8120-1*). Tribal coordination and consultation responsibilities are implemented under laws and executive orders that are specific to cultural resources which are referred to as “cultural resource authorities,” and under regulations that are not specific which are termed “general authorities.” Cultural resource authorities include: the *National Historic Preservation Act of 1966*, as amended (NHPA); the *Archaeological Resources Protection Act of 1979*; and the *Native American Graves Protection and Repatriation Act of 1990*, as amended. General authorities include: the *American Indian Religious Freedom Act of 1979*; the NEPA; the FLPMA; and *Executive Order 13007-Indian Sacred Sites*. The proposed action is in compliance with the aforementioned authorities.

Southwest Idaho is the homeland of two culturally and linguistically related tribes: the Northern Shoshone and the Northern Paiute. In the latter half of the 19th century, a reservation was established at Duck Valley on the Nevada/Idaho border west of the Bruneau River. Today, the Shoshone-Paiute Tribes residing on the Duck Valley Reservation actively practice their culture and retain aboriginal rights and/or interests in this area. The Shoshone-Paiute Tribes assert aboriginal rights to their traditional homelands as their treaties with the United States, the Boise Valley Treaty of 1864 and the Bruneau Valley Treaty of 1866, which would have extinguished aboriginal title to the lands now federally administered, were never ratified.

Other tribes that have ties to southwest Idaho include the Bannock Tribe and the Nez Perce Tribe. Southeast Idaho is the homeland of the Northern Shoshone Tribe and the Bannock Tribe. In 1867 a reservation was established at Fort Hall in southeastern Idaho. The Fort Bridger Treaty of 1868 applies to BLM's relationship with the Shoshone-Bannock Tribes. The northern part of the BLM's Boise District was also inhabited by the Nez Perce Tribe. The Nez Perce signed treaties in 1855, 1863 and 1868. BLM considers off-reservation treaty-reserved fishing, hunting, gathering, and similar rights of access and resource use on the public lands for all tribes that may be affected by a proposed action.

The Shoshone-Paiute Tribes were consulted during the April 21, 2016 Wings and Roots Program, Native American Campfire meeting. The Shoshone-Bannock Tribes were consulted during a June 17, 2016 meeting at Fort Hall, ID. The Tribes were supportive of the proposed action.

4.3 Public Participation

Comments were received from the following individuals and groups:

