

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

**Cedar Fields Plan Amendment
Draft Environmental Impact Statement
For the
Monument Resource Management Plan**

DOI-BLM-ID-T020-2013-0029-EIS



ENVIRONMENTAL IMPACT STATEMENT COVER SHEET

Project Title: Cedar Fields Plan Amendment Draft Environmental Impact Statement

Project Location: Cedar Fields is located near American Falls, Idaho. The BLM and USBR managed public lands affected by this proposal are within T. 9 S., R. 29 E., Sec. 1, 2, 3, 4, 9, 10, 11, 12 and 17; T. 9 S., R. 30 E., Sec. 6; T. 8 S., R. 29 E., Sec 20, 21, 29, 34, 35; T. 8 S., R. 30 E., Sec. 1, 10, 11, 12, 15, 20, 21, 22, 28, 29, 30, 31, 32. Boise Meridian.

Lead Agency: U.S. Department of the Interior, Bureau of Land Management
Twin Falls District
Burley Field Office, Burley, Idaho

Cooperating Agencies: United States Bureau of Reclamation
Power County Commissioners

Comments Must be received by: 90 days after the U.S. Environmental Protection Agency (EPA) publishes a Notice of Availability (NOA) in the Federal Register.

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Dear Reader:

Attached for your review and comment is the Cedar Fields Proposed Monument Resource Management Plan (RMP) Amendment and Draft Environmental Impact Statement (DEIS) for the Idaho Bureau of Land Management (BLM), Burley Field Office. This DEIS was prepared in accordance with the National Environmental Policy Act of 1969, as amended (NEPA) and with applicable laws and regulations passed subsequent to NEPA. It is intended to provide the public and agency decision-makers with a complete and objective evaluation of impacts, beneficial and adverse, resulting from the Preferred Alternative and all reasonable alternatives.

The Cedar Fields Project Area (Project Area) consists of about 9,712 acres of land north of the Snake River primarily managed by the BLM Burley Field Office and the U.S. Bureau of Reclamation (USBR) and also including some private and State of Idaho lands in south-central Idaho. Based on this analysis, the BLM's 1985 Monument Resource Management Plan (RMP) will be amended and guide recreation management of public lands within the Project Area into the future.

As the lead agency, the BLM is asking for your help by reviewing this DEIS and providing comments. The comment period for this document will close 90 days following publication of the Notice of Availability (NOA) by the Environmental Protection Agency (EPA) in the Federal Register.

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

Comments may be submitted electronically or in writing to:

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Comments received on the DEIS, or at other stages of this process, will be placed in the Project Record, where they will be available for public review. To be most helpful, comments on the DEIS should be specific, mentioning particular pages or chapters where appropriate. Comments may address the adequacy of the DEIS, the merits of the alternatives, or the procedures followed in the preparation of this document as called for under NEPA and its implementing regulations. For a comment to be considered to have substance, it should:

- Provide new information pertaining to the Preferred Alternative or an alternative;
- Identify a new issue or expand upon an existing issue;
- Identify a different way to meet the underlying need;

- Provide an opinion regarding an alternative, including the basis or rationale for the opinion;
- Point out a specific flaw in the analysis; or
- Identify a different source of credible research, which, if used in the analysis, could result in different effects.

Copies of the Cedar Fields RMP Amendment/DEIS have been sent to affected Federal, state, and local government agencies, as well as Tribal governments. Due to the BLM's paper-use reduction initiative, we encourage the public to review electronic copies of this plan. The Draft RMP Amendment/DEIS will be available online and on CD.

Thank you for your interest in the Cedar Fields RMP Amendment/DEIS. We appreciate the information and suggestions you contribute to the planning process. For further information regarding this proposal, you may contact Lisa Cresswell, Planning Team Lead at (208) 732-7270.

Sincerely,

Kenneth Crane
Burley Field Office Manager
Bureau of Land Management

Executive Summary

The American Falls Archaeological District (District) encompasses 4,887 acres (1,090 acres currently managed by BLM) of cliffs, rivers and river plains in southeast Idaho, downstream from the American Falls Reservoir and west of the Fort Hall Indian Reservation, home to the Shoshone-Bannock Tribes. The District was placed on the National Register of the Historic Places in 1999 to safeguard cultural resources that are remnant of 12,000 years of human occupation, including Native American campsites and trails developed as settlement moved westward in the 1800s. The remainder of the Snake River Plain where the District is located has been substantially altered by dam development, agricultural use, mining, roads, and utility corridors. Thus, the protection conferred by the District designation is critical to retain cultural and historic values important to the nation as-a-whole, and the Tribes in particular.

Privately owned lands border the District to the north, with state and federal lands checkerboarding the exterior, adding to the difficulty for legal access and efficient management. The public can access the District by crossing the Snake River from the south, or boating downstream. Much of the access to the District is across private lands. The existing roads cross private lands and there is no legal access for the public to drive to the District.

The District has been managed by the Bureau of Reclamation and by the BLM. The District is located within the boundaries of Reclamation's Minidoka Project, which was developed with the American Falls Dam, as well as associated canals, roads, and water recreation areas. The BLM manages the public lands for a variety of uses, including livestock grazing and recreation.

Sport climbing gained in popularity around the same time as the designation of the Archaeological District. As a result, several cliff areas within the vicinity, including a major climbing destination on adjacent State-owned lands, evolved as climbers created new routes on the cliff faces.

Off-road vehicle use also expanded within the area in the late 1990s, in part due to new technologies that allowed the vehicles to transverse varied terrain. Uncontrolled OHV use and resulting resource damage led the Bureau of Reclamation to close approximately 3,000 acres (2,556 acres north of the Snake River) to OHV use in 1994. Concurrently, BLM closed 600 acres to motorized use on aliquot parts.

The installation of the climbing-related equipment concerned the Shoshone-Bannock Tribes, who had worked with the Department of Interior and others to establish the District because, for the Tribes, the cliffs, water and occupation by their ancestors sanctified the area, making it a prime off-reservation site for the practice of their traditional ways. In addition, uncontrolled OHV use (including trespass across private and Reclamation-managed lands) also damaged sensitive cultural sites.

In 2009, the Shoshone-Bannock Tribes and the Idaho State Office of Historic Preservation brought these issues to BLM and Reclamation's attention, noting that misuse of the lands violated the Archaeological Resources Protection Act. In response, the bureaus undertook a cultural assessment completed in 2011 and 2017, which confirmed the richness of the District's cultural resources and damage from recreational activities. However, addressing the issues was hampered by BLM's 1985 land use plan, which did not anticipate the District designation, sport climbing, or wide-spread OHV use.

The Cedar Fields Environmental Impact Statement (so named because the project area encompasses more than just the District) analyzes the impacts of a variety of management actions intended to address the use issues that have arisen over the last 20 years. The BLM Burley Field Office engaged with a wide variety of interested parties, including the Twin Falls Resource Advisory Council, Power County, abutting private landowners, the Blue Ribbon Coalition, the grazing permittee, as well as the State Historic Preservation Office, Keeper of the National Historic Register, and the Tribes. In fact, the EIS analyzes alternatives that were developed by several of the groups.

The BLM's preferred alternative amends the 1985 Monument Resource Management Plan to: (1) identify lands that will be managed for cultural resources; (2) identify areas for limited motorized access; and (3) address recreational use on public lands by redrawing a special recreation management area boundary to exclude the Archeological District. The preferred alternative would extend the OHV closure by 1,066 acres to protect cultural resources, and restrict rock climbing on public lands within the analysis area to the Lake Channel portion of the project area, which has direct access from public roads. A fence will be constructed to demarcate a portion of the District boundary.

It must be emphasized that management under the preferred alternative will not significantly reduce recreational opportunities in the area. Non-motorized access for hunting, fishing, camping, and hiking will continue. Climbing enthusiasts can use approximately 250 routes on the nearby state lands, and other public lands in the vicinity have OHV use opportunities.

In addition to the actions that will be taken under the Record of Decision, the BLM and Reclamation have agreed to shift administration of non-Minidoka Project elements (e.g., recreation, grazing, and realty actions) to the BLM. This shift will serve the public by providing a single management entity to work with for non-irrigation related matters, and will better utilize the respective agency's specialties (irrigation project management for Reclamation, and multiple use management for the BLM).

The BLM has completed the Cedar Fields Amendment/DEIS to determine the appropriate management of recreation use and Off Highway Vehicles (OHV) use on BLM and USBR-administered lands (public lands) within the Project Area (approximately 7,106 acres). This Monument RMP Amendment/DEIS analyzes management options regarding cultural resources not previously addressed in the BLM's 1985 Monument RMP and Final EIS and will amend that plan. Among the most important decisions the BLM will make through this plan amendment are what lands should be available for recreational and OHV use and with what protections for cultural resources and Native American Rights and Interests.

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CHAPTER 1: INTRODUCTION

In compliance with the National Environmental Policy Act (NEPA) of 1969, as amended, and the Federal Land Policy and Management Act (FLPMA) of 1976, as amended, the Bureau of Land Management (BLM) Burley Field Office, Burley, Idaho, has prepared this proposed amendment to the Monument Resource Management Plan (RMP). The RMP Amendment would address recreation management within the Project Area. The Federal Register Notice for the amendment was published on August 23, 2011.

This proposed amendment has been developed to address adverse effects to cultural resources within the American Falls Archaeological District (AFAD), which have occurred due to ongoing public uses, such as rock climbing, Off Highway Vehicle (OHV) and livestock grazing. This EIS will also address the effects resulting from potential changes in management to soils and vegetation, grazing, recreation, socioeconomics, cultural resources, Native American rights and interests, and wildlife under the alternatives proposed further in this document.

The Cedar Fields Project Area (Project Area) (See Map 1) consists of a dramatic series of steep basalt cliffs and sand dunes located north of the Snake River, southwest of the city of American Falls in Power County, Idaho. The Project Area includes the Bureau of Land Management (BLM) and U.S. Bureau of Reclamation (USBR) managed lands encompassed by the AFAD, Cedar Fields Special Recreation Management Area (SRMA), and the BLM-managed Cedar Fields and Eagle Rock grazing allotments. The Project Area is an area of significant cultural importance to Shoshone, Bannock, and Paiute peoples who are represented by the Shoshone-Bannock Tribes of Fort Hall, ID and the Shoshone-Paiute Tribes of Duck Valley, NV.

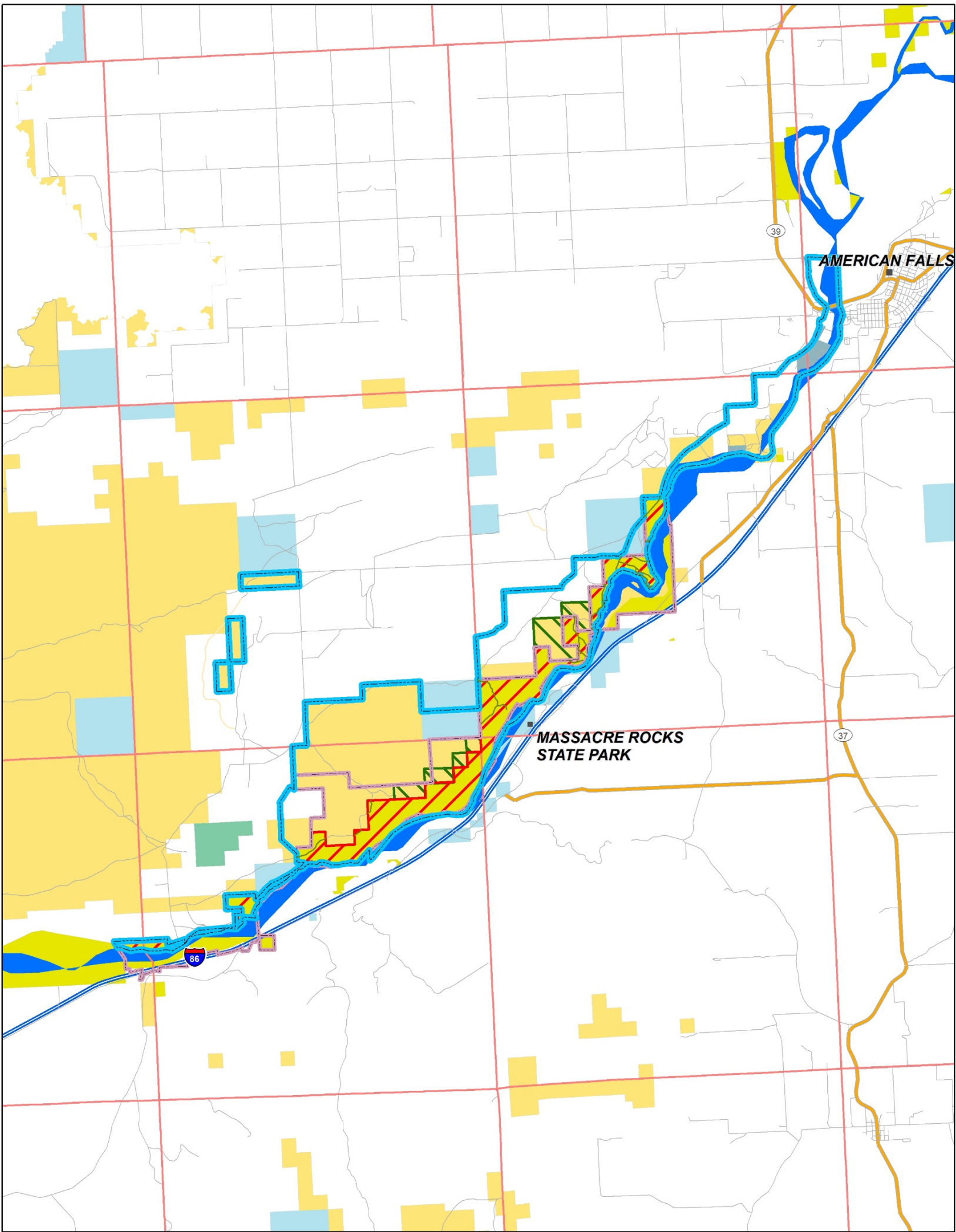
The AFAD is the last remaining area near Fort Hall where Tribes have access to their traditional wintering grounds. The historic record at the AFAD demonstrates 12,000 years of continuous occupation. Other areas in the vicinity that were used for wintering are now either flooded by reservoirs or they are private property. For these reasons, the Tribes have asserted a sense of urgency in protecting their treaty or aboriginal rights in the AFAD.

The Project Area is a popular, local rock climbing and OHV area with use occurring on BLM, USBR, and State lands, as well as OHV use on some adjacent private land. Climbing and OHV are the two major recreation uses in the Project Area. This recognition has brought climbers and OHV users into the area from adjacent counties and neighboring states. This is supported by the scoping comments received from all over the United States and some foreign countries. Rock climbers have installed approximately 170 bolted routes on BLM land, 290 on USBR lands within the AFAD and 250 climbing routes on State of Idaho lands¹ within the Project Area during the last 20 years. Various other source websites such as TheCrag.com, MountainProject.com, and RockClimbing.com list 750, 667, and 353 climbing routes respectively within the user defined ‘Massacre Rocks Climbing Area’.

Prior to the designation of the AFAD, 600 acres of BLM land within the Project Area were closed to OHV use in order to protect cultural resource sites and be consistent with the USBR’s adjacent OHV closure on 2,556 acres.

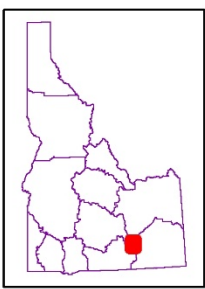
¹ See 2015 *Massacre Rocks Climbing Guide* <http://www.seiclimbing.com>

Map 1: Project Area Overview Map

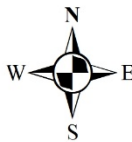


Project Overview

Cedar Fields - Environmental Impact Statement



- | | | |
|--|---------------------------|-----------------------|
| EIS Project Area | Bureau of Land Management | State |
| American Falls Archeological District Boundary | Bureau of Reclamation | State Fish and Game |
| Existing USBR Motorized Closures | Fish and Wildlife Service | Historical Open Water |
| Existing BLM OHV/Motorized Closures | Private; other | |



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Consultation between the BLM, USBR, and the Shoshone-Bannock Tribes of the Fort Hall Indian Reservation regarding the management and protection of the Project Area has been ongoing since the early 1990s. In 1992, USBR conducted an intensive archaeological inventory on agency lands along the Snake River, southwest of American Falls, including the area identified as the Project Area. Based on the results of the inventory, the USBR recommended to the Idaho State Historic Preservation Office (SHPO) that an archaeological district be established to protect the numerous Native American sites documented along the shores of the Snake River. Although a majority of the cultural resource sites within the AFAD are attributable to Native American Peoples, a selection of the sites considered to be contributing are of a historic origin, from both immigrant populations and Native American Peoples. These historic sites include Shoshone, Bannock, and Paiute peoples' camps and structures, mining activities and structures, and homesteading features. The area that became the AFAD was recommended as eligible to the National Register of Historic Places (NRHP). The USBR also noted that the Project Area has special significance to the Shoshone-Bannock Tribes of the Fort Hall Indian Reservation.

In concert with the USBR, the Burley Field Office BLM cooperated with an archaeological inventory of adjacent BLM lands in the Project Area in 1993. This inventory included 2,240 acres and resulted in the recordation of additional Native American sites considered eligible to the NRHP. Based on the combined number and significance of the archaeological sites on BLM and USBR lands, a National Register nomination was prepared and the American Falls Archaeological District (AFAD) was placed on the NRHP in July 1999. During the nomination process, the USBR also received testimony from Shoshone-Bannock tribal members regarding the Tribes' concerns regarding sensitive cultural and archaeological resources that can be found within the AFAD.

Numerous land management decisions have been implemented within the Project Area. In 1974 USBR implemented regulations (43 CFR 420) which closed the areas of "unique natural, wildlife, historic, cultural, archaeological, or recreational values..." to motorized use under part 420.22(b). This follows from Executive Order 11644 in 1972 that regulates and controls OHV use on public lands to protect various resources, including cultural resource sites. The Idaho

BLM signed the Monument Resource Management Plan (RMP) in 1985, which prescribes land management decisions for multiple-use and transfer lands. In 1999 the AFAD was formally established on the NRHP. In 1994, approximately 600 acres of BLM land within the Project Area were closed to off-highway vehicle (OHV) use on aliquot parts to be consistent with USBR's OHV closure of adjacent lands. Despite this closure, unauthorized OHV activity has continued in the Project Area and within the AFAD. Since the early 1990s, the Tribes have continued to formally express their concerns to both the BLM and USBR regarding deterioration and damages to the traditional and sacred qualities of Cedar Fields geographic region.

1.1 Purpose and Need for Action

The 1985 BLM Monument RMP identified a need to develop a recreation activity management plan. Any alternative selected from this document would be the functional equivalent of this activity plan. A cultural resources management plan will be developed as well, following the implementation of the chosen alternative, specifying the degree of protection and interpretation measures appropriate for the area.

Purpose

The purpose of this Monument RMP Amendment is to update management for the Project Area to make it consistent with current laws, regulations and policies regarding recreation use, cultural resource management and Native American traditional cultural properties/sacred sites.

Need

This RMP Amendment is needed to address impacts from OHV use, rock climbing (or other bolt protected forms of recreation such as slack lining), and livestock congregation on the cultural resource sites and the Native American traditional cultural properties/sacred sites located in the Cedar Fields Project Area. Because the RMP predates the designation of the AFAD, insufficient consideration was given to the compatibility of uses in the area at the time.