Howard Sutton

Idaho Department of Lands

Idaho Department of Fish and Game

Idaho Farm Bureau

Tree Top Ranches

US Fish and Wildlife Service

Washington County Commissioners

Western Lands Project

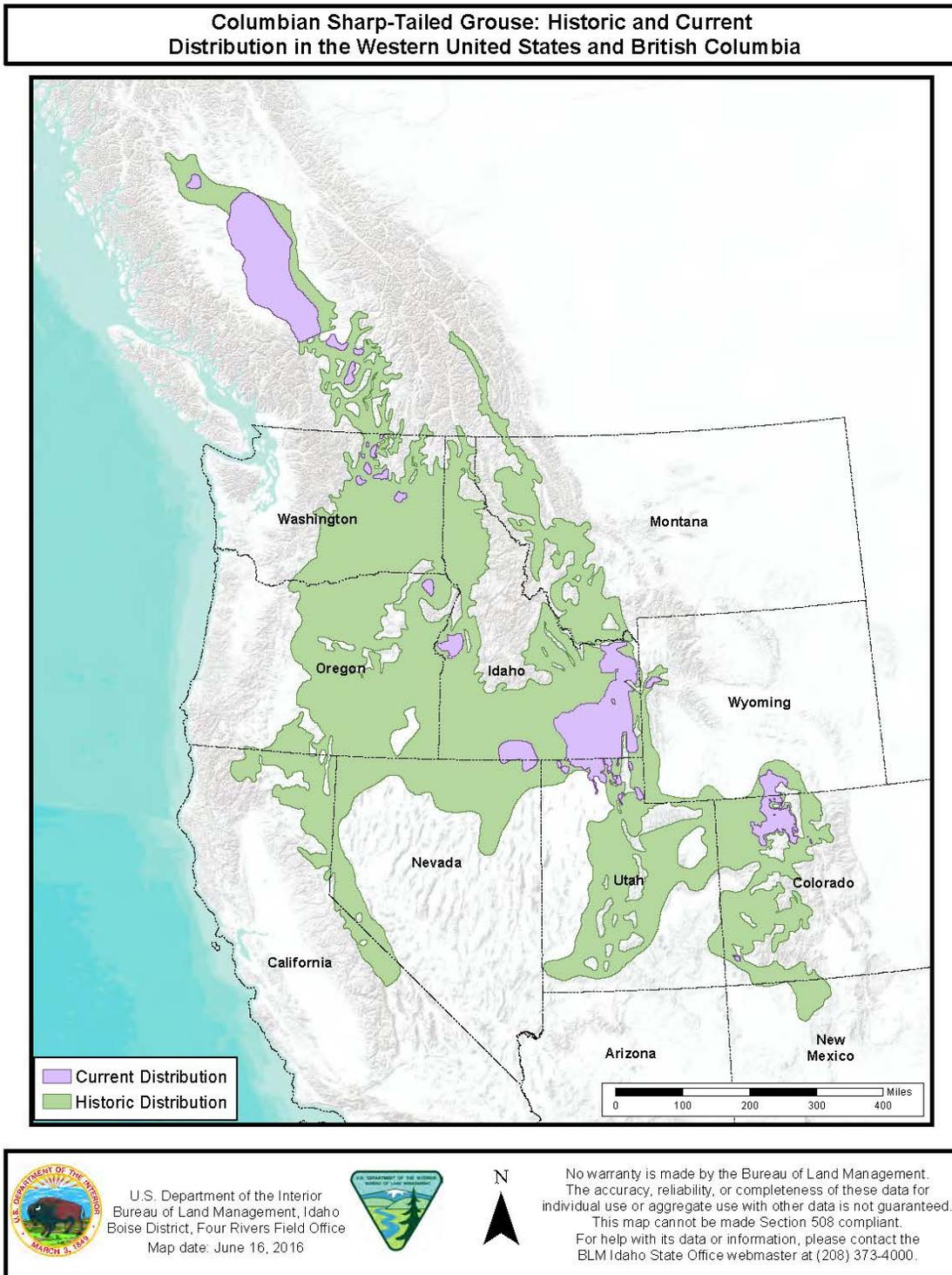
5.0 LITERATURE CITED

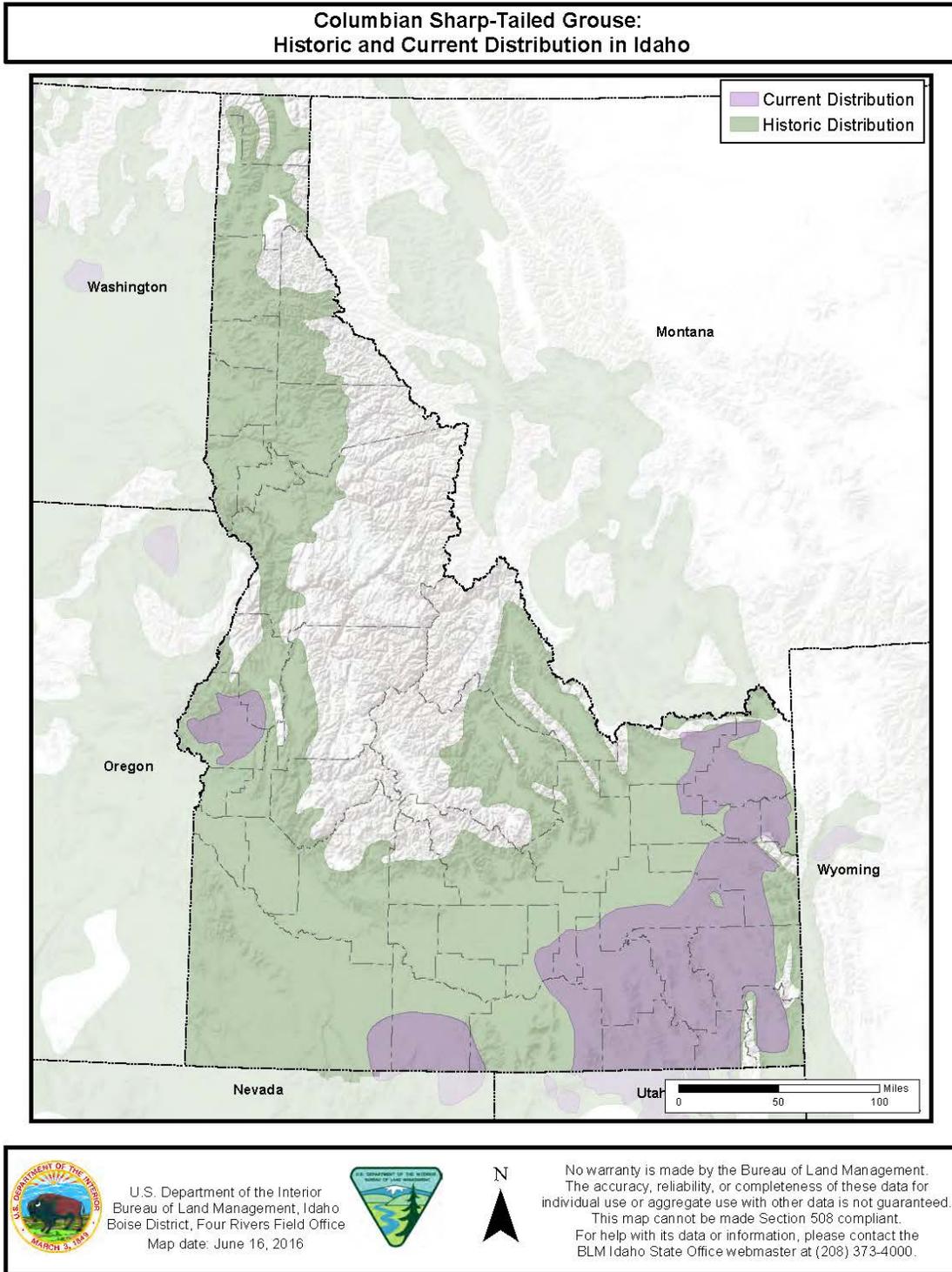
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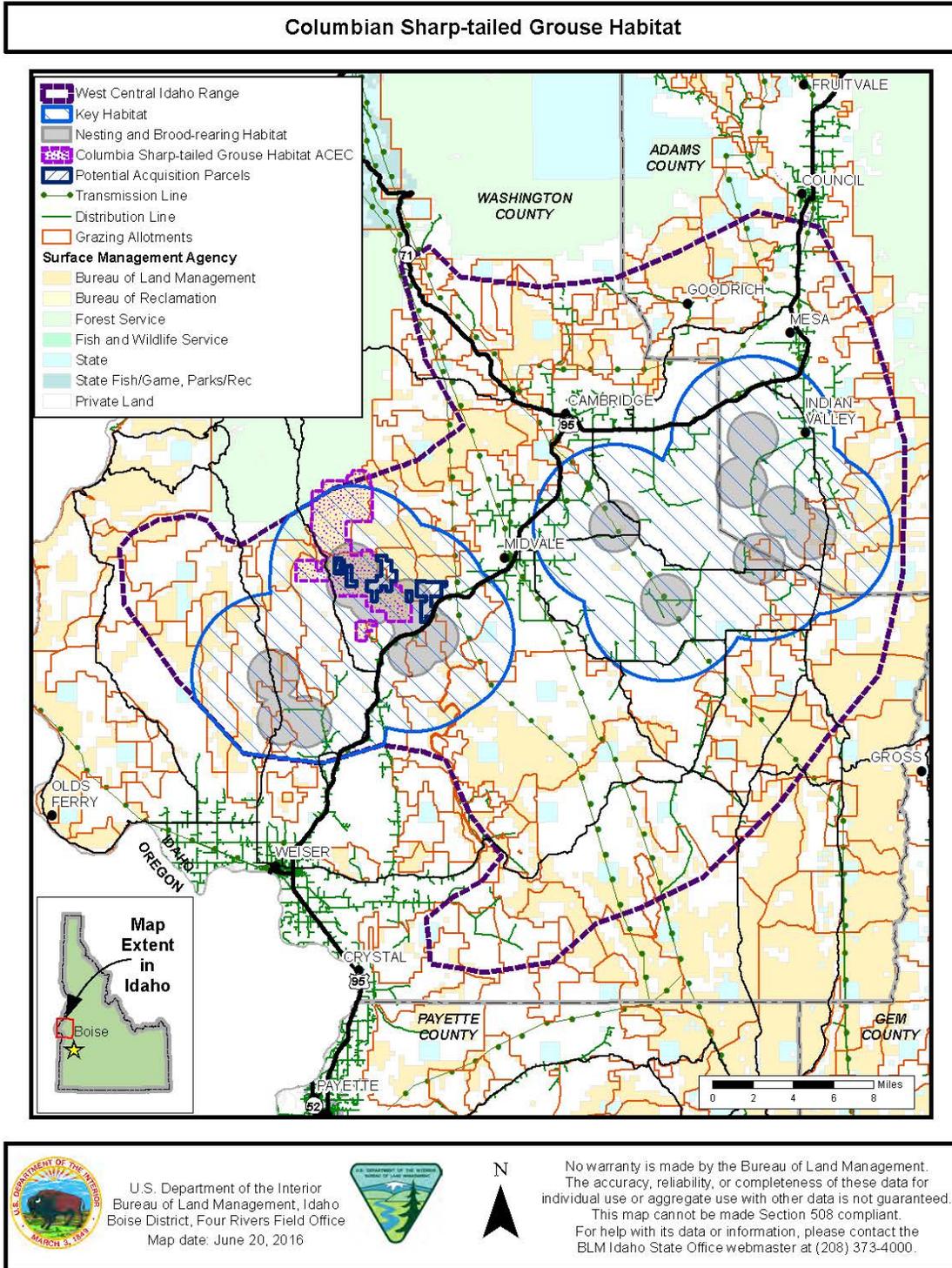
6.0 MAPS