Archaeological damage assessments prepared in 2011 and 2017 resulted in a finding of adverse effect to the AFAD. Under 36 CF 800.6(a), the finding of adverse effect prompted consultation with the Idaho SHPO, the Shoshone-Bannock Tribes of Fort Hall, ID, and the Shoshone-Paiute Tribes of Duck Valley, NV, to “develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize adverse effects on historic properties”. This DEIS is a response to the actions proposed to mitigate the adverse effects on the AFAD.

Decision to be Made

The deciding officials of the BLM will decide how to adjust public land management, with respect to recreational uses, in the AFAD of the Project Area to improve the protection of cultural resources. The deciding officials will also approve a LUP Amendment to allow these changes in management actions to occur.

Location and Setting

The Project Area encompasses approximately 9,712 acres, consisting of a dramatic series of steep basalt cliffs, box canyons, and sand dunes located north of the Snake River, southwest of the city of American Falls in Power County, Idaho (See map 1). The Project Area is situated on lands managed by the Bureau of Land Management (BLM), Bureau of Reclamation (USBR), State of Idaho, and private lands (See Table 1). It includes dry cataracts, amphitheater-shaped canyons, boulder fields and ‘cedar-like’ Utah juniper trees along the Snake River opposite Massacre Rocks State Park.

These landforms were likely shaped by a mega-flood event (or events) during the late Pleistocene. The Shoshone, Bannock, and Paiute peoples however, have their own creation stories and rationale to describe the emergence of the Snake River and the environment surrounding the Project Area.

Table 1: Land Ownership within the Project Area

Land Ownership	Acres	Percent
BLM	4,550	47%
USBR	2,556	26%
State of Idaho	588	6%
Private	2,018	21%
Total	9,712	100%

1.2 Public Involvement and Issues

BLM initiated scoping for this DEIS on August 23, 2011, when a Notice of Intent to amend the Monument RMP was published in the Federal Register. The scoping period was open from August 23, 2011 until December 16, 2011. The purpose of scoping was to identify issues that would need to be addressed or which may lead to alternatives for management to be analyzed in the EIS. BLM held three public scoping meetings, one each in Pocatello (September 26, 2011), Burley (September 28, 2011), and American Falls (October 12, 2011), Idaho.

As a result of scoping efforts, 815 responses were received (674 from a single form letter). The responses proposed several options for management direction, some of which are described below in the alternatives. Three main issues emerged.

In addition to issues that were derived from public involvement, the BLM consulted with Shoshone-Bannock and Shoshone-Paiute Tribes and the Idaho SHPO. Issues identified through this process were also incorporated into the issues discussion below.

Issues

For the purposes of the BLM NEPA analysis, an “issue” is a point of disagreement, debate, or dispute with a Preferred Alternative. An issue is more than just a position statement.

An issue:

Has a cause and effect relationship with the Preferred Alternative.

Is within the scope of the analysis.

Has not already been decided by law, regulation, or previous decision, and

Can be the subject of scientific analysis rather than conjecture.

Issues can shape the proposal or lead to the development of alternatives. Issues can lead to the development of design features or mitigation measures. Issues can also identify potential environmental effects that lead to detailed analysis.

1.2.1 Issues and Considerations That Will Be Addressed in the EIS

The types of issues that warrant analysis in the Monument RMP Amendment DEIS fall into one of several categories: (1) suggest a reasonable alternative, (2) contribute to developing reasonable alternatives, (3) contribute to developing design features or mitigation measures, (4) suggest credible information or methodologies that should be considered during the analysis, (5) present information that is relevant to the analysis, (6) describe changes to the Preferred Alternative along with supporting reasons why the changes should be made, or (7) suggest analysis that is necessary to make a reasoned choice among alternatives.

Based on public scoping, Tribal consultation, and internal, interdisciplinary review of the proposed amendment, the following issues and concerns were identified to guide this analysis.

Native American Rights and Interests: The Project Area is important to the rights and interests of the Shoshone, Bannock, and Paiute peoples. How will these rights and interests be affected by changes in land use management? What are the effects of OHV use and rock climbing in the Project Area on Tribal Rights and Interests?

Cultural Resources: How will changes in recreation and livestock management affect protection of the Project Area's cultural resources? What are the effects of OHV use and rock climbing on cultural resources?

Recreation and Visitor Experience: The Project Area provides a unique visitor experience for recreational users. How will changes in management affect these opportunities?

1.2.2 Issues that Will Not Be Addressed in the EIS

Several types of comments do not warrant analysis in the EIS because they do not provide information that is helpful to make a reasoned choice among alternatives. Comments that are not helpful include (1) stating a personal opinion with no factual support, (2) discussing other projects or other Project Areas, (3) stating a disagreement with BLM policy, (4) discussing decisions that have already been made, or (5) simply expressing support of or opposition to one or more alternatives.

USBR lands south and east of the Snake River within the AFAD will not be addressed in this DEIS and will remain under the management of the USBR.

Several existing transmission corridors have been designated in and around the project area. Any future development in these corridors would be subject to NEPA at that time. Valid existing rights-of-way would not be affected by this proposed plan amendment.

1.3 Participants and Their Views

Scoping comments were received from a wide variety of interests and entities, including Tribal and local governments, recreation interest groups, and hundreds of individuals.

Tribal Governments

The Shoshone-Bannock Tribes of the Fort Hall Indian Reservation – The Shoshone-Bannock Tribes consider the Project Area to be a sacred site and a traditional cultural property. Based on the archaeological record of the AFAD, the ancestors of the Shoshone, Bannock, and Paiute peoples have been occupying these lands at least for the last 12,000 years. In 1999, 4,887 acres in the area were placed on the NRHP and designated as an archaeological district.

because of the significant cultural resource sites present and the importance of the area to the Shoshone-Bannock and Shoshone-Paiute Tribes. Oral tradition within the Shoshone, Bannock, and Paiute peoples place the existence of the peoples occupying this region since time immemorial. The Shoshone-Bannock Tribal representatives see the Cedar Fields region as an intrinsic part of their daily cultural and traditional lives. They feel unmanaged recreational use of Cedar Fields has caused irreparable damage to this region. Therefore, the Shoshone-Bannock Tribe supports Alternative 2, which seeks to minimize adverse effects caused by recreational activities such as OHV use and climbing as well as grazing impacts. In 2016, the USBR, in consultation with the Shoshone-Bannock Tribal Government, the Idaho SHPO, and the BLM, determined that the AFAD is considered a “sacred site” as defined through Executive Order 13007.

Shoshone-Paiute Tribes of the Duck Valley Indian Reservation – The Shoshone-Paiute Tribes are directly related to the Shoshone-Bannock, occupying the Snake River Plain together until individuals and families were separated and placed on reservations. The Shoshone-Paiute Tribes recognize the historical importance and sacred qualities of the AFAD, but defer to and support the decisions of the Shoshone-Bannock Tribes in this area, because of the AFAD’s proximity to Fort Hall Indian Reservation, Idaho.

County Governments

Bannock County, ID – The Bannock County commissioners requested a briefing shortly after the NOI was published. The briefing occurred on September 14, 2011, at the Bannock County Courthouse. Bannock County has asked the BLM to consider alternatives to closing the climbing areas within the Project Area.

Power County, ID - The Power County commissioners requested a briefing shortly after the NOI was published on August 23, 2011. The briefing occurred on September 13, 2011. The Power County Public Lands Committee was briefed on February 11, 2013 at the request of the commissioners. Power County opposes any recreational closures in the AFAD. Power County is a Cooperating Agency in the process (MOU between USDI BLM Burley Field Office and the Power County Board of Commissioners Concerning the Proposed Monument Management Plan

Amendment, November 2011). Several meetings were held in late 2017 and early 2018 to discuss the DEIS and incorporate Power County's concerns.

Agriculture

Idaho Farm Bureau – The Idaho Farm Bureau sent a comment letter requesting that BLM find a middle of the road solution that will allow recreational uses to continue while protecting the important resources in the AFAD.

Recreation

Access Fund – The Access Fund is an organization of rock climbers dedicated to preserving access to rock climbing. In the AFAD, the Access Fund recommends measures that buffer climbing routes from cultural resource sites or harden and protect impacted areas and preserves climbing. They cite examples from around the west where these measures have been used.

East Idaho Climbers Coalition – The East Idaho Climbers Coalition (EICC) was formed in response to the issues raised in scoping. They primarily represent climbers in the cities of American Falls, Pocatello, and Idaho Falls, ID. Leaders in the EICC have invested time in learning the issues and have proposed an alternative to the Agency Preferred Alternative (Alternative 4). This organization would like the area to remain open to rock climbing, but recognizes that some changes may be needed to protect the AFAD.

Idaho Parks and Recreation – Idaho Parks and Recreation requested that BLM seek a middle of the road solution that allows some recreational activities to continue occurring in the AFAD.

Pocatello Trail Machine Association – The Pocatello Trail Machine Association represents a local motorized vehicle advocacy group that would like to preserve access for motorized vehicles in the AFAD. The Pocatello Trail Machine Association has proposed designated routes to be considered in the DEIS. The proposed designated routes are contained in the Resource Advisory Council (RAC) Alternative (Alternative 3).

Blue Ribbon Coalition – The Blue Ribbon Coalition represents a national motorized vehicle advocacy group. The Blue Ribbon Coalition would like to preserve OHV access and supports the efforts of the Pocatello Trail Machine Association, including designating routes.

Idaho State University – The ISU Outdoor Program has been teaching rock climbing and leading rock climbing expeditions to the AFAD for a number of years. They would like to continue to utilize the area because of the proximity to the University.

Individuals – Numerous individuals representing rock climbing and other recreation interests have been present at public meetings. Many individuals also submitted letters. Their focus is primarily on preserving access to rock climbing and other recreational uses.

Other Entities and Organizations

Idaho State Historic Preservation Office (SHPO) – The Idaho SHPO reviews BLM and USBR actions to ensure that effects to cultural resources are considered. In this case, the SHPO staff have visited the AFAD and reviewed the 2012 and 2017 Condition Assessments. They concur that there are adverse effects occurring to historic properties in the AFAD from recreational activities and grazing. The BLM will continue to consult with the Tribes, SHPO and the Advisory Council on Historic Preservation regarding the resolution of adverse effects as per 36 CFR 800.6 (a).

Advisory Council on Historic Preservation (Council) – Based on the 2012 and 2017 Condition Assessments of BLM and USBR lands within the AFAD, the BLM determined that multiple cultural properties that contribute to the historic integrity of the AFAD have been adversely affected by OHV trail building, camping, and rock climbing activities, which include the installation of bolts and staging areas, and grazing effects in the form of cattle congregation on cultural properties. Pursuant to 36 CFR § 800 Appendix A(c) (1), the BLM has notified the Council that adverse effects have occurred within the AFAD. Due to the controversial nature of the proposed land use amendment, pursuant to 36 CFR § 800.6(a)(1)(i)(A), the BLM has invited the Council to participate in consultation with the SHPO and Tribes regarding the proposed land use plan amendment and resolution of adverse effects.

Twin Falls District Resource Advisory Council (RAC) – The Twin Falls District RAC, a public advisory board to the BLM, was briefed and formed a subcommittee to study uses and effects in the AFAD. The subcommittee and the RAC recommended that BLM consider alternatives that allow for continued recreation use while preserving archaeological resources (Alternative 3).

Congressional Staff – Staff representatives for Idaho’s Congressional Delegation have been present at public meetings and Congressional Staff briefings. They have been engaged by the climbing community, the Tribes, and the BLM. Senator Mike Crapo, Senator James Risch, and Representative Mike Simpson have provided support for the Shoshone-Bannock Tribal Government in protecting their sacred and cultural areas, as well as support for the use of recreational areas on BLM land.

1.4 Planning Criteria and Legislative Constraints

Land use plans are changed through either a plan amendment or a plan revision. The process for conducting plan amendments is basically the same as the land use planning process used in creating RMPs, or in this case the 1985 RMP. Plan amendments (see 43 CFR 1610.5-5) change one or more of the terms, conditions, or decisions of an approved land use plan. These decisions may include those relating to desired outcomes; measures to achieve desired outcomes, including resource restrictions; or land tenure decisions. Plan amendments are most often prompted by the need to:

1. Consider a proposal or action that does not conform to the plan,
2. Implement new or revised policy that changes land use plan decisions,
3. Respond to new, intensified, or changed uses on public land, and/or
4. Consider significant new information from resource assessments, monitoring, or scientific studies that change land use plan decisions.

The BLM regulations set out in the Code of Federal Regulations 43 CFR 1600 and the NEPA

process detailed in the CEQ regulations in 40 CFR 1500 guide preparation of plan amendments and associated environmental review.

The regulations ensure that plan amendments are tailored to the identified issues and that unnecessary data collection and analyses are avoided. Planning criteria are based primarily on standards prescribed by applicable laws, regulations, and agency guidance, and consultation with Native American Tribes. They are also based on consultation and coordination with public, other Federal, State, and local agencies and government entities. Planning criteria serves to keep analysis of information pertinent to the planning area.

Below are the planning criteria and laws, regulations, and policies that form the basis for these criteria and are relevant to each of the resource topics discussed in this DEIS.

This process will:

- Comply with NEPA, FLPMA, NHPA, the Idaho State Protocol Agreement with SHPO (2014), and all other applicable laws, regulations, and policies;
- Consider reasonable alternatives in accordance with regulations at 43 CFR part 1610 and 40 CFR part 1500;
- Only apply to public lands and the mineral estate managed by the BLM and USBR in the Project Area;
- Follow the BLM Land Use Planning Handbook H-1601-1 and the BLM NEPA Handbook H-1790-1 where appropriate;
- Include broad-based public participation;
- Include coordination with State, local, and Tribal governments to ensure that BLM considers provisions of pertinent plans; seeks to resolve any inconsistencies among State, local, and Tribal plans; and provides ample opportunities for State, local, and Tribal governments to comment on the development of the Plan Amendment;
- Follow requirements to address greater sage-grouse habitat and conservation as outlined in the National Sage-Grouse Habitat Conservation Strategy and the Greater Sage-Grouse Approved Resource Management Plan Amendment (ARMPA).

- Use Geographic Information Systems (GIS) and incorporate geospatial data to the extent practicable and Federal Geographic Data Committee standards and other applicable BLM data standards will be followed;
- Incorporate and observe the principles of multiple use and sustained yield;
- Involve consultation with Native American tribal governments;
- Recognize valid existing rights; and
- Use analysis in the BLM's 1985 Monument RMP and the USBR's 1995 American Falls RMP to the extent possible and practicable.

1.5 Related Regulations, Statutes, and Plans

In addition to the Federal mandates and guidelines mentioned above, the planning team considered a number of existing management plans, programmatic documents, and implementation plans in the preparation of this DEIS. The RMP Amendment will strive for consistency with plans and their revisions pertaining to lands included in and surrounding the planning area, including, but not limited to, the following:

- The Fort Bridger Treaty of 1868 with the Shoshone-Bannock Tribes
- Power County comprehensive plan
- State agency plans
- Federal agency plans and regulations
 - Monument Resource Management Plan, 1985
 - American Falls Resource Management Plan, 1995
 - Idaho and Southwest Montana Sub-regional Greater Sage-Grouse Land Use Plan
 - Amendment and EIS/ROD (ARMPA), 2015
 - Federal Land Policy and Management Act (FLPMA), 1976
 - National Environmental Policy Act (NEPA), 1969
 - National Historic Preservation Act (NHPA), 1966
 - Archaeological Resources Protection Act (ARPA), 1979
 - American Indian Religious Freedom Act (AIRFA), 1978
 - Executive Order 13007 and 13287

- Endangered Species Act (ESA), 1973
- Migratory Bird Treaty Act (MBTA), 1918, and Executive Order 13186
- Bald and Golden Eagle Protection Act (BGEPA), 1940

Fort Bridger Treaty of 1868

The Shoshone – Bannock Tribes have the reserved inherent and sovereign rights to hunt, fish, gather, and exercise uses (including, but not limited to, grazing activities) on the “unoccupied lands of the United States” as understood by the Tribes at the time the Fort Bridger Treaty of 1868 was signed. The Tribes’ reserved rights apply to federal and some state lands that are unoccupied. These rights are still in effect, and the federal agencies involved in this process recognize these rights. Government-to-Government consultation with the Fort Hall Business Council of the Shoshone-Bannock Tribes is required for any land management activities and land allocations that could affect these rights.

CHAPTER 2. ALTERNATIVES

Development and evaluation of a reasonable range of alternatives is required by NEPA, CEQ regulations (40 CFR 1502.14), and BLM land use planning and NEPA handbooks (H-1601-1 and H-1790-1 respectively). This DEIS evaluated five resource management alternatives including the continuation of current management, or no action alternative. These alternatives constitute a range of reasonable public-land management actions that set different priorities and measures.

Although each alternative has unique objectives and management actions, some management actions are common to some or all alternatives. Each alternative represents a complete management scenario that could guide management in the planning area.

2.1 Common to all Alternatives

There are several features common to all the alternatives analyzed in this DEIS. They include:

- The term ‘OHV’ is defined in 43 CFR 8340.0-5(a) as: any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding:
 - (1) Any non-amphibious registered motorboat;
 - (2) Any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes;
 - (3) Any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved;
 - (4) Vehicles in official use; and
 - (5) Any combat or combat support vehicle when used in times of national defense emergencies.
- Kiosks would be maintained and updated to inform the public of the significance of the area and need for protection.
- The existing OHV closures on both BLM and USBR lands would remain in place except for the designated trails proposed in Alternative 3 and 5.
- Administrative access would be maintained for tribal members, permittees and agency personnel to be able to access the OHV closure areas.
- Increased cultural resource site monitoring would occur within the AFAD boundaries.
- Hunting, fishing, trapping, camping, and hiking are allowable uses in the AFAD.
- A Supplemental Agreement between the BLM and USBR would be developed to authorize BLM to exercise surface management of all USBR lands in this planning area north of the river while remaining withdrawn to USBR.

2.2 Alternative 1: No Action

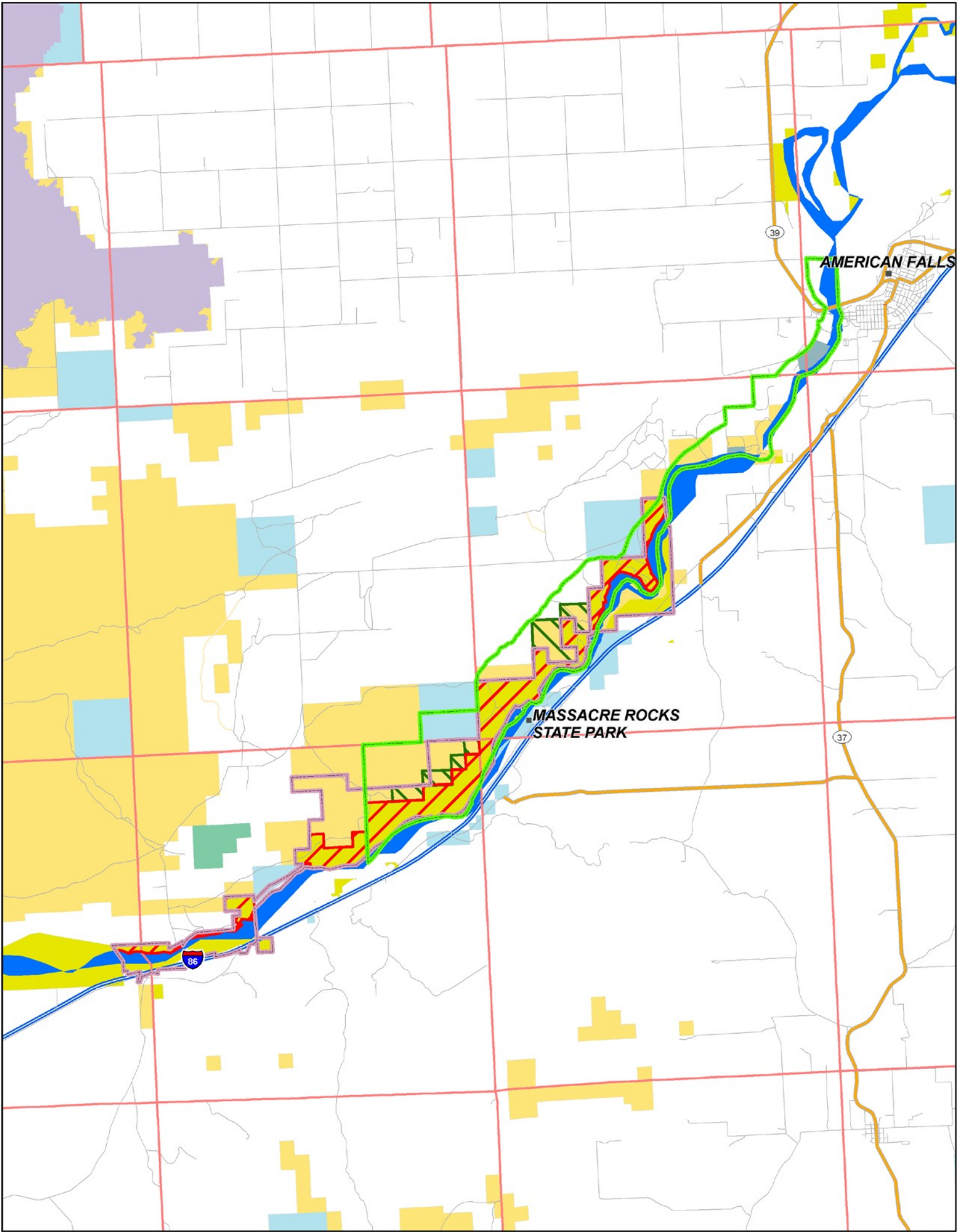
CEQ regulations at 40 CFR 1502.14(d) require an EIS to analyze the “No Action” Alternative.

The No Action Alternative is defined as no change from current management direction (See map 2). Alternative 1 serves as the baseline for comparison with the other four alternatives.

Under Alternative 1:

- The existing designations, allowable uses, and management actions contained in the 1985 Monument RMP would continue to be implemented, unless changed by laws, regulations, or policies.
- 2,240 acres of the Project Area would continue to be managed as a Special Recreation Management Area (SRMA). The SRMA is managed to provide a variety of recreation activities including OHV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.
- The existing closure to OHV use on 600 acres of BLM managed land and all of the USBR lands (2,556 acres) primarily within the AFAD would remain in place. No additional closures are proposed under the No Action Alternative.

Map 2: Alternative 1 – No Action



No Action - Alternative 1
Cedar Fields - Environmental Impact Statement



- | | | |
|-------------------------------------|---------------------------|-----------------------|
| AFAD Boundary | Range Allotment | National Park Service |
| Existing USBR Motorized Closures | Pasture | Private; other |
| Existing BLM OHV/Motorized Closures | Bureau of Land Management | State |
| Existing Cedar Fields SRMA | Bureau of Reclamation | State Fish and Game |
| | Fish and Wildlife Service | Historical Open Water |



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2.3 Alternative 2: Agency Preferred Alternative

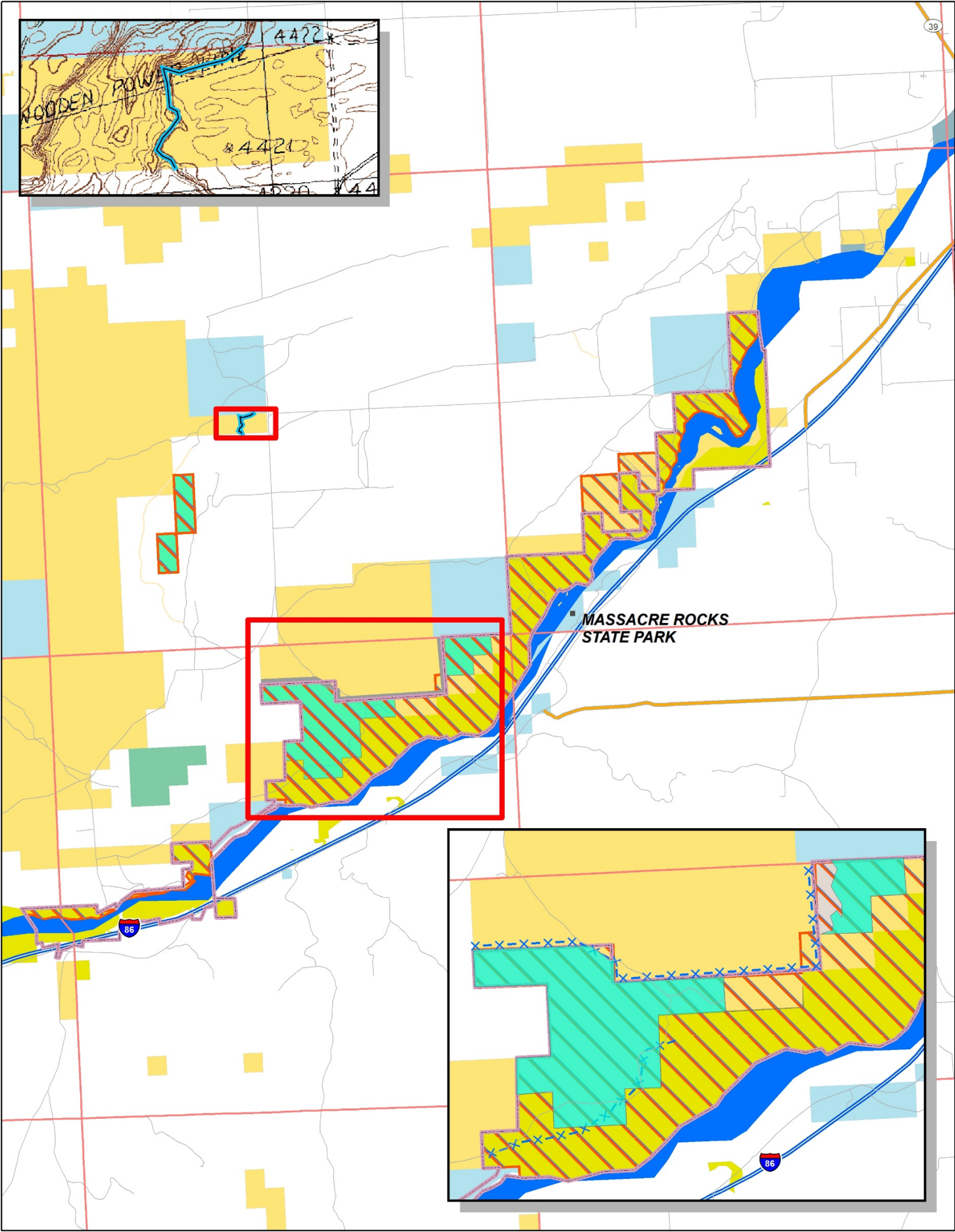
Alternative 2 emphasizes protection of cultural resource sites and Native American Rights and Interests, within the AFAD, through the management of recreational uses and livestock grazing (See map 3). The Monument RMP would be amended to:

- Remove the existing SRMA designation;
- Designate an additional 1,066 acres as Closed to OHV use, 2,884 acres as Limited OHV use, and 0 acres as Open. The existing closure to OHV use on 600 acres of BLM managed lands, and all of the USBR managed lands (2,556 acres), within the project area would remain in place.

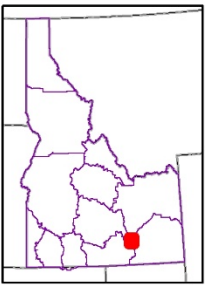
The Agency Preferred Alternative would also include the following implementation actions, which would be appealable to the Interior Board of Land Appeals (IBLA):

- Prohibit all forms of rock climbing on 3,846 acres, including the AFAD and two additional BLM parcels within Lake Channel Canyon (Map 3)
- Manage approximately ¼ mile of cliff face located on BLM lands on the east side of Lake Channel for sport, traditional, and bouldering-climbing routes (see Section 3.5 Recreation for definitions).
- Prohibit campfires within 50 feet of cliff faces.
- Prohibit burning of local wood below the rim.
- Remove existing rock climbing bolts in the AFAD and repair damage to the rock.
- Retain the fire protection fence constructed in 2020 near the northern edge of the AFAD boundary to delineate the OHV closure boundary.
- Install gates in the existing USBR/BLM boundary fence in the Eagle Rock Allotment for permitted livestock access to the Snake River within the AFAD.

Map 3: Alternative 2 – Preferred Alternative



Proposed Action - Alternative 2
Cedar Fields - Environmental Impact Statement



- | | | |
|---|---------------------------|-----------------------|
| Proposed Climbing Wall | AFAD Boundary | Private; other |
| Fire Protection Fence | Bureau of Land Management | State |
| Closed to Climbing, Staging, Trail Building, Fire Restriction | Bureau of Reclamation | State Fish and Game |
| Additional OHV/Motorized Closures | Fish and Wildlife Service | Historical Open Water |



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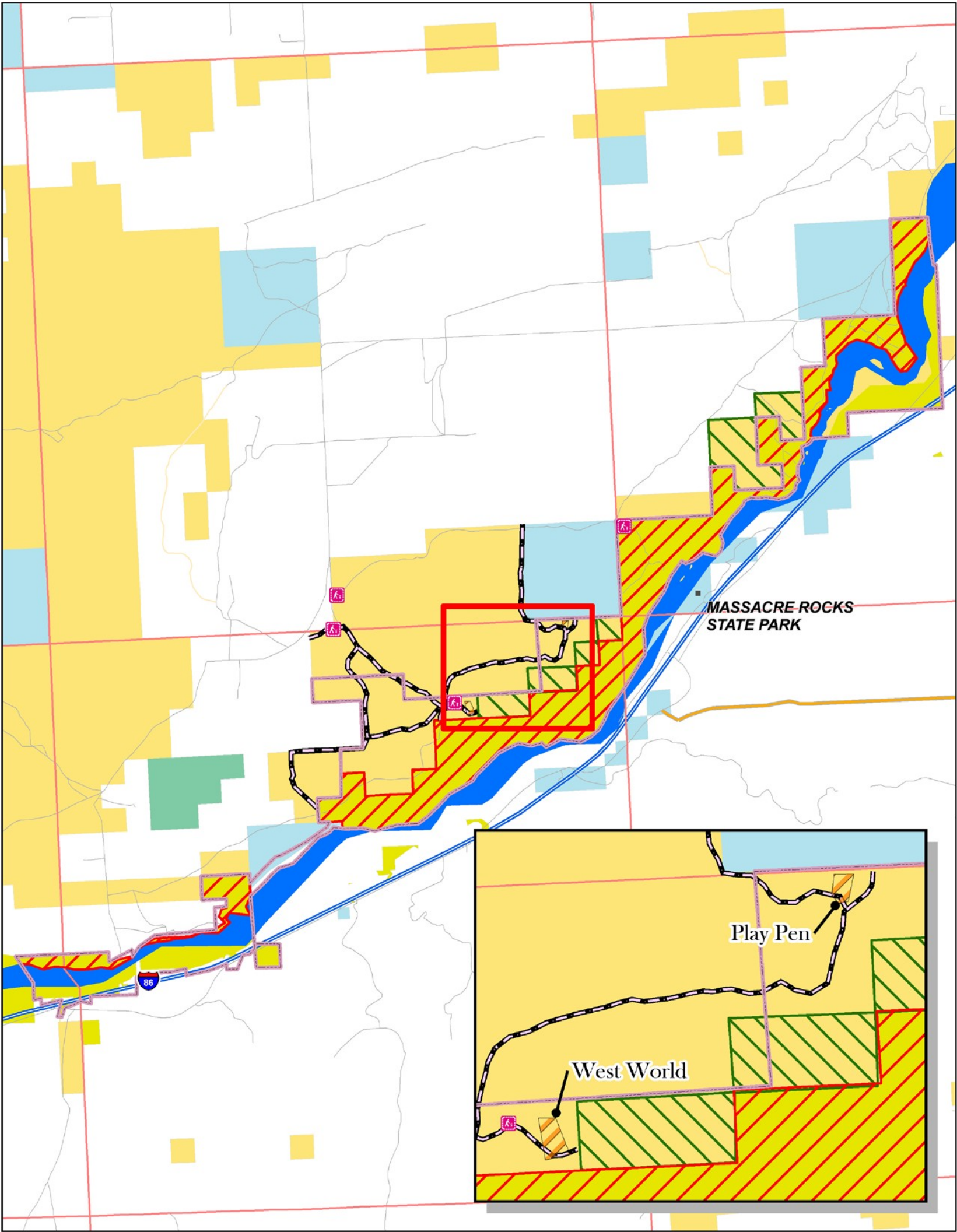


2.4 Alternative 3: Resource Advisory Council (RAC)

The Twin Falls District RAC formed a subcommittee to represent stakeholders and to provide an alternative for consideration (See map 4). Alternative 3 was developed with the intent to manage recreational uses rather than implement additional closures to protect cultural resource sites and Native American rights and interests in the AFAD. The RAC Alternative includes the following actions:

- 9.4 miles of existing OHV trails would be officially designated in the Project Area, three miles of which would occur within the AFAD.
- Heavily climbed areas known as “West World” and the “Playpen” would be temporarily closed for rehabilitation, approximately 2 years.
 - Rehabilitation would include reseeding and/or natural recovery to allow for vegetation to re-establish.
 - Once monitoring has determined that revegetation is successful, the climbing sites would be reopened. The areas would then be periodically monitored to ensure that adequate vegetative cover remains in place.
- The existing closure to OHV on 600 acres of BLM managed lands, and all of the USBR managed lands (2,556 acres), primarily within the AFAD would remain in place.

Map 4: Alternative 3 – Resource Advisory Council



Resource Advisory Council - Alternative 3
Cedar Fields - Environmental Impact Statement



- | | | |
|------------------------------------|---------------------------|-----------------------|
| Kiosk | AFAD Boundary | Private; other |
| Temporary Closure to Climbing | Bureau of Land Management | State |
| Retained OHV Trail | Bureau of Reclamation | Historical Open Water |
| Existing USBR Motorized Closures | Fish and Wildlife Service | |
| Existing BLM OHV/Motorized Closure | | |



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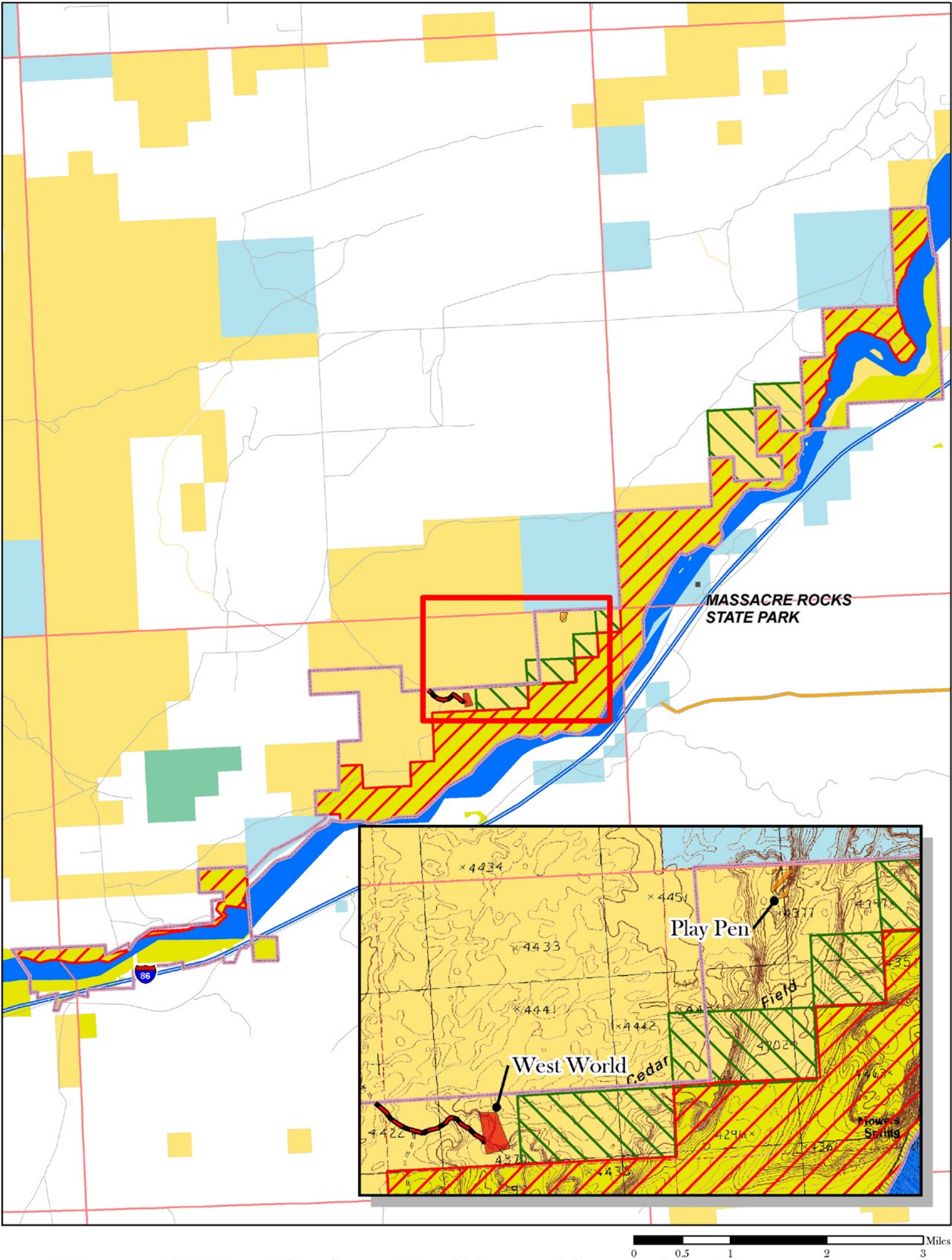


2.5 Alternative 4: East Idaho Climbers Coalition (EICC)

Alternative 4 emphasizes recreational opportunities while mitigating some of the adverse environmental and cultural effects of sport climbing at two locations (See map 5). The EICC alternatives includes the following actions:

- Temporary closure of the popular climbing locale “Playpen” so vegetation restoration can occur.
 - This rehabilitation would take place over approximately 2 years. Rehabilitation would be the same as described in Alternative 3.
- One climbing locale, the “West World” would be permanently closed to all forms of climbing.
- Climbing bolts would be camouflaged to blend in with rocks on BLM managed lands.
- The administrative access road leading to the climbing wall known as “West World” would be closed to all OHV access.
- All forms of climbing on remaining walls would remain open, both inside and outside the AFAD.
- The existing closure to Off Highway Vehicles on 600 acres of BLM managed lands, and all of the USBR managed lands (2,556 acres), primarily within the AFAD would remain in place.