Map 1





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7.0 APPENDICES

7.1 Appendix 1. Legal Descriptions for the Five Proposed Acquisition Parcels

Parcel #	Township ¹	Range	Section	Quarter
1	13 N	05 W	10	SE ¹ / ₄ SE ¹ / ₄ SE ¹ / ₄ *
			11	S ¹ / ₂ SW ¹ / ₄ SW ¹ / ₄ *
			14	W ¹ / ₂ NE ¹ / ₄ NW ¹ / ₄ * NE ¹ / ₄ NW ¹ / ₄ NW ¹ / ₄ * SE ¹ / ₄ NW ¹ / ₄ NW ¹ / ₄ * W ¹ / ₂ SE ¹ / ₄ NW ¹ / ₄ * NE ¹ / ₄ SW ¹ / ₄ NW ¹ / ₄ * SE ¹ / ₄ SW ¹ / ₄ NW ¹ / ₄ * NW ¹ / ₄ NE ¹ / ₄ NW ¹ / ₄ * N ¹ / ₂ NW ¹ / ₄ SW ¹ / ₄ *
			15	E ¹ / ₂ NE ¹ / ₄ NE ¹ / ₄ * E ¹ / ₂ SE ¹ / ₄ NE ¹ / ₄ * NE ¹ / ₄ NE ¹ / ₄ SE ¹ / ₄ *
2	13 N	05 W	14	SW ¹ / ₄ NE ¹ / ₄ W ¹ / ₂ SE ¹ / ₄
			23	N ¹ / ₂ NE ¹ / ₄
3	13 N	04 W	07	Lot 4 SE ¹ / ₄ SW ¹ / ₄
			18	E ¹ / ₂ NW ¹ / ₄ W ¹ / ₂ NE ¹ / ₄ Lot 4 E ¹ / ₂ SW ¹ / ₄ SE ¹ / ₄
			19	Lot 1 Lot 2 NE ¹ / ₄ NW ¹ / ₄ W ¹ / ₂ NE ¹ / ₄
	13 N	05 W	24	NE ¹ / ₄ E ¹ / ₂ SE ¹ / ₄
4	13 N	04 W	20	W ¹ / ₂ SE ¹ / ₄
5	13 N	04 W	21	N ¹ / ₂ N ¹ / ₂ S ¹ / ₂ SW ¹ / ₄ SE ¹ / ₄
			22	N ¹ / ₂ NW ¹ / ₄ SW ¹ / ₄ NW ¹ / ₄ NW ¹ / ₄ SW ¹ / ₄
			28	E ¹ / ₂ W ¹ / ₂ W ¹ / ₂ NE ¹ / ₄ NW ¹ / ₄ SE ¹ / ₄ SE ¹ / ₄ NE ¹ / ₄ ** NE ¹ / ₄ SE ¹ / ₄ **

¹ Boise Meridian, Washington County, Idaho

* Those portions owned by The Nature Conservancy outside the Fairchild Reservoir parcel and not owned by Tree Top Ranches, LP.

** Those portions west of State Highway 95 right-of-way.