Map 5: Alternative 4 – Eastern Idaho Climbers Coalition



Eastern Idaho Climbers Coalition - Alternative 4
Cedar Fields - Environmental Impact Statement

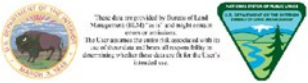


- | | | |
|------------------------------------|---------------------------|-----------------------|
| Temporary Closure to Climbing | Bureau of Land Management | Private; other |
| Permanent Closure to Climbing | Bureau of Reclamation | State |
| Proposed Road Closure | Fish and Wildlife Service | Historical Open Water |
| Existing USBR Motorized Closures | | |
| Existing BLM OHV/Motorized Closure | | |



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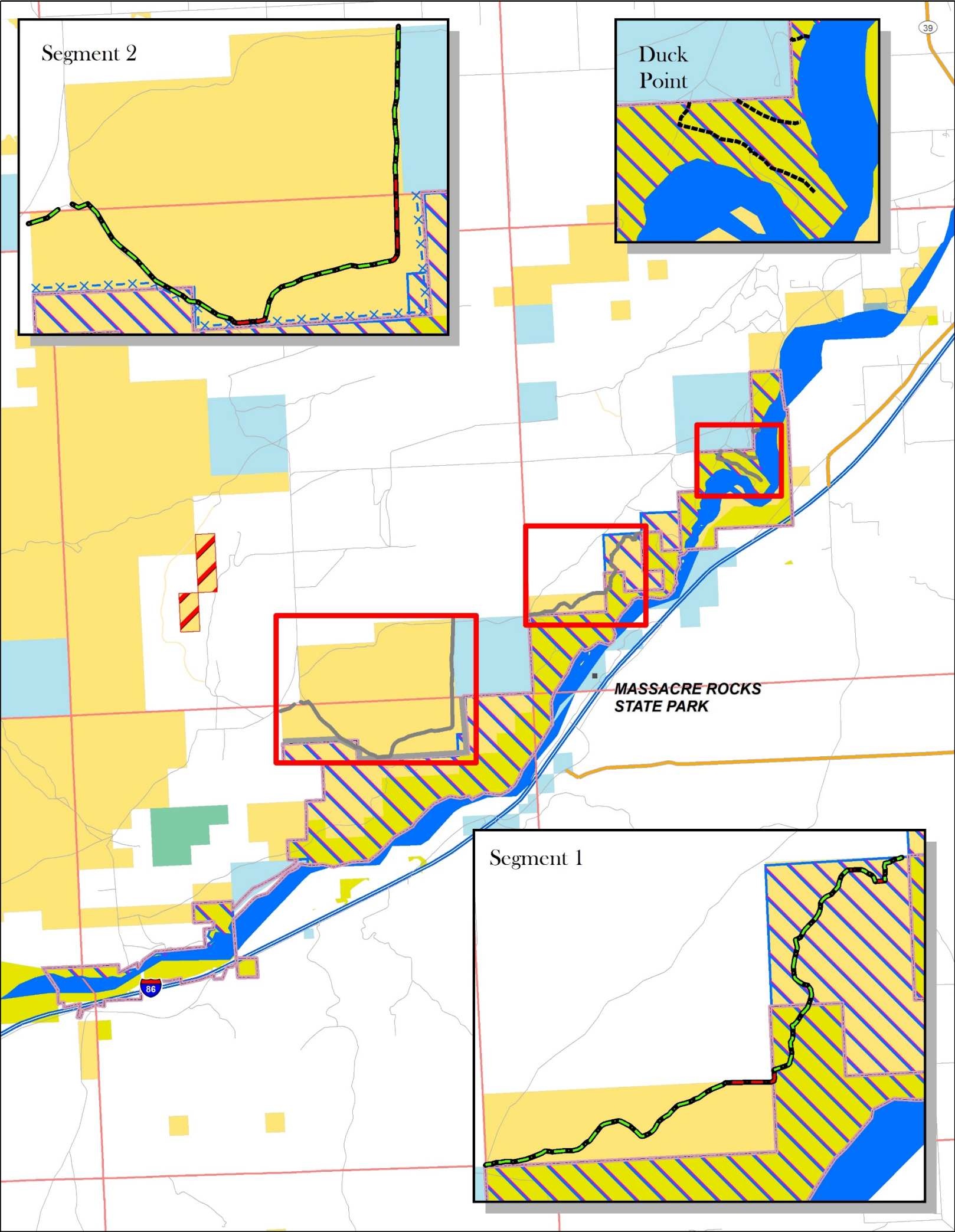


2.6 Alternative 5: Traditional Climbing

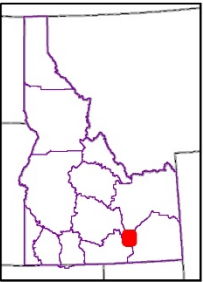
Alternative 5 emphasizes protection of cultural resource sites and Native American Rights and Interests while allowing for a less-destructive traditional climbing activity within the AFAD. This alternative also proposes to maintain some OHV access adjacent to and partially within the AFAD. This alternative was developed by the BLM and Power County (See Map 6).

- This alternative includes the same management actions as the Agency Preferred Alternative (except for the following implementation actions):
 - Only traditional (non-bolted) climbing is allowed within the AFAD.
 - Officially designate as Limited approximately 2 miles of existing, multiple use OHV/Motorcycle/foot/horseback trail near the northern boundary of the AFAD and 1.1 miles of existing road in the Duck Point area.
 - Approximately $\frac{1}{4}$ mile of new Limited trail along the northern boundary would be constructed to avoid private land where the 2 mile OHV trail currently exists. Half of this designated Limited trail would be within the AFAD (see Segment 1 on Map 6).
 - An additional $\frac{1}{2}$ mile of Limited road/trail along the northern boundary would be constructed to connect to an existing trail outside of the AFAD (see Segment 2 on Map 6). This would create a loop rather than a dead end at the fire protection fence.

Map 6: Alternative 5 – Traditional Climbing



Traditional Climbing - Alternative 5
Cedar Fields - Environmental Impact Statement



- | | | |
|---|------------------------------|-----------------------|
| OHV Trail | Existing Access Roads | Private; other |
| Existing | Existing Access Roads | Private; other |
| Proposed | AFAD Boundary | State |
| Closed to OHV/Motorized; Traditional Climbing Only - Remove Hangers | Bureau of Land Management | State Fish and Game |
| Closed to All OHV/Motorized and Climbing | Bureau of Reclamation | Historical Open Water |
| Fire Protection Fence | Fish and Wildlife Service | |



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2.7 Alternatives Considered but Eliminated from Detailed Study

Removal of Artifacts:

Some commenters suggested removing cultural artifacts and curating them in a museum in order to protect them. This alternative was considered, but was eliminated due to the fundamental reasons for the existence of the AFAD. If the BLM removed all the cultural artifacts from the area, the area would lose its integrity as an Archeological District. Excavation and removal of artifacts from their context would inherently destroy the significance of the AFAD. Tribal Representatives from both the Shoshone-Bannock and Shoshone-Paiute Tribes see the excavation and removal artifacts as an unacceptable means of protection.

Protection of individual resources:

Many commenters suggested that individual cultural resource site protection be implemented, such as: Fencing individual cultural resource sites, Installation of raised platforms (hardening) over individual cultural sites, and closing climbing routes where cultural sites are being adversely affected. These alternatives were considered as a broad approach to highlight individual cultural resource site damage with appropriate mitigation measures, however the scope of the significance of the AFAD invalidates individual site protection. Because the AFAD has been nominated and registered as an archaeological district in the National Register of Historic Places, it is impractical to single out individual cultural resource sites when the physical installation of bolting for recreational sport climbing is an adverse effect to the entire district's nomination to the NRHP. Nor would protection of individual sites address the current OHV impacts to the entire AFAD.

Designation of Routes to Eagle Rock:

Power County representatives suggested that they would like to see access to the Eagle Rock area remain open to OHV and requested a designated route to Eagle Rock for river access. The existing routes, originating in Section 20, cross private land and the BLM does not have legal access. Designating a route without legal access for the public could result in inadvertent

trespass. An existing route across the river from the Eagle Rock area already provides river access without crossing private lands. Therefore, this alternative was not analyzed in the DEIS.

2.8 Comparison of Alternatives

The Comparison of Alternatives table below summarizes all new management actions proposed under Alternatives 1 through 5, which would be in addition to the current management in the existing RMP.

Table 2: Comparison of Alternatives					
Resource	Alternative 1 – No Action	Alternative 2 – Preferred Alternative	Alternative 3 – Resource Advisory Council	Alternative 4 – East Idaho Climbers Coalition	Alternative 5 – Traditional Climbing
Cultural Resources					
American Falls Archaeological District	<ul style="list-style-type: none"> The current AFAD boundaries would remain in place 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 2
Livestock					
	<ul style="list-style-type: none"> No changes to livestock grazing. 	<ul style="list-style-type: none"> Retain the fire protection fence in the Cedar Fields allotment, which would control livestock access in the AFAD. 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 2
Recreation					
Lands Designations	<ul style="list-style-type: none"> No change 	<ul style="list-style-type: none"> SRMA designation removed 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 2
Camping/Campfires	<ul style="list-style-type: none"> No restriction 	<ul style="list-style-type: none"> No campfires within 50 feet of cliff faces within the AFAD 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 1 	<ul style="list-style-type: none"> Same as 2
Climbing	<ul style="list-style-type: none"> No additional closures would be proposed under the No Action Alternative. Existing bolts would be left in place. 	<ul style="list-style-type: none"> The AFAD and two additional BLM parcels would be closed to all forms of rock climbing, staging, and trail building. BLM Monument RMP and USBR American Falls RMP would be amended to exclude these uses. Roughly ¼ mile of cliff face located on BLM lands on the east side of Lake Channel would be designated for potential sport, traditional, and bouldering-climbing routes. 	<ul style="list-style-type: none"> Same as 1 (Except for temporary closure of “Playpen” and “West World” for rehabilitation) 	<ul style="list-style-type: none"> Temporary closure of “Playpen” for rehabilitation. “West World” would be permanently closed to all forms of climbing. Existing bolts removed at West World. Remaining bolts would be camouflaged. 	<ul style="list-style-type: none"> Same as 2 (Except that Traditional (no fixed anchor) Climbing would be allowed)
Motorized Use/Off-Highway Vehicles	<ul style="list-style-type: none"> No action; existing closures would remain. 	<ul style="list-style-type: none"> An additional 200 acres of BLM managed land would be closed outside of the AFAD in Lake Channel 866 additional acres within the existing AFAD would be closed. 	<ul style="list-style-type: none"> 6.4 miles of official OHV trail authorization outside of the AFAD. 3 miles of official OHV trail authorization within the AFAD 	<ul style="list-style-type: none"> Access road leading to “West World” climbing wall would be closed to OHV from a marked point near the existing kiosk.. 	<ul style="list-style-type: none"> Same as 2 except: <ul style="list-style-type: none"> Designate approximately 2 miles of OHV trail along northern edge of the AFAD and 1.1 miles of existing road in the Duck Point area. Construction of 3/4 mile of trail along AFAD boundary to connect existing trail.

2.10 Comparison of Effects

Table 3 “Relative Comparison of Effects Amongst Alternatives” summarizes potential impacts among each of the alternatives. Where appropriate, the table quantified potential impacts anticipated from the proposed management actions for each of the five alternatives. The following table was developed in reference to *Chapter 3, Affects Environment and Environmental Consequences* and does not compare each alternative to the No Action. Nor does it include Cumulative Effects. The Chapter 3 analysis for each resource provides a more detailed comparison of impacts between the alternatives. Please also refer to *Chapter 3, Affected Environment* for more information about specific resources.

Table 3: Relative Comparison of Effects Amongst Alternatives

	Alternative 1 – No Action	Alternative 2 – Preferred Alternative	Alternative 3 – Resource Advisory Council	Alternative 4 – East Idaho Climbers	Alternative 5 – Traditional Climbing
Cultural Resources					
American Falls Archaeological District	<ul style="list-style-type: none">Persisting and/or increasing adverse effects to cultural resources.Deteriorating eligibility of the AFAD under Criterion A and D.	<ul style="list-style-type: none">Stabilizing present adverse effects to cultural resources and Native American Rights and Interests.	<ul style="list-style-type: none">Temporary reduction of adverse effects at two localities within the AFAD.	<ul style="list-style-type: none">Similar to Alt. 3 except adverse effects at one climbing wall would be stabilized.	<ul style="list-style-type: none">Similar to Alt. 2 except adverse effects from staging may occur.
Native American Rights & Interests					
	<ul style="list-style-type: none">Continued adverse effects to Traditional Cultural Properties and archaeological sites.	<ul style="list-style-type: none">Restoration of Traditional Cultural Properties.Reduced intrusive effects from recreational (OHV & Climbing) activities	<ul style="list-style-type: none">Temporary reduction of adverse effects at two localities within the AFAD.	<ul style="list-style-type: none">Similar to Alt. 3 except adverse effects at one locality would be stabilized.Camouflaging sport climbing bolts to reduce visual effect	<ul style="list-style-type: none">Restoration of Traditional Cultural PropertiesContinued intrusive effects from recreational climbing
Soils and Vegetation					
	<ul style="list-style-type: none">Persistent and/or increasing disturbance of soils and vegetation	<ul style="list-style-type: none">Greatest decrease in disturbance within the AFAD. Some increase in other areas as a result of displacement.	<ul style="list-style-type: none">Similar to 1	<ul style="list-style-type: none">Similar to 1	<ul style="list-style-type: none">Similar to 2 except for persisting disturbance along 2 miles of proposed OHV trail and 1.1 miles of existing road in the Duck Point area and at some climbing walls as well as the construction of ¾ mile of trail to connect existing trail.
Livestock					
	<ul style="list-style-type: none">No changes to livestock grazing.	<ul style="list-style-type: none">Better livestock control and management of access to the River due to installation of fence and gates on the AFAD boundary.	<ul style="list-style-type: none">Same as 1	<ul style="list-style-type: none">Same as 1	<ul style="list-style-type: none">Same as 2
Recreation					
Camping/Campfires	<ul style="list-style-type: none">No campfire restrictions	<ul style="list-style-type: none">Camping allowed, fires restricted within 50 feet	<ul style="list-style-type: none">Same as 1	<ul style="list-style-type: none">Same as 1	<ul style="list-style-type: none">Same as 2

		of cliff faces. No burning of local wood allowed below canyon rim.			
Climbing	<ul style="list-style-type: none"> No closures would be proposed under the No Action Alternative. No loss of climbing opportunity. 	<ul style="list-style-type: none"> Loss of all forms of rock climbing opportunity within the entire AFAD and 200 acres in Lake Channel. Designation of ¼ mile of new climbing wall would offset some of the loss of climbing within the AFAD. 	<ul style="list-style-type: none"> Same as 1 (Except for temporary closure of Playpen and West World for rehabilitation) Temporary slight reduction of climbing opportunity. 	<ul style="list-style-type: none"> Temporary closure of “Playpen” for rehabilitation. “West World” would be permanently closed to all forms of climbing. Similar to Alt. 3 except that one climbing wall would be permanently closed. 	<ul style="list-style-type: none"> More climbing opportunity than Alt. 2 (Traditional Climbing allowed within the AFAD). Otherwise same as 2.
Motorized Use/Off-Highway Vehicles	<ul style="list-style-type: none"> No new restriction. Existing closures would remain. 	<ul style="list-style-type: none"> Loss of an additional 1,066 acres of OHV opportunity. 	<ul style="list-style-type: none"> Same as Alt. 1 	<ul style="list-style-type: none"> Same as Alt. 1 except: <ul style="list-style-type: none"> Loss of ¼ mile access road leading to “West World” climbing wall. 	<ul style="list-style-type: none"> Same as 2 except: <ul style="list-style-type: none"> Designation and construction of 2 mile trail along northern edge of AFAD and 1.1 miles of existing road in the Duck Point area would retain some of the existing opportunity. Construction of ½ mile of trail along AFAD boundary to connect existing trail would also retain some existing opportunity.
Socioeconomics	<ul style="list-style-type: none"> No change from the existing uses. Disproportional social impact to Tribes 	<ul style="list-style-type: none"> 0.3 jobs affected in region Est. \$21,000 reduction to regional economy Disproportional social impact to Tribes reduced 	<ul style="list-style-type: none"> Same as Alt. 1 	<ul style="list-style-type: none"> Same as Alt. 1 	<ul style="list-style-type: none"> 0.15 jobs affected in region Est. \$10,500 reduction to regional economy Disproportional social impact to Tribes

CHAPTER 3: AFFECTED ENVIRONMENT

3.1 Cultural Resources

Based on a general understanding of southern Idaho archaeology, Native American peoples have made continual use of the region surrounding and encompassing the Project Area for many thousands of years. Their resource base includes a wide array of large and small game mammalian species, fish, and waterfowl, as well as edible grasses and forbs. Readily available water is found in the Snake River nearby. Based on ethnographic documentation and testimony, the Project Area continues to function as a significant resource area to the Shoshone, Bannock, and Paiute peoples well into the 20th century. In this section, the term “cultural resources” is defined as physical evidence or place of past human activity: site, object, landscape, structure; or a site, structure, landscape, object or natural feature of significance to a group of people traditionally associated with it.

The Snake River and its associated riparian areas provided perennial water and resources during the winter to support multiple family groups (Steward 1938, Murphy and Murphy 1960, Henrikson 2002). Based on previous research conducted on the eastern Snake River Plain, Shoshone, Bannock, and Paiute people’s village sites were usually located along perennial watercourses in areas that were sufficiently rich in resources during the winter to support multiple family groups (Henrikson 2002). Such sites would have been occupied by up to 400 people, typically after the fall bison hunts. In early spring, extended families broke into small groups led by an elder and dispersed in various directions to gather specific resources available during the spring and summer (Steward 1938, Murphy and Murphy 1960). The position of the Project Area near the Snake River, American Falls and the Fort Hall Bottoms strongly suggests that large village sites, containing multiple house floors, have likely gone undetected within the AFAD due to wind-blown deposition. The encounter of a Shoshone, Bannock, and Paiute people’s village at the Project Area in 1849 is in direct support of this potential.

The Project Area is an archaeologically significant, as well as culturally and historically significant area for the Shoshone, Bannock, and Paiute peoples. The Shoshone, Bannock, and

Paiute peoples have their own rationale based on traditional cultural systems that explain their past and do not always align with archaeological cultural chronologies. Variations of archaeologically derived chronologies based on projectile points for the eastern Snake River Plain have been created by Franzen (1981), Butler (1986), Reed *et al.* (1986), Ringe (1993), Holmer (1995), and Arkush (2008). In this section, we will use Holmer's cultural chronology of the eastern Snake River Plain to define archaeological periods (Holmer, 1995).

The Project Area spans the Late Pleistocene Period, 12,000 – 10,000 B.P. (Before Present) (10,000 B.C.E. – 8000 B.C.E.). The Late Pleistocene Period is characterized by the exploitation of mega-faunal mammals that would become extinct at the terminal Pleistocene and early Holocene. These cultures are defined by the large fluted and later lanceolate projectile points like the Clovis, Folsom, and Plano subtypes. The Early Holocene spans the terminal Paleoindian period from 10,000 – 8,500 B.P. (8,000 B.C.E.– 6,500 B.C.E.). The Early Holocene period is defined by the gradual disappearance of mega-faunal mammal evidence in the archaeological record. The utilization of a broader spectrum of natural resources and an adapted tool set starts to show itself within the archaeological record of this period. The largest adaptation in this period was the development of the atlatl and dart system, characterized by significantly smaller side-notched and stemmed projectile points. Projectile points of the Early Holocene are characterized by the lanceolate Haskett and Birch Creek styles. The Middle Holocene spans from 8,500 – 5,500 B.P. (6,500 B.C.E. – 3,500 B.C.E.) and is characterized as a continuation of the development of a broad spectrum of the Early Holocene's adaptive tool development. This period sees an increase in the use of smaller projectile points, frequent use of ground-stone, and a much diverse landscape and natural resource use than the Early Holocene. Projectile points of this period include side-notched Northern points, Corner-notched Gatecliff points, and lanceolate McKean projectile points. The Late Holocene spans both the pre-contact periods of 5,500 – 300 B.P. (3,500 B.C.E – 1,700 C.E.) and the introduction of the horse, signifying the contact period of 1700 C.E. – 1950 C.E. The pre-contact period is the most studied and well-known period within the Snake and Salmon River Great Basin sub-region. Distinctive projectile points of this period include the Elko, Rose-Spring, Avonlea, and Desert Side-Notched points. The Pre-Contact period is characterized by increased semi-sedentary behavior, distinct resource utilization areas, house floors, pottery, and the use of bow and arrow technology. During the

terminal period of the Pre-Contact period, horses were introduced to the Numic speaking cultures of the Shoshone, Paiute, and Bannock dramatically altering traditional pre-horse lifeways. The introduction of the horse is the start to the archaeologically defined period as “Protohistoric Period” (1525 - 1805 C.E.) culminating in the “Historic Period” (1805 C.E. – 1950 C.E.). According to the 2012 and 2017 Site Condition Assessments, of the 161 contributing sites recorded within the AFAD: 6 of the contributing sites are identified as Late Pleistocene, 17 of the sites/components are identified as Early Holocene, 14 contributing sites are identified as Middle Holocene, 37 contributing sites are identified as Late Holocene, 1 site/component is identified as ‘generalized Middle Holocene’, 21 contributing sites are identified as Pre-Contact, 5 contributing sites are identified as ‘Aboriginal Historic’, and 9 contributing sites are identified as Euro-Historic. The remaining sites do not have a diagnostic artifact that archaeologists can use to date a time-period.

According to the original NRHP nomination form for the AFAD, the area is described as representing, “the entire span of human occupation in southern Idaho, extending from...after 15,000 years ago before present, to well into the historic era when Euro-Americans made their mark in the area”. The nature of the historic properties identified in the Project Area during the early 1990s indicate that the area was consistently utilized as a location for seasonal base camps, hunting camps and resource gathering. However, it should be noted that the proposed function of these archaeological sites was based on surface inspection only. Nine previously unknown historic properties were discovered in sand dunes within the AFAD, indicating that the potential for buried sites is extremely high. The sand dunes characterizing the Project Area are “post-Bonneville Flood in age, with sand at least two meters in thickness in some locations” (Bruder 1999:2-20).

A total of 46 sites were originally recorded on BLM managed lands in the AFAD, of which 27 were recommended as contributing properties. During the BLM Condition Assessment, 21 cultural resource sites were relocated of which 13 were considered contributing to the NRHP nomination. Additionally, seven previously unrecorded cultural resource sites attributed to Native American occupation of the area were recorded during the condition assessment, 6 out of 7 of these are considered potentially contributing to the Criterion D nomination of the AFAD. The remaining site locations not recorded during the Condition Assessment were revisited, but

not located citing "...dune movement and vegetation cover, rather than incorrect locational information." (Barr and McKenzie 1976, Easterbrook 1999, Henrikson and Camp 2011). Of the cultural resource sites assessed during the condition assessment, there are 14 cultural resource sites with adverse effects resulting from OHV use, camping/staging areas at identified climbing routes, wildfire, and unauthorized trail maintenance. These activities have a noticeable adverse effect on the vegetation in the areas of direct impact. As vegetation loss occurs, the soil is subject to erosional forces which can alter or destroy cultural resource site integrity. The adverse effects to the contributing properties degrades the integrity, feeling, and association of the District to be included in the NRHP under Criterion D. During the BLM's Condition Assessment, which was a response to concerns voiced by the Shoshone-Bannock Tribe, an intensive study concerning the potential adverse effects of camping/staging at climbing sites was conducted. The study found an adverse effect on the vegetation and cultural resource sites that occur near the basaltic cliffs. The study found that the frequency of un-vegetated areas (UVAs) are correlated with the presence of climbing features (climbing bolts, holes, trails to climbing areas) (Henrikson and Camp, 2012).

The USBR lands within the District boundaries include 134 archaeological sites, of which 112 were considered contributing properties during the nomination process of the AFAD to the NRHP. During the USBR condition assessment, a total of 93 of the 134 cultural resource sites were re-located and assessed for adverse effect since their original recordation. The Condition Assessment results state that 25% (n=23) of the sites visited have been adversely affected by a combination of recreational and cattle actions, defining OHV use and cattle congregation to be the main factors. Additionally, wind erosion, intentional vandalism, wildfire, Aeolian deflation, and bolting to be additional factors in the adverse effects that degrade the integrity, feeling, and association of the District to be included in the NRHP under Criterion D.

The majority of the archaeological resources identified as 'contributing' in the AFAD under criterion D of the National Register of Historic Places (NRHP) are Native American in origin and practice. These archaeological resources, defined as 'historic properties' by their individual eligibility to the NRHP, are of intrinsic value to the histories of the Shoshone, Bannock, and Paiute peoples represented by the present day Shoshone-Bannock and Shoshone-Paiute Tribes.

Under Executive Order 13007, land management agencies are required to “avoid adversely affecting the physical integrity of such “sacred sites”, as defined by the oral tradition and testimony from contemporary traditional practitioners of the Shoshone, Bannock, and Paiute peoples. The land management agencies (BLM and USBR) and the Idaho SHPO have concurred with the Tribes that the physical installation and existence of bolts, bolting holes, and staging areas deteriorate the integrity of the AFAD. Specifically, the feeling and association of the basaltic rocks to the environmental setting and historic significance which qualifies this archaeological district as a sacred site defined under E.O. 13007 (61 F.R.104).

Under 36CFR800.6 (a), the findings of *adverse effect* prompted consultation with the Idaho SHPO, the Shoshone-Bannock Tribes of the Fort Hall Indian Reservation and the Shoshone-Paiute Tribes of the Duck Valley Indian Reservation, “*to develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize or mitigate adverse effects on historic properties.*”

3.2 Tribal Rights and Interests

Although Steward's (1938) ethnographic reports are recognized as imperfect, they do identify this portion of the Snake River, including the Project Area, as territory utilized by the Shoshone, Bannock, and Paiute peoples. Numerous winter villages were identified along the Blackfoot, Portneuf, Raft rivers, as well as Bannock Creek (Steward 1938:174). Albers (1998) describes this region of the Upper Snake River as significant wintering grounds and a prime habitat for trout fishing and bison hunting, while the region west of Shoshone Falls was utilized as a prime salmon harvesting location. In addition, some of the largest concentrations of the Shoshone, Bannock, and Paiute peoples' winter camp extends from the American Falls area within the Project Area, to the Fort Hall Bottoms within the present day Fort Hall reservation, to *Pohogoy*, a place name for Cedar Butte (Albers 1998:157). Murphy and Murphy (1986) indicate that winter camps were located in the Snake River gorge to the west, the river was easily accessible from the sheltered cliffs and box- canyons at the Project Area. This area would have been attractive during various times of the year and the density of archaeological sites is a testament to Native American occupation of the area. Shoshone groups occupying southern Idaho and northern Utah had an extremely fluid, extensive, seasonal round. Many groups would assemble at sheltered locations in winter, such as the Fort Hall Bottoms, and separate into small groups in the spring time to take advantage of widely scattered seasonal resources as they became available throughout the summer. Some groups would travel west to harvest abundant springtime salmon along the Snake River below Shoshone Falls while others would make their way north to Camas Prairie to dig roots in the summer (Murphy and Murphy 1960:324).

Although early 20th century ethnographies are often deficient regarding the importance of specific areas, it is very likely that the cliffs at the Project Area would have provided shelter and protection while the canyons and river would have provided plentiful game, fish and plant foods. This is made evident by the range of dates associated with archaeological sites within the Project Area and within the AFAD.

The presence of a Shoshone, Bannock, and Paiute peoples occupation of this area at the Project Area is documented in a historic journal from 1849 (Delano 1854) as expressed above.

Cumulatively, additional historic journals ranging from 1826 – 1870 from early fur-trappers and emigrants document the presence of Shoshone, Bannock, and Paiute peoples within the cumulative effects boundary (Ogden 1826:146, Wyeth 1899:163, Ells and Walker 1838:110, Smith 1838:102, Delano 1849:154, Bruff 1849, Decker 1849:111, Pritchard, Frink, Buckingham, Wood, Zieber, 1849-1851).

However, the detailed and frequent mentions of Shoshone or Bannock camps and individuals throughout the period at the end of the fur trade and the beginnings of the Oregon Trail and increasing hostilities between Indians and Settlers (1840 – 1870) declines significantly. This is perhaps due to the increasing reliance of the Shoshone and Bannock Tribes on the trading relationship with Fort Hall (Fiori & Summers, 1981; 127). Historic accounts of Shoshone, Bannock, and Paiute winter camps along the Snake River gradually decline as traditional lifeways adapted to the presence of Fort Hall and emigrant settlement within the Snake River area. This is evidenced by frequent mentions of Indian camps near and situated around Fort Hall proper, which was built within the original range of the identified ‘Winter Camp’ boundaries near the Project Area, the location of the AFAD (Murphy & Murphy, 1960; VI). Finally, the establishment of the Fort Hall Reservation in 1868 after the signing of the Fort Bridger Treaty located the now Shoshone-Bannock Tribal Government to the present location.

Treaties are understood as they were written, and as interpreted by the Indian Tribes of which they hold special precedence over. The Shoshone-Bannock Band signed the Fort Bridger Treaty in 1868 in which the Eastern Band of the Shoshone and the Bannock peoples agreed with the United States Government to uphold certain specific rights claimed by the signatory parties. Among these Tribal rights were provisions that held the traditional uses of unoccupied lands are to be protected for the benefit of the Shoshone-Bannock Tribes; as stated in Article 4 of the Fort Bridger Treaty:

“The Indians herein named agree, when the agency house and other buildings shall be constructed on their reservations named, they will make said reservations their permanent home, and they will make no permanent settlement elsewhere; but they shall have the right to hunt on the unoccupied lands of the United States so long as game may be found thereon, and

so long as peace subsists among the whites and Indians on the borders of the hunting districts.”

The special relationship between land management agencies (BLM, USBR) and federally recognized tribes provides the opportunity for government-to-government consultation on actions affecting resources managed on public lands. This special relationship focuses on ensuring that the rights and interests of federally recognized tribes are protected. Legislation that supports consultation within this EIS include: Section 106 of the 1966 NHPA Act the 1970 NEPA, the 1976 FLPMA, the 1978 AIRFA, Section 4(c) of the 1979 ARPA, the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), and Executive Order 13007 of 1996 regarding Indian Sacred Sites.

The Shoshone-Bannock Tribes of Fort Hall first notified the Idaho BLM of concerns in the Project Area regarding potential adverse effects caused by OHV use in 1999. Again in 2009 the Burley BLM Field Office received a letter the Fort Hall Shoshone-Bannock Business Council concerning both the adverse effects of OHV use and unregulated climbing bolt installation within the AFAD. Subsequently, Burley Field Office staff initiated a cultural resource condition assessment within the AFAD which was published in 2012. Additionally, the Upper Snake Field Office of the USBR also provided a cultural resource condition assessment within the AFAD in 2017.

As established by oral testimony, ethnography, historical documents, and the evidence of numerous Native American affiliated archaeological sites within the AFAD, the Project Area is a claimed TCP that is directly connected to the histories of the Shoshone, Bannock, and Paiute peoples represented today by the Shoshone-Bannock and Shoshone-Paiute Tribes. The use of the natural resources in this area is subject to Article 4 of the Fort Bridger Treaty of 1868.

Subsequently, the Shoshone, Bannock, and Paiute peoples derive special significance from the natural landforms of basalt rock as they provided protection for their ancestors during harsh winter months, as well as game and other resources. Connection between ancestral Shoshone, Bannock, and Paiute peoples, their living descendants, and the cultural legacy was established in Article 4 of the Fort Bridger Treaty to sustain hunting rights within unoccupied lands. The Fort

Bridger Treaty allows hunting, gathering, and fishing within these unoccupied lands. Members of the Shoshone-Bannock exercise their hunting, fishing, and gathering rights on federal lands outside of reservation boundaries.

3.3 Soils and Vegetation

The Project Area consists of sandy and sandy loam soil types with rocky outcroppings and cliffs (NRCS, 2014). A variety of vegetation types including both native and non-native species occur depending on soil type and land treatment history. Vegetation in sandy loam soils is dominated by Basin big sagebrush, green rabbit brush, Utah juniper, needle-and-thread grass, Indian rice grass and sand drop seed. Sandy soils in the area are considered to be fragile and have high wind erosion potential if vegetation is removed (USDA SCS, 1981).

Vegetation in loamy soils is dominated by Wyoming sagebrush and Sandberg's bluegrass. The loamy soils also have high wind erosion potential if vegetation is removed (USDA SCS, 1981). After a fire in 1957, approximately 983 acres were seeded with crested wheatgrass. Crested wheatgrass is a non-native perennial bunchgrass that is capable of quickly stabilizing burned or otherwise unstable areas (sandy places) and is also tolerant of grazing use. Approximately 508 acres were also seeded with crested wheatgrass after a fire in 1982. In 2000, a fire burned over half of the Cedar Fields grazing allotment. Other disturbances to soils and vegetation in the area include ongoing livestock grazing and trailing, OHV and walking trails, roads, staging areas for climbing as well as wildlife (primarily rodent) disturbance. There are currently approximately 30 miles of primarily user-created OHV trails in the Project Area, approximately half of which are within existing OHV closure areas. Although the area does have a relatively high density of these disturbances, vegetative cover and soils are generally intact with smaller areas (generally linear in nature), as well as approximately 25 acres of OHV "play areas" with nearly complete disturbance, remaining susceptible to wind and water erosion as well as weed invasion. Biological soil crusts also occur to varying degrees on these soil types and help stabilize the soil. Areas that have recently burned, are heavily disturbed, or have overly dense vegetative cover (cheatgrass areas) are generally lacking in soil crust. Cheatgrass is common in most portions of the native vegetation and mostly absent from the crested wheatgrass seedings. There are no currently known infestations of state-listed noxious weeds.

Assumptions:

- Recreational activities such as OHV and climbing will continue to grow due to increasing population growth and increasing access to improved recreation equipment.
- Recreational use of the area will continue to destabilize the sandy soils causing deflation and exposing formerly protected artifacts.
- The installation of informational kiosks, increased monitoring and user contacts, as well as improved enforcement efforts, will improve compliance with existing OHV closures.

3.4 Livestock Management

Livestock grazing occurs on four grazing allotments located within and around the Project Area. The Cedar Fields Allotment includes 4,805 acres (3,393 BLM, 1,126 USBR, 281 private, 5 State of Idaho). Seventy-nine cattle and 15 horses are allowed to graze between April 16 and September 15 each year. There is currently no demarcation between BLM and USBR management areas, but livestock are contained within the allotment by the Snake River, which is south and east of USBR lands. The Borah and Eagle Rock allotments include 209 acres and 1,577 acres, respectively. The Borah allotment is within the Project Area but not within the AFAD. A small portion (approximately 120 acres) of the Lake Channel Allotment is also within the Project Area.

Three water sources for livestock are within the Cedar Fields Allotment. At the north end, water is supplied to two troughs from a private well. The well is primarily used for a pivot for the farm north of the troughs, and therefore water is only available in the troughs when the crops are being watered. Since water is not available throughout the grazing season, this portion of the allotment does not receive as much livestock use as other portions of the allotment. Another private well supplies water in the southwest area of the allotment, but livestock water is the only purpose of this well, so it is always available. The third source of water for livestock in the allotment is the Snake River to the southeast. To access this water, livestock descend from the rocky rim and disperse along the river as terrain allows.

The Eagle Rock Allotment also has a single permit allowing up to 260 head of cattle from October 1 to January 15 each year. This allotment is a mix of BLM and privately owned land. The allotment is bordered by private land to the north and west, and USBR to the southeast. Livestock water is provided on private land. Historically, livestock within this allotment were able to access the Snake River, however, a fence was constructed in approximately 2012 which excluded livestock from the USBR land and therefore the Snake River.

Livestock use in the Eagle Rock Allotment occurs in conjunction with the adjacent private lands, including irrigated croplands. Subsequently, they are not turned out in the area until crops are harvested, usually after September. Use in the area primarily occurs on those private croplands, and livestock are provided water in those areas, as well.

The Borah Allotment contains a single pasture and is grazed by 37 cows from May 1 to May 31. The allotment is bordered on the East and South by the Snake River and private land to the North and West.

3.5 Recreation (including Visual Resources)

The Project Area is locally recognized as a climbing and OHV area with use occurring on BLM, USBR and State lands. OHV users ride the sandy hills located on BLM and USBR lands adjacent to the Snake River. The close proximity of American Falls and Pocatello to the Project Area contribute to climbing and OHV popularity. Based on field observations by recreation staff, most recreation visitors come to the Project Area for one day and one activity. However, camping occurs on occasion. Climbing and OHV users are the two major user groups at the Project Area. With both of these user groups, the local popularity of the Project Area has brought more climbers and OHV users into the area from adjacent counties and neighboring states. Visitation to the area by recreationists in search of new climbing and OHV opportunities has increased. This is supported by the numerous comments to scoping that were received from all over the United States and some foreign countries.

The 1985 Monument RMP delineates the following OHV Land Designations (See Map 7).

- M1-Moderate Use – 826,577 acres

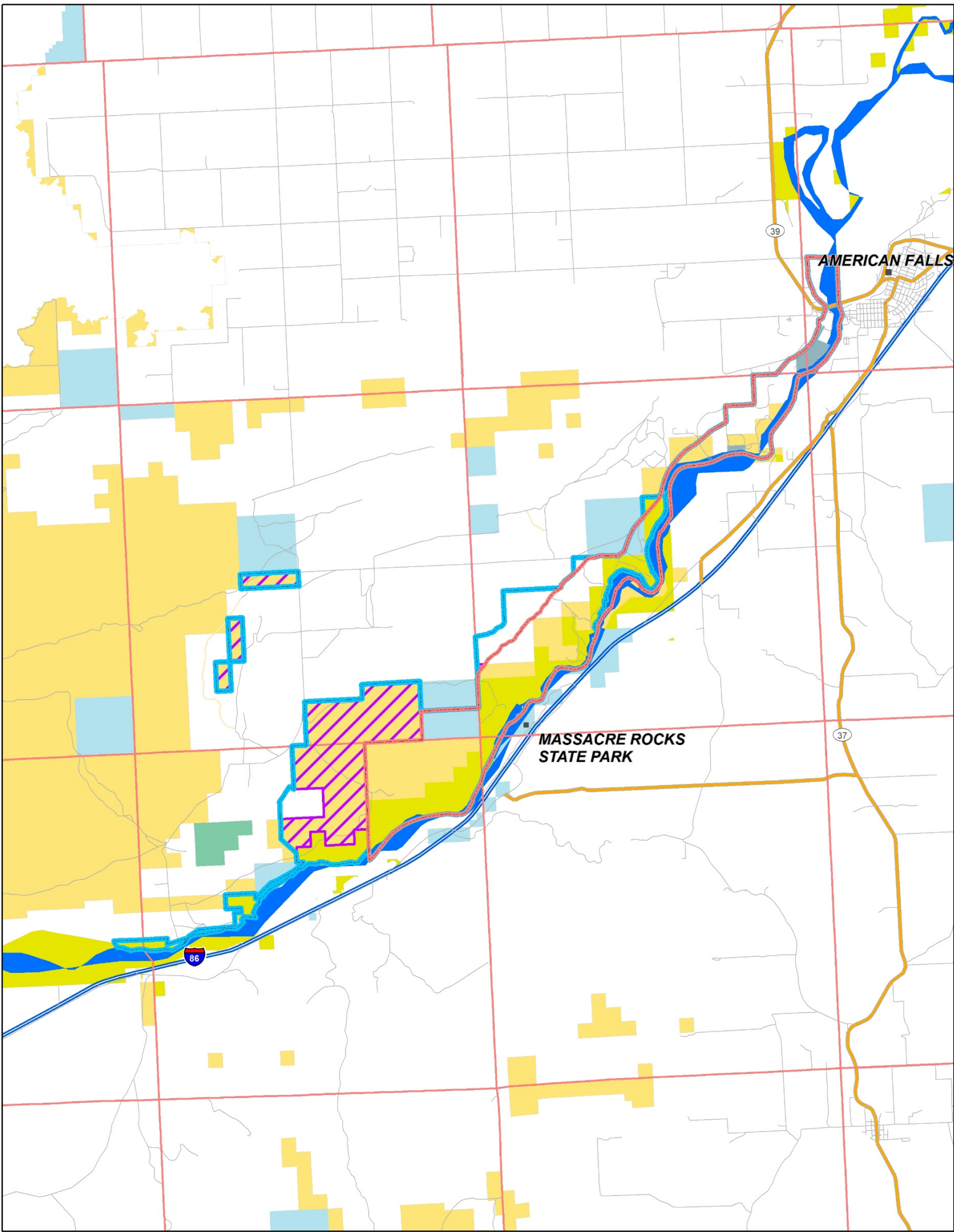
No special limitations or restrictions on the type or intensity of resource use will be applied in this area. Valid uses will be allowed subject to environmental review and stipulations or special conditions to protect resources. This area will be open to ORV [OHV] use.

- L10-Cedar Fields Special Recreation Management Area (SRMA) – 2,240 acres

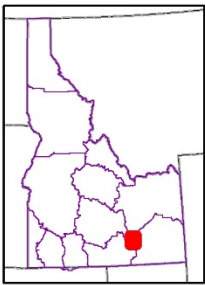
This area will be managed to provide a variety of recreation activities including ORV [OHV] use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources. ORV [OHV] use is limited. Restrictions will be applied only where significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources is occurring. ORV [OHV] use in sub-area L10a (395 acres) is limited to designated trails consistent with Bureau of Reclamation limitations on adjacent lands.

Livestock grazing and minerals activities will not be restricted by recreational oriented management in the area. A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretation appropriate for the area will be prepared. These plans will include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

Map 7: Multiple Use & Transfer Areas



Multiple Use & Transfer Areas
Cedar Fields - Environmental Impact Statement



- Land Designation**
- M1 Moderate Use
 - L10 Cedar Fields Special Recreation Management Area
 - EIS Project Area
 - Bureau of Land Management
 - Bureau of Reclamation
 - Fish and Wildlife Service
 - Private; other
 - State
 - State Fish and Game
 - Historical Open Water



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Four types of rock climbing uses occur at the Project Area:

- Traditional: A style of climbing where all gear required to protect against falls is placed by the ascending climber and removed when the passage is complete. Traditional climbs are protected by removable climbing equipment.
- Sport: Climbs are protected exclusively with fixed protection, usually fixed anchors and bolts. These climbs are usually short (typically one rope length, 50 - 60 meters). Sport climbs are generally more popular and provide a safer climbing environment.
- Bouldering: Rope-less climbing that concentrates on short, sequential moves on rock usually no more than 15 feet off the ground. While it can be done without any equipment, most climbers use climbing shoes and chalk to aid the climb, and bouldering mats to prevent injuries from falls. Falls are short and typically inconsequential.
- Slacklining/Highlining: Where individuals stretch nylon webbing (effectively a strong rope, sometimes similar to a tow strap) between two anchor points, then walk across the suspended line. Slackliners typically perform their balancing acts just a few feet above the ground, while highliners set their lines dozens or hundreds of feet in the air. Most highliners wear harnesses to catch them if they fall.

Based on scoping letters, the Massacre Rocks Climbing Guide, and various websites (e.g. MountainProject.com) sport climbing is the most popular climbing activity with a majority of the climbing routes built for that reason. In addition, sport climbing on the basalt cliffs has rapidly increased in popularity, resulting in the establishment of roughly 170 bolted routes on BLM land, 290 bolted routes on USBR land within the AFAD and 250 routes on State of Idaho lands during the last 20 years. Various other source websites such as TheCrag.com, MountainProject.com, and RockClimbing.com list 750, 667, and 353 climbing routes within the user defined 'Massacre Rocks Climbing Area' respectively. Each route includes an average of five to seven bolts, which equates to thousands of bolts. Spring and fall are the preferred times to climb at Cedar Fields, but climbing does occur year-round.

Prior to the designation of the AFAD, in 1994, roughly 600 acres of BLM land and all USBR lands within the Project Area were closed to OHV use. Despite this closure, unauthorized OHV activity has continued in the Project Area for the past 20 years. This unauthorized OHV use in

closed areas appears to have declined to some degree due to the 2014 installation of informational kiosks and increased monitoring and enforcement of the area.

The Project Area encompasses the Cedar Fields Special Recreation Management Area (SRMA). (See map 7) A SRMA is an area where special or more intensive types of recreation management are needed and greater investments for recreation management are anticipated due to the intensity of the use the area receives. BLM's planning regulations direct BLM Field Offices to use the SRMA to guide recreation management in areas where recreation is the focus.

Starting about 1 mile west of American Falls Dam, the SRMA extends approximately 13 miles along the north side of the Snake River to within about 2 miles of the Minidoka National Wildlife Refuge. The SRMA varies in width from approximately 1,000 feet to 1-1/2 miles. Management strategy for this SRMA is to provide a variety of recreation activities including OHV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

Motorized vehicle use is popular in this area for a number of reasons: the steep, sandy slopes provide ideal challenges; the area is large and remote but close to local population centers; climatic conditions are good during much of the year; and the area is not privately owned and assumed to be open to public use. OHV use is more desirable during the early fall through the late spring months at the Project Area due to accessibility issues including rain, snow, and colder temperatures at higher elevation mountain locations around the area. Although OHV use does occur throughout the summer months, use is minimal due to high temperatures and the availability of recreational opportunities in cooler higher elevation areas. Concentrated areas of trails are highly visible from the I-86 rest area and Massacre Rocks State Park; park visitors occasionally complain about OHV noise.

Traffic counters at the Project Area located on OHV trails and roads have recorded approximately 140 visitors per month during peak periods (March and April) and just over 800 visits annually. The estimate is for all recreation users including climbers. Based on field contacts visitor experiences sought after by OHV users and rock climbers in the Project Area

include: developing skills and abilities, savoring the total sensory (sight, sound and smell) experience of the natural landscape, and enjoying being able to participate in a desired activity of ones choosing in a setting which often includes escaping crowds of people that are associated with other areas with higher visitation use. Personal benefits often include improved mental well-being, improved skills, closer relationship with the natural world, and improved physical capacity to do their favorite recreational activity. These experiences and benefits are what make public lands a unique and desirable destination.

Visual Resources

The project area consists of a dramatic series of steep basalt cliffs, box canyons, and sand dunes located north of the Snake River in southern Idaho. This area includes dry cataracts, amphitheater-shaped canyons, boulder fields and ‘cedar-like’ Utah juniper trees along the Snake River opposite Massacre Rocks State Park. These land forms were likely shaped by a mega-flood event during the late Pleistocene. A 2018 visual resource inventory identified 400 acres of high scenic quality land within the project area.

In the VRM process, rating Scenic Quality requires a brief description of the existing scenic values in a landscape. This step identifies (1) areas that must be protected, (2) opportunities for enhancement and rehabilitation, and (3) opportunities for improvement by reducing the contrast of cultural modifications.

When inventoried, an area is first divided into sub-units that appear homogeneous, generally in terms of landform and vegetation. Each area is then rated by seven key factors: landform, vegetation, water, color, influence of adjacent scenery, scarcity, and cultural modification. A standardized point system assigns great, some, or little importance to each factor. The values for each category are calculated and, according to total points, three Scenic Quality Classes are determined and mapped:

Class A – Areas that combine the most outstanding characteristics of each rating factor (19-33 points).

Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region (12-18 points).

Class C – Areas in which the features are fairly common to the physiographic region (0-11 points).

The Cedar Fields VRI (Visual Resource Inventory) consists of approximately 400 acres of scenic quality classification B with the remaining 6,107 acres falling within scenic quality classification C. The 400 acres of scenic quality classification B consists of approximately 300 acres along the Snake River, which is directly across the river from the Interstate 86 rest area, and approximately 100 acres along the canyon bottom in Lake Channel Canyon area.

The project falls within Visual Resource Management Class IV as identified in the Monument RMP. VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape though they should repeat the basic elements of the characteristic landscape.

Existing man-made features in the area are mostly linear, including dirt roads, two track roads, and user created OHV trails. Other man made improvements include water troughs, fences, cattle guards and kiosks that have been installed in the area.

The area consists of private land and a mixture of public lands (State, USBR and BLM).

Assumptions

- Recreation use will gradually increase, based on current and anticipated trends in use and population growth in southeastern Idaho.
- Sport climbing in the Project Area has been more popular in the past than traditional climbing.
- According to information published online at mountainproject.com for climbing at Massacre Rocks (accessed on September 11, 2017) indicates that sport climbing accounts for approximately 90% of the climbing use at Cedar Fields.
- Other forms of recreation such as slacklining will grow in popularity and require fixed anchors.

- While the EIS refers to sport, traditional and bouldering climbing activities, the EIS intends to address any form of recreation requiring fixed anchors and protection.

3.6 Wildlife Resources

Threatened, Endangered, and Candidate Species

An official species list was obtained from the FWS Information Planning and Conservation (IPAC) website on February 1, 2017. This species list identifies two federally listed species as potentially occurring within the Project Area. These species include Snake River Physa snail (*Physa natricina*) [Endangered] and Yellow-billed Cuckoo [Threatened]. Based on a review of species locations provided by USFWS and the alternatives, this project will have no effect on any of these or any other species listed by USFWS under ESA because there is no Yellow-billed Cuckoo habitat in the Project Area. The Snake River Physa occurs below the Minidoka dam downstream of the cumulative effects analysis area and cannot be affected by the minor disturbances occurring in the uplands of the Project Area.

General Wildlife Species

General wildlife species, (i.e., not of special status), which may occur in the Project Area or be affected by the project include a variety of big and small game, as well as numerous non-game wildlife species. Big game species include elk, mule deer and pronghorn antelope. These species prefer habitats characterized by vegetation mosaics of forested or brushy hiding cover and open sagebrush grassland foraging areas. Hiding and thermal cover is provided by juniper, sagebrush, and rugged terrain in all the vegetation cover types. Water is an important factor in spring, summer, and fall habitats and is provided by the Snake River and adjacent private agricultural fields. These large wide-ranging species avoid degraded habitats for the majority of the year, but may feed in areas dominated by non-native invasive annual vegetation in early spring. Small game species occurring in the Project Area include mourning dove, ring-necked pheasant, gray partridge, and cottontail. These species may use habitats throughout the Project Area.

Non-game general wildlife includes all the other species of wildlife not hunted and not considered special status including a variety of species of rodents, carnivores, birds, and reptiles such as deer mouse, coyote, western meadowlark, and western fence lizard.

Special Status Wildlife

Special status wildlife includes an assemblage of BLM sensitive wildlife and Migratory Birds of Conservation Concern (BCC). Table 4 lists the general habitats for special status species potentially affected by the different action or no action alternatives. Greater sage-grouse were considered but it was determined that no sage-grouse habitat exists within the Project Area. The St. Anthony dunes tiger beetle has the most restricted range of all the affected special status wildlife. These beetles live among active sand dunes in the Project Area and larvae occur in burrows typically found "...in flat, grassy areas on the windward side of dunes and where the sand is at least three feet thick (Idaho State Conservation Effort 1996)". Threats to this species and its habitat include: mortality (burrow trampling from OHV travel, livestock and humans, insecticides), loss of habitat (grass seedings, agriculture conversion, and noxious/invasive weed proliferation) (Idaho State Conservation Effort 1996), and limited distribution (IDFG 2005). The destabilization of dunes, (via disturbance) which were previously stabilized through past intentional perennial grass seeding efforts may indirectly improve St. Anthony dunes tiger beetle habitat.

Table 4: BLM Special Status Wildlife Species Potentially Affected By the Alternatives

Type	Scientific Name	Common Name	General Habitat
Mammals	<i>Antrozous pallidus</i>	Pallid bat	Generalist
	<i>Corynorhinus townsendii</i>	Townsend’s big-eared bat	Low-elevation shrub steppe
	<i>Eptesicus fuscus</i>	Big brown bat	Generalist
	<i>Myotis ciliolabrum</i>	Western small-footed myotis	Generalist
	<i>Myotis evotis</i>	Long-eared myotis	Generalist
	<i>Myotis lucifugus</i>	Little brown bat	Generalist
	<i>Myotis Volans</i>	Long-legged myotis	Generalist
	<i>Myotis yumanensis</i>	Yuma myotis	Generalist
	<i>Parastrellus hesperus</i>	Canyon bat	Canyon
Birds			
	<i>Ammodramus savannarum</i>	Grasshopper sparrow	Grassland, low elevation shrub steppe
	<i>Amphispiza belli</i>	Sage sparrow	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Amphispiza bilineata</i>	Black-throated sparrow	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Aquila chrysaetos</i>	Golden eagle	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Asio flammeus</i>	Short-eared owl	Grassland, low elevation shrub steppe
	<i>Athene cunicularia</i>	Burrowing owl	Grassland, low elevation shrub steppe
	<i>Buteo regalis</i>	Ferruginous hawk	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Haliaeetus leucocephalus</i>	Bald eagle	Riparian
	<i>Lanius ludovicianus</i>	Loggerhead shrike	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Numenius americanus</i>	Long-billed curlew	Grassland
	<i>Oreoscoptes montanus</i>	Sage thrasher	Low-elevation shrub steppe
	<i>Spizella breweri</i>	Brewer’s sparrow	Low-elevation shrub steppe, Mid-elevation shrub steppe
	<i>Tympanuchus phasianellus columbianus</i>	Columbian sharp-tailed grouse	Low-elevation shrub steppe, Mid-elevation shrub steppe, Mountain shrub
	<i>Vermivora virginiae</i>	Virginia’s warbler	Low-elevation shrub steppe, mid-elevation shrub, pinyon-juniper woodland
Invertebrates	<i>Cicindela arenicola</i>	St. Anthony Sand Dunes tiger beetle	Sand dunes

Cliff Habitat

The AFAD is characterized by moderate to extreme topographic variation. The AFAD contains numerous draws bounded by basalt cliffs and rocky escarpments. Cliff habitat is a unique and rare landscape feature (Nicholoff 2003). Cliff habitat in the region is predominately isolated within the boundary of the AFAD. Other similar features on the landscape are present along the Snake River canyon to the west of the AFAD, but separated by a considerable distance. Diverse vegetative characteristics, proximity to perennial water, and unique topographic features provide for a diverse assemblage of wildlife resources, including: special status species, big game, upland game, small game, and migratory birds.

These species may inhabit rocky escarpments and cliffs within the Project Area for roosting or nesting. Cliff habitat is unique and typically limited on the landscape (Nicholoff 2003). These same habitat types are where rock climbing occurs. The Project Area is unique because it provides nesting substrate for cliff nesting migratory birds and potential roost sites for bats. The following special status species are associated with this habitat type: golden eagle, peregrine falcon, prairie falcon, spotted bat, and Townsend's big-eared bat.

Assumptions:

- Human activity is isolated to areas of interest (i.e. authorized OHV trails and climbing routes).
- Adequate tracts of unaltered shrub-land and cliff habitat away from epicenters of human activity are available and provide for alternate nesting opportunities.
- Shrub nesting species sensitized to temporary and human activity would have access to adequate and suitable nesting habitat to seek refuge from epicenters of human activity associated with OHV travel and rock climbing.
- Should new route development occur, shrub, ground and cliff nesting species may be temporarily disrupted by human presence along access routes.
- Increases in human activity are associated with increased wildfire risk.

3.7 Socioeconomics

This analysis provides a “slice in time” overview of the baseline socioeconomic (SE) conditions which exist as a backdrop for the planning effort, and it lays out the general concepts of social and economic impact analysis which will be applied as part of the planning, documentation, and decision-making process. Environmental Justice is a key aspect of examining the socioeconomic context for any public land management decision, and it will play a key role in this and other analyses associated with this project.

For each of the following general subjects, this baseline report includes an overview for the study area as a whole plus some additional detailed discussion for each of the three counties within the study area boundaries. In addition to the Tribal Nations included in the study, potentially affected communities and groups of people will be discussed, including recreation users with various areas of focus; pre-contact, historical, and cultural context; social conditions; and economic conditions, including market and non-market values. In addition, a final section gives an overview of the work done to date in gathering data for the socioeconomic analyses that will be completed as the EIS development proceeds.

Data included in this baseline report come from multiple sources. First, the bulk of data in the report were provided by individual- and multiple-county reports generated by the Economic Profile System (EPS), a socioeconomic data compilation and analysis software program maintained by Headwaters Economics, a non-profit research organization. The development of this program was funded by BLM, USDA Forest Service, and other public entities. EPS reports are based on data from multiple federal and non-federal sources, including the U.S. Census Bureau, the Bureau of Economic Analysis, USDA Economic Research Service, the Bureau of Labor Statistics, the Office of Management and Budget, industry data sources, and more. Products associated with EPS and Headwaters Economics are available at no cost to the public and include individual county reports for all counties in the U.S. in addition to subject matter reports related to public lands, regional economics, and other topics of interest to government officials, public land managers, and public citizens.

Additional sources of data used in this baseline report include BLM archives, local and tribal officials and representatives, internet resources, and BLM employees who work in or near the AFAD.

Study Area Overview

The socioeconomic study area includes the three counties that are most closely tied to the AFAD as well as the two Tribal Nations that are most closely tied to the cultures represented within and connected with the AFAD. The Shoshone-Bannock of the Fort Hall Reservation and the Shoshone-Paiute of the Duck Valley Reservation are included in the social impact analysis. The Duck Valley reservation does not lie within the three-county study area and its acres are not included in the study area.

Land Ownership

Within the Bannock-Bingham-Power portion of the study area, more land is privately owned than is owned by Tribal governments, the State of Idaho, or the federal government. Private lands in the study area total 60.1% of all lands. Publicly owned lands total 48.3% of all lands within the smaller portion of the study area. The BLM manages 19.7% of this area while the USBR manages a smaller number of acres, falling into the “Other Federal” category (i.e. Fish and Wildlife Service, USBR), which makes up 2.4 % of the total.

Table 5: Land Ownership by Acres

Land Ownership (Acres)	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Total Area	734,358	1,356,898	923,307	3,014,563	2,301,106,907
Private Lands	375,620	628,302	452,216	1,456,138	1,383,075,581
Federal Lands	194,762	346,669	277,962	819,393	649,455,740
Forest Service	118,819	0	36,110	154,929	192,507,338
BLM	75,327	279,123	238,147	592,597	242,951,818
Other Federal	616	67,546	3,705	71,867	112,277,770
State Lands	47,897	156,567	26,753	231,217	194,258,469
State Trust Lands*	44,290	152,580	25,570	222,440	46,116,200
Other State	3,607	3,987	1,183	8,777	148,142,269
Tribal Lands	116,079	225,360	166,376	507,815	66,666,114

Percent of Total					
Private Lands	51.1%	46.3%	49.0%	48.3%	60.1%
Federal Lands	26.5%	25.5%	30.1%	27.2%	28.2%
Forest Service	16.2%	0.0%	3.9%	5.1%	8.4%
BLM	10.3%	20.6%	25.8%	19.7%	10.6%
Other Federal	0.1%	5.0%	0.4%	2.4%	4.9%
State Lands	6.5%	11.5%	2.9%	7.7%	8.4%
State Trust Lands*	6.0%	11.2%	2.8%	7.4%	2.0%
Other State	0.5%	0.3%	0.1%	0.3%	6.4%
Tribal Lands	15.8%	16.6%	18.0%	16.8%	2.9%

Potentially Affected Communities

SE analysis presents unique challenges within a natural resource planning setting due to the nature of the available data. SE data are gathered by multiple government and private agencies and organizations and are usually available in geographic areas that are demarcated by the U.S. Bureau of the Census, the U.S. Bureau of Labor Statistics, State offices of planning and budget and economics, counties and others. Because of the methods and limitations on the collection of SE data, the study area is not the same as the planning area. In this instance, the study area expands beyond the boundaries of the AFAD and includes all of Bannock, Bingham, and Power Counties in southern Idaho as well as including the Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley. In addition to data availability, there is another reason for expanding the boundaries of the SE study area: The AFAD itself is uninhabited. It is only the impacts on surrounding communities, regional economies, and state-level entities that are relevant in evaluating the socioeconomic impacts of decisions made regarding the management of resources on the AFAD, including recreation and grazing-related resources.

The bulk of this report will focus on the Fort Hall Shoshone-Bannock and Duck Valley Shoshone- Paiute Tribes, and Bannock, Bingham, and Power Counties. The communities that are the most directly connected with and affected by management decisions include Fort Hall, Duck Valley, American Falls, and Pocatello. People who do not live within the immediate area around the Project Area, but who are interested in the Project Area for one reason or another, or who are affected by impacts to the communities around the Project Area, including those who participate

in recreation activities in and around the Project Area, such as rock climbers and OHV users, are also stakeholders in BLM management decisions.

Non-AFAD BLM lands in the surrounding area are managed by the Twin Falls District Office, located in Twin Falls, Idaho. The AFAD is jointly managed by the BLM and the BOR. Grazing on the entire District is managed by the BLM in cooperation with the BOR.

In addition to the three local counties, the state of Idaho and the U.S. as a whole are also included in some of the economic and social statistics reported.

Under the provisions of FLPMA and to the degree possible given its authorities and legal constraints, BLM strives to manage the lands within its jurisdiction in alignment with State and local laws and ordinances.

Potentially Affected Groups and Individuals

The AFAD is used and/or visited by people from the local community, the surrounding region, other areas of the U.S., and in some cases from other nations. To help interested readers to understand the social and cultural context within which the DEIS is being developed, some key groups are described below. Although these are shown as separate categories, many interactive and iterative effects ripple back and forth between them as economic and social activities spread and compound both positive and negative effects from changes in AFAD and surrounding area management.

Native Americans

More than 10,000 years prior to the arrival of Euro-American settlers, ancient peoples, including predecessors of today's Shoshone, Bannock, and Paiute peoples, lived within the southern regions of Idaho. With the arrival of Euro-American and other non-native explorers and then Latter-day Saint (Mormon) immigrants, native communities were gradually displaced from the areas surrounding the District. Although few Native Americans currently live in immediate geographic proximity to the AFAD, there are many Native Americans living in the region.

Members of Tribes in Idaho and northern Nevada, as well as in northern Utah, are closely tied to the landscape and continue to have a key stake in how the AFAD and its archaeological resources are managed. The Tribes consider the AFAD to be sacred ground; traditionally, they have performed religious ceremonies within the District as part of their culture and they express concern that sufficient care is not being taken to protect the traditional, archaeological, and religious values of the District. They have stated that they revere the rock walls within the AFAD in the same way that Europeans regard the great cathedrals of Europe, and they consider “bolting” of climbing routes to be an affront comparable to bolting an arch inside of a famous cathedral.²

Ranchers and Farmers

In the late 1880s, as members of the Church of Jesus Christ of Latter Day Saints colonized areas of the Intermountain and Southwest regions of the U.S., ranching and farming quickly became an important part of the economic and cultural landscape in the desert regions of the west. In the early days of ranching in the region, livestock were grazed on what is now the AFAD. Multi-generational ranching and the traditional cowboy and farming culture that has disappeared from many areas of the west are still prominent aspects of the culture of the southern Idaho region.

Other Land-owning Residents of the Study Area

Within the communities near the AFAD, landowners and citizens who are not directly involved in use of the area could also be impacted by BLM and USBR land management decisions. Any decision that affects private property values and other economic activities on private land will generate disproportionate impacts on both landowners and the Counties in comparison with places in the U.S. where publicly owned land makes up a smaller fraction of all land.

Recreational Users

Recreation in the area in and around the AFAD has increased over past decades as increases in population and improvements in transportation and available technologies have made access to

² Personal communication with Tribal leaders, 2017.

the area easier and more attractive to multiple types of recreation users. Climbers, primarily drawn from the region around AFAD but also visiting from outside the area, have developed extensive routes within the AFAD and areas nearby, have written, and regularly updated guides to those routes. The climbing community is intently interested in this planning process and its potential outcomes in terms of management decisions. In particular, climbers associated with Idaho State University have actively participated in scoping and commenting as this planning effort has unfolded. According to scoping documents, many climbers regard the AFAD with what is known as “attachment to place” with respect to this particular area, returning to climb there on a regular basis.

OHV use has also increased in numbers and frequency of visits, leading to management concerns as corresponding pressures on resources have also continued to increase. Generally speaking, types of recreation visits to the area in a given year could include climbers, OHV riders, hunters, horseback riders, hikers, backpackers, mountain bikers, campers, eco-tourists, photographers, artists, writers, boaters, fishermen, and other tourists and recreationists whose activities are affected by BLM and USBR management decisions. In turn, these users’ spending and visitation patterns affect the local communities that host them and serve their needs for lodging, meals, supplies, and public safety services.

Others

In addition to the specific groups described above, other individuals and groups may have the potential to be impacted by District management decisions. This holds true even for those who have no interest in visiting the AFAD in person but whose general interests could potentially be affected, whether directly or indirectly, by changes in AFAD management.

Economic Setting

Jobs and Employment

Employment in the study area tends to be dominated by the service sector, retail in particular. In 2015, more than 61 percent of jobs in the area were service jobs. Growth in service sector jobs in the study area follows a pattern seen across the U.S. in recent decades,

with strong growth in service industries and falling employment in non-services industries as a percentage of all employment. Also in 2015, approximately 18.9 percent of private sector jobs were in non-services, mostly divided between farming, construction, and manufacturing.

Table 6: Employment by Industry

	2001	2005	2010	2015	Change 2010-2015
Total Employment (Number of Jobs)	67,860	71,262	70,103	72,315	2,212
Non-services related	15,776	14,670	14,311	13,644	-677
Services related	37,918	40,383	42,005	44,625	2620
Government	14,015	14,969	13,258	13,320	62
Percent of Total					
Total Employment					3.2%
Non-Services Related	23.2%	20.6%	20.4%	18.9%	-4.7%
Services Related	55.9%	56.7%	59.9%	61.7%	6.2%
Government	20.7%	21.0%	18.9%	18.4%	0.5%

Table 7: Employment by Occupation 2015*

	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Civilian employed population > 16 years	37,206	19,121	3,184	59,511	145,747,779
Management, professional, & related	12,799	5,903	634	19,336	53,433,469
Service	6,871	3,040	430	10,341	26,446,906
Sales and office	9,185	3,889	724	13,798	35,098,693
Farming, fishing, and forestry	223	892	354	1,469	1,061,192
Construction, extraction, maint., & repair	1,958	1,322	179	3,459	7,283,537

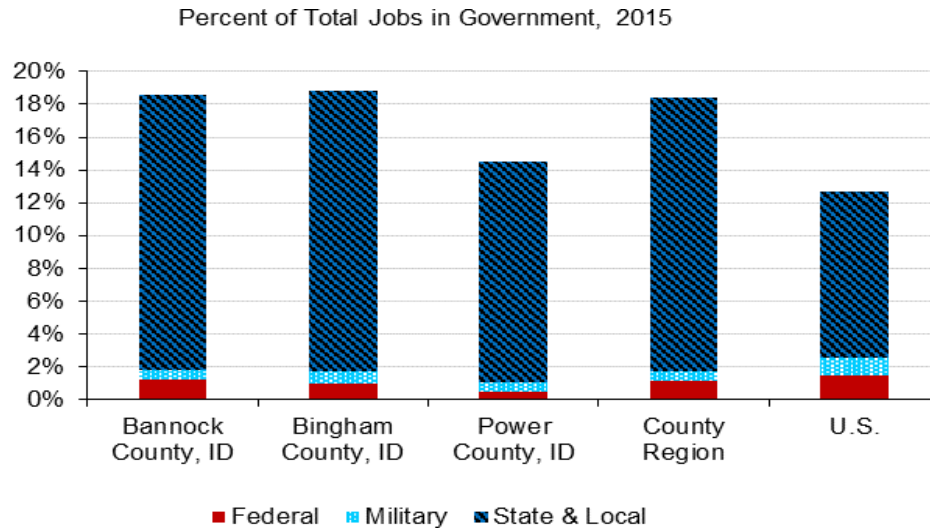
Production, transportation, & material moving	5,154	3,141	*752	9,047	17,730,132
Percent of Total					
Management, professional, & related	34.4%	30.9%	*19.9%	32.5%	36.7%
Service	18.5%	15.9%	*13.5%	17.4%	18.1%
Sales and of ice	24.7%	20.3%	*22.7%	23.2%	24.1%
Farming, fishing, and forestry	*0.6%	4.7%	*11.1%	2.5%	0.7%
Construction, extraction, maint., & repair	5.3%	6.9%	*5.6%	5.8%	5.0%
Production, transportation, & material moving	13.9%	16.4%	*23.6%	15.2%	12.2%

* The data in this table are calculated by ACS using annual surveys conducted during 2011-2015 and are representative of average characteristics during this period. Data accuracy is indicated as follows: black indicates a coefficient of variation <12%, and red preceded with a dot indicates between 12 and 40%.

In 2015, government jobs made up 18.4 percent of all jobs within the study area. Of those government jobs, the majority—92.5 percent—were state and local jobs. State and local jobs include law enforcement; education; city and county management, utilities, recreation, and services; public health care; and so on.

Table 8: Employment in Government

	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Total Employment	46,157	21,736	4,422	72,315	190,195,400
Government	8,580	4,097	643	13,320	24,142,000
Federal	549	218	22	789	2,811,000
Military	280	152	26	458	1,955,000
State & Local	7,751	3,727	595	12,073	19,376,000
Private Sector	37,577	17,639	3,779	58,995	166,053,400
Percent of Total	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Government	18.6%	18.8%	14.5%	18.4%	12.7
Federal	1.2%	1.0%	0.5%	1.1%	1.5%
Military	0.6%	0.7%	0.6%	0.6%	1.0%
State & Local	16.8%	17.1%	13.5%	16.7%	10.2%
Private Sector	81.4%	81.2%	85.5%	81.6%	87.3%



There was a great deal of variation in 2015 between Bannock, Bingham, and Power Counties with respect to employment that depends to a large degree on land-based resources. In Power County, for example, 20.5 percent of all jobs were in agriculture. In contrast, agriculture made up 10 percent of jobs in Bingham County and 1.9 percent in Bannock County. Similarly, mining was more important in Power County than in Bingham or Bannock. In general, land-dependent employment tends to be a small fraction of all jobs nationwide.

Figure 1: Percent of Total jobs in Government, 2015

Table 9: Land-dependent Industries

Land-dependent Industries	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Timber % of total private employment, 2015	0.1%	0.4%	0.4%	0.2%	0.7%
Mining % of total private employment, 2015	0.0%	0.0%	0.6%	0.0%	0.6%
Fossil fuels (oil, gas, & coal), 2015	0.0%	0.0%	0.0%	0.0%	0.5%
Other mining, 2015	0.1%	0.0%	0.9%	0.1%	0.3%
Agriculture % of total employment, 2015	1.9%	10.0%	20.5%	5.5%	1.4%

In contrast with land-dependent industries, the reverse pattern was the case for travel and tourism- related jobs in 2015, with 21.8 percent of private sector jobs in Bannock County being related to travel and tourism, where 21.8 and 4.7 percent of private jobs were in the same industry sector in Bingham and Power Counties, respectively. This makes intuitive sense given that Idaho State University is located in Bannock County, with all of the accommodations and other travel-related support systems that go with university events, students' visiting families, visiting sports teams and other student groups, and so on. In addition, Pocatello sits where I-86 and I-15 meet, making it a prime stopping point for travelers driving between Utah or other points to the south and Yellowstone National Park, western Montana, and other locations to the north. The Pocatello area is also home to Pebble Creek Ski Area, which draws in a number of visitors from outside the immediate area.

From the counties in the study area, Bannock County appears to hold the most potential for impacts to the travel and tourism industry. Based on information gathered during scoping, it also appears that Bannock County holds the most potential for impacts due to changes in management of rock climbing in the AFAD. Accordingly, these resources and uses will be evaluated for Bannock County in particular as part of the effects analysis in this study.

To evaluate the economic contribution of outdoor recreation and visitation to the AFAD to the three-county area of analysis and to Bannock County, a model was developed using IMPLAN regional economic impact software. IMPLAN draws data from the U.S. Department of Commerce, the Bureau of Economic Analysis, the Census Bureau, and other data sources. The model included the following industrial sectors as a proxy for the travel and tourism industry:

- Retail - Motor vehicle and parts dealers
- Retail - Food and beverage stores
- Retail - Gasoline stores
- Retail - Sporting goods, hobby, musical instrument and book stores
- Retail - Miscellaneous store retailers
- Outpatient care centers
- Museums, historical sites, zoos, and parks
- Other amusement and recreation industries

- Fitness and recreational sports centers
- Hotels and motels, including casino hotels
- Other accommodations
- Full-service restaurants
- Limited-service restaurants
- All other food and drinking places
- Automotive repair and maintenance, except car washes

Assumptions applied to the model:

- All spending amounts were estimated in 2017 dollars using 2015 data (2015 is the most recent data year available).
- Hotel stays, food purchases, and other spending include purchases in the included industrial sectors that are made by long-distance travelers passing through the three-county region and by short-term visitors to the local area, including visitors to Idaho State University, the majority of whom do not participate in outdoor recreation activities while staying in the region.
- The model is not all-encompassing and does not include some categories of spending (retail clothing purchases, for example) that could contribute to total outdoor recreation expenditures.
- “Exports” in the model are made up of travel and tourism-related spending in the three-county area of analysis by people from outside the region, whether residents of the United State or residents from other countries.³
- It is assumed that purchases and maintenance of OHVs are included in the automotive sales and service industrial sectors; only a small portion of overall automotive spending is likely to be attributable to travel and tourism and outdoor recreation; absent a ready means of subdividing the relevant industrial sectors, all purchases in them are included

³ People visiting the region for travel and tourism purposes bring money from outside of the region and spent those funds locally, augmenting economic activity within tourism- and recreation-related industrial sectors; from an analysis standpoint, this is equivalent to exporting travel and tourism products.

in the model in order to capture recreational vehicle sales and service.

- Outdoor recreation spending comprises two percent of spending on travel and tourism exports within the study area.
- Recreation spending connected with the AFAD comprises two percent of outdoor recreation export spending, or, four one-thousandths of one percent of all exports in the model.
- If displaced from their preferred recreation site by changes in management, local residents and University students will switch to a different site or recreation type within the three-county region and the level of their recreation-related spending will not change.
- If displaced from the sites they would have visited within the study area, recreation visitors from outside the area (exports, within the model) will switch to different sites outside of the three-county region and their spending inside the region will decline.⁴

Output from the regional economic model outlined above shows that spending in the three-county study area that can be connected to the travel and tourism industry total equals approximately \$476 million per year; in Bannock County the yearly total is approximately \$358 million. In the three-county study area, “exports,” or, in other words, purchases by individuals who reside outside of the three-county area, equal approximately \$52 million per year; in Bannock County they equal approximately \$51 million. Estimated outdoor recreation exports equal \$1.04 million in the three-county study area and \$1.02 million in Bannock County. Estimated exports attributed to recreation-related visits to the AFAD equal \$20,865 in the three-county region and \$20,371 in Bannock County. Bannock County makes up 75 percent of total sales in the model as a whole but comprise 98 percent of “export” sales to visitors from outside of the three-county area. This is an indication of the degree to which spending connected to travel and tourism by visitors from outside of the area are more important to the Bannock County economy than to the economies of Bingham and Power Counties. Eleven percent of outdoor recreation sales in the three-county economic region are made to people

⁴ These assumptions regarding recreational behavior in the area were developed based on both personal communication with a recreation specialist who formerly worked in the recreation program at Idaho State University and BLM visitor vehicle license plate counts.

from outside of the area. In Bannock County, 14.2 percent of outdoor recreation sales are categorized as exports.

Based on IMPLAN analysis, the output multipliers for the three-county region range from approximately 1.5 to 1.6 for industrial sectors relevant to travel and tourism. In other words, for each dollar spent in industrial sectors that are related to travel and tourism in the three-county region's economy, between \$0.55 and \$0.60 in additional economic activity is generated. In the model as described above, approximately \$0.55 in new output spending is generated by each new \$1 of spending on the output of the 15 industrial sectors included in the model. In addition, for each \$1 million in new spending on the industrial sectors in the model approximately 14.7 new jobs are created in the regional economy. For each job added directly to the sectors in the model, an additional 0.26 jobs are created in the regional economy through indirect and induced spending. In the analysis, it is assumed that \$1 million in new spending would be distributed as follows:

• Retail - Motor vehicle and parts dealers	\$98,000
• Retail - Food and beverage stores	\$98,000
• Retail - Gasoline stores	\$98,000
• Retail - Sporting goods, hobby, musical instrument and book stores	\$98,000
• Retail - Miscellaneous store retailers	\$98,000
• Outpatient care centers	\$98,000
• Museums, historical sites, zoos, and parks	\$19,000
• Other amusement and recreation industries	\$20,000
• Fitness and recreational sports centers	\$20,000
• Hotels and motels, including casino hotels	\$98,000
• Other accommodations	\$20,000
• Full-service restaurants	\$98,000
• Limited-service restaurants	\$98,000
• All other food and drinking places	\$19,000
• Automotive repair and maintenance, except car washes	\$20,000

Table 10: Impact Summary for Bannock, Bingham, & Power Counties

Impact Summary:	Bannock, Bingham, & Power Counties		Copyright 2017 Minnesota IMPLAN Group, Inc.	
Impact Type	Employment	Labor Income	Total Value Added	Output
Direct Effect	11.6	\$233,728	\$329,219	\$655,334
Indirect Effect	1.5	\$46,655	\$80,312	\$175,896
Induced Effect	1.6	\$52,169	\$92,200	\$182,719
Total Effect	14.7	\$332,552	\$501,731	\$1,013,949
Multipliers	1.27	1.42	1.52	1.55

Table 11: Travel & Tourism as a Percentage of Total Private Employments 2015

	Bannock County, ID	Bingham County, ID	Power County, ID	County Region	United States
Travel & Tourism % of total private employment, 2015	21.8%	12.8%	4.7%	18.3%	15.6%

Within the study area in 2016, unemployment was lower than in the U.S. as a whole, with a regional unemployment rate averaging 1.3 percentage points lower than the national unemployment rate, yet earnings per job and per capita income were also lower. This indicates that a relatively high percentage of the people who wanted to work within the three-county area were able to find employment in 2016, but the amount of money they made was lower than what they might be able to earn had they lived and worked somewhere else.

Social Setting

In this report, the social setting and social impacts analysis will be discussed using a framework developed by the U.S. Department of Agriculture and published as “Values, Beliefs, and Attitudes

Technical Guide for Forest Service Land and Resource Management, Planning, and Decision making,” by the Forest Service’s Pacific Northwest Research Station in 2009.⁵ In this publication’s approach, values, beliefs, and attitudes of potentially affected groups and individuals are identified and evaluated in order to determine the context for analysis and the potential nature and extent of potential social impacts from proposed decisions or actions.

The primary sources of data for this section are publicly available data, area-specific reports, including the BLM’s scoping report specific to this management planning document, and meetings with stakeholders, the Shoshone-Bannock and Shoshone-Paiute Tribes in particular.

Values, Beliefs, and Attitudes of Potentially Affected Stakeholders

Native Americans

The Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley have expressed deep concern regarding existing uses in and impacts to the AFAD and its surroundings. In their belief system, the Tribes consider the entire landscape within which the AFAD sits to be sacred. Access for traditional use is central to the Tribes’ interests in the area. The analogy of a cathedral was mentioned on multiple occasions with the difference being that the landscape itself is the sacred space, in this case, as opposed to a human-constructed building. From the Tribes’ standpoint, bolted climbing routes, unwelcome noise, and streams of visitors constitute intrusions into a space to which they feel deep, heartfelt traditionally cultural connections.

Ranchers and Farmers

The agricultural community recognizes the value of the Native American resources in and around the AFAD. Their primary interest in the AFAD is in its value to them for grazing livestock.

Other Land-owning Residents of the Study Area

The values that have been expressed by some residents of the area are focused primarily on ongoing recreation access to the AFAD. These stakeholders use the area for a variety of

⁵ https://www.fs.fed.us/pnw/pubs/pnw_gtr788.pdf Accessed August 2017.

recreation purposes, as described above, and they prefer to have that access maintained into the future.

Recreational Users

Based on comments made during scoping, many people within the various segments of the recreation community hold similar values to non-agricultural private landowners in that they strongly prefer to have ongoing access to the AFAD for rock climbing, OHV riding, hiking, camping, and other recreational activities. The attitudes of those who commented during scoping reflect a limited understanding about the nature of the Tribes' attachment to the area. They also reveal a site-by-site and somewhat atomistic approach to the archaeological resources that are present within the AFAD. The suggestion, for example, that specific, limited sites could be protected by installing chain link fence is an indication that there is a misunderstanding between the recreation-oriented stakeholders' attitudes and the Tribes' beliefs with respect to the sensitivity of the general landscape around the AFAD.

The recreation community includes individuals, advocacy groups, and user groups of various types and with varying affiliations, and they do not necessarily speak in unison regarding their preferences concerning how the AFAD is managed, although there is a clear central multiple-use thread that runs through scoping comments from recreation users.

Others

Multiple local and State government agencies, conservation organizations, and quasi-governmental organizations have expressed interest in the outcome of this process and have provided input with respect to their preferred outcomes. Outside of the Tribes, the majority of the groups and individuals who have commented have expressed the desire that recreation uses of the area continue to be allowed and that one type of compromise or another, in terms of allowed uses and restrictions, be reached.

Environmental Justice

“Environmental justice” is an initiative that culminated with President Clinton’s February 11, 1994, Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” and an accompanying Presidential memorandum. The Executive order requires that each federal agency consider environmental justice to be part

of its mission. Its intent is to promote fair treatment of people of all races and income levels, so no person or group of people bears a disproportionate share of the negative effects from the country's domestic and foreign programs. Specific to the EIS process, the Executive order requires that proposed projects be evaluated for "disproportionately high adverse human health and environmental effects on minority populations and low income populations."

The Environmental Protection Agency guidelines for evaluating the potential environmental effects of projects require specific identification of minority populations when either: (1) a minority population exceeds 50 percent of the population of the affected area; or (2) a minority population represents a meaningfully greater increment of the affected population than of the population of some other appropriate geographic unit, as a whole.

For the purposes of this analysis, it is determined that environmental justice populations do exist within the study area. The minority population, primarily members of the Fort Hall Shoshone-Bannock Tribes, exceeds 50 percent in multiple designated geographic units within the study area. While the percent of the population living in poverty does not exceed the 50 percent threshold for any of the designated geographies, poverty levels do rise high enough over the background statistic to merit consideration under the provisions of Executive Order 12898. Accordingly, as part of the environmental effects analysis, the potential for disproportionate environmental impacts on environmental justice populations will be evaluated.

CHAPTER 4: ENVIRONMENTAL CONSEQUENCES

During the analysis process, the Interdisciplinary (ID) Team considered several resources and supplemental authorities. The ID Team determined that the resources discussed below would be affected by each of the alternatives.

4.1 Cultural Resources

4.1.1 Alternative 1: No Action

Direct and Indirect Effects

In 2011, BLM conducted a condition assessment to identify where adverse effects within the BLM managed lands were occurring, within the AFAD, and assign a cause. The BLM found that adverse effects to cultural resource sites were present and occurring within BLM managed lands in the form of bolting, camping, staging and OHV traffic (Camp & Henrikson 2012). Of the 21 cultural resource sites that were relocated as part of the BLM condition assessment, four were subject to adverse effect caused directly from camping/staging activities associated with recreational rock climbing. Loss of vegetation caused by climbing activities is common according to the *Climbing Management Guide* produced by the Access Fund. This loss of vegetation subjects the affected cultural resource sites to soil instability, exposure, and trampling.

Six cultural resource sites within the AFAD are currently impacted by OHV activities. Two of the six sites lie within existing access roads within the AFAD. Recreational OHV impacts result in loss of vegetation, destruction or displacement of cultural resources, and an increased propensity of these exposed cultural resources to be subject to looting. Additional impacts to cultural resource sites in the past include an unauthorized OHV trail maintenance activity and a range fire within the AFAD.

No adverse effects to BLM sites from cattle trailing have been documented. The past installation of fences, troughs and pipelines may have affected cultural resource sites where construction

occurred without consideration of those resources, however this was not noted during the BLM or USBR condition assessments. Cattle congregation and intensive trailing are impacting USBR sites due to cattle concentration areas along the river.

In 2017, USBR's condition assessment concluded that adverse effects from bolting, camping, staging, OHV traffic as well as livestock congregation were present and occurring on USBR lands within the AFAD. Of the 91 sites assessed, 51 individual sites are subject to increased erosional forces. The effects of cattle congregation, OHV traffic, camping/staging, and natural erosion contribute to de-vegetation of site surfaces and exposure to increased site surface instability. Of the 51 sites subject to erosion, 42 have evidence of recreational activity within the cultural resource site boundaries.

Livestock grazing can potentially affect cultural resource sites through exposure of the site surfaces and trampling in areas having higher livestock concentrations or in heavily trafficked trailing areas. Of the 51 cultural resource sites subject to erosional activity, 44 have evidence of either recreational or cattle impacts and twelve have evidence of both recreational and cattle impacts.

Under this alternative, the current level of detrimental impacts to cultural resource sites would have to be addressed by individual, site-specific mitigation measures to resolve. Coordination and consultation with the affected Tribes, the ACHP, and the Idaho SHPO would be required. Existing closures would remain in effect within portions of the AFAD.

Cumulative Effects

The Cumulative Effects Analysis Area (CEAA) for Cultural Resources includes all lands along the Snake River, from the city of American Falls to the mouth of the Raft River. The period for cultural resource effects extends from the establishment of Fort Hall by Nathaniel Jarvis Wyeth (1832) to 10 years into the future (See Map 8). This area was identified because of the significance of a well-documented traditional winter range of the Shoshone, Bannock, and Paiute people. This period was identified because it includes the

majority of the actions resulting in effects to resources within the Project Area and coincides with multiple oral and written histories describing this area.

Based on the archaeological evidence, the CEAA was consistently utilized as a location for winter villages, seasonal base camps, hunting camps and resource gathering for thousands of years. The archaeological record is corroborated by ethnographic data and oral histories indicating that Shoshone-Bannock winter villages were located along the Snake River in the vicinity of the Fort Hall Bottoms, American Falls, and the Project Area. The Snake River and its associated riparian areas provided perennial water and resources during the winter to support multiple family groups (Steward 1938, Murphy and Murphy 1960, Henrikson 2002). The presence of a Shoshone, Bannock, and Paiute peoples occupation of this area at the Project Area is documented in a historic journal from 1849 (Delano 1854) as expressed above. Cumulatively, additional historic journals ranging from 1826 – 1870 from early fur-trappers and emigrants document the presence of Shoshone and Bannock Peoples within the cumulative effects boundary, gradually declining as traditional lifeways adapted to the presence of Fort Hall and emigrant settlement within the Snake River area. Finally, the establishment of the Fort Hall Reservation located the now Shoshone-Bannock Tribal Government to the present location.

Past, present, and reasonably foreseeable future actions which may affect cultural resources include: recreation, mining, railroads, the Minidoka Dam, the American Falls Dam, transmission lines, roads (including the Oregon Trail), agriculture, livestock grazing, and Snake River water management for hydroelectric power production and irrigation. In addition, there is an agreement proposed between the BLM and USBR for management of the USBR portion of the AFAD.

Livestock grazing occurs on private, state, and public lands within the CEAA boundary and includes all the associated infrastructure. Potential effects resulting from past livestock infrastructure installation would have been localized to the initial ground disturbance area of the projects. Information on the effects to cultural resources resulting from livestock grazing on private land or state land are unclear because these areas are not subject to federal cultural resource law and have not been reviewed. Livestock grazing effects on state and private lands are expected to be similar to effects on federally managed lands, however, the likelihood for effects

is greatest on lands where heavy concentrations of livestock occur near water and especially nearest to the AFAD.

Over the past 100 years, this area has been subject to major development. This corridor served as a natural passage for the western expansion of Euro-American settlers on the Oregon Trail. Later, the Union Pacific Railroad, State highways, and Federal Interstate highways were constructed in this corridor. The hydroelectric dams and the associated power lines to distribute the resulting electricity have irrevocably altered the landscape. Construction of the dams on the Snake River flooded large areas of land, covering an unknown number of cultural resources. Much of this development occurred prior to cultural resource protection legislation and cultural resources were likely destroyed in the process. After Euro-American settlement, private lands in this region were also developed for farming and livestock production, potentially destroying cultural resources.

Placer mining also occurred throughout the cumulative effects analysis area along the Snake River since the late 1800's, including the AFAD. These placer mines consisted of ground disturbances through the excavation of materials and temporary camps which may have affected some cultural resources in the past, but are now considered a contributing historic property to the integrity of the AFAD.

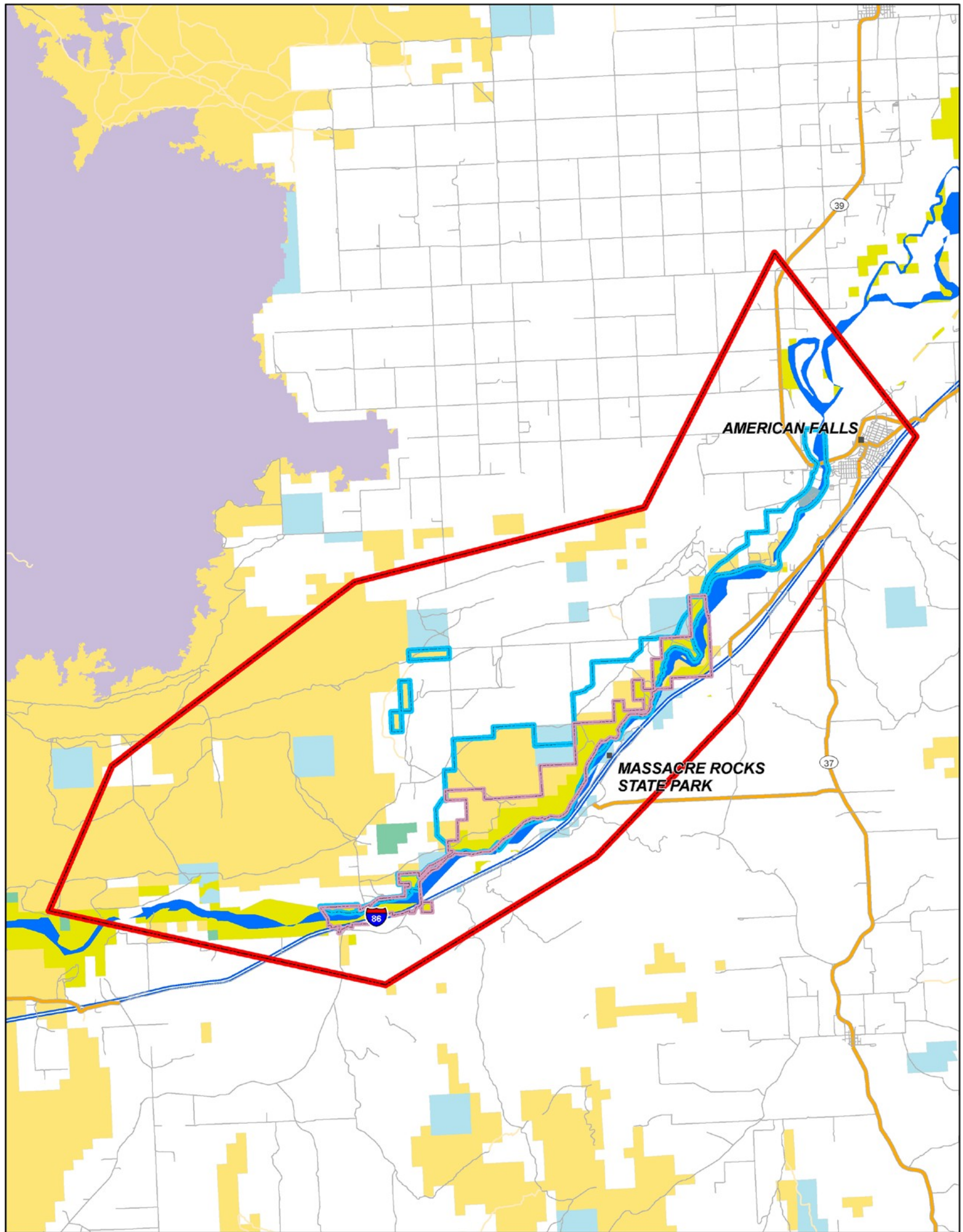
In the more recent past, recreation activities associated with the Snake River, such as boating and fishing, have increased in popularity. Hikers, OHV riders, and rock climbers are also attracted to the area. With increasing numbers of people visiting the area comes an increased likelihood of unauthorized artifact collection, whether intentional or accidental. Prior to the passage of ARPA, artifact collection was a popular pastime in rural Idaho. Since then, public education efforts have curbed the collection of artifacts from public lands, but it continues to occur from time to time.

Information on the effects to cultural resources resulting from recreational activities on private land or state land are unclear because these areas are not subject to federal cultural resource law and have not been reviewed. It is likely that effects to cultural resources held on private land are likely to be more frequent due to the absence of federal regulations like the NHPA or ARPA.

These adverse effects range from additional development in private land that do not require a cultural resource inventory. Additionally, surface collection of artifacts on private land occurs at a higher rate. Recreational activities such as those identified in the No Action Alternative occur on private and state which likely have similar impacts to the recreational activities that occur within the Project Area on public lands.

Livestock grazing occurs on private, State, and public lands within the CEAA boundary and includes all the associated infrastructure. Potential effects from livestock on State and private lands can include trampling of sites in high congregation areas and disturbance of sites during the development of range infrastructure, since these areas are not subject to Section 106 review.

Map 8: Cultural Resources Cumulative Effects Analysis Area



Cultural Resources CEAA

Cedar Fields - Environmental Impact Statement



- | | | |
|---|---|---|
| CEAA | Bureau of Land Management | Private; other |
| EIS Project Area | Bureau of Reclamation | State |
| AFAD Boundary | Fish and Wildlife Service | State Fish and Game |
| | National Park Service | Historical Open Water |



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4.1.2 Alternative 2: Preferred Alternative

Direct and Indirect Effects

Under the Preferred Alternative, the AFAD would be closed to climbing, staging, trail building, and restricted campfire. This action would relieve adverse effects related to staging and camping on four cultural resource sites on BLM managed land within the AFAD. Additionally, this action would prevent further adverse effect to unknown or buried cultural resources that are located at potential or existing staging areas. Existing bolts would be removed, which would have an effect to restore the integrity, association, and feeling of the cultural landscape within the AFAD.

The current OHV closure would be expanded to include the entire AFAD. Within BLM managed land, this action would relieve the adverse effects on 6 cultural resource sites caused by OHV use. The fire protection fence would be used to mark a portion of the northern boundary of the AFAD and clearly mark the proposed OHV restrictions. Currently, it is illegal to use OHVs or any motorized vehicles on USBR managed land, however, the addition of a clear boundary fence and appropriately placed signage would make the existing closure well known. The AFAD border fence and increased patrols are expected to relieve adverse effects on 42 cultural resource sites located within the USBR boundaries that are caused by illegal OHV use. This fence would also mark the boundary where restrictions of recreational climbing would begin. Additionally, this fence would be utilized as the boundary of which would control livestock access to the river and relieve adverse effects to cultural resource sites located within congregation areas near the river. The fence would reduce effects from recreational climbing and OHV on cultural sites within the AFAD. The closure would also include two isolated parcels (totaling 200 acres) of BLM administered lands located in Lake Channel west of the AFAD. This addition would prevent adverse effects to sensitive areas.

Because of the specific nature of the Project Area's significance to the Tribe's unique cultural history, the existence of bolts in this sacred area is considered a desecration. Removal of bolts from basalt cliff faces would resolve specific Tribal concerns regarding adverse effects associated with the eligibility of the AFAD under Criterion A. This would resolve the adverse

effects to the physical integrity of the sacred qualities of the basalt outcroppings of the Project Area within the AFAD. The boundary fence would delineate the closed area and reduce unauthorized access by OHV's. The fence would improve management of livestock by providing increased control of timing and duration of grazing, particularly near the Snake River where negative impacts were identified. Although some additional on-site mitigation measures may be considered, the Preferred Alternative would likely resolve existing adverse effects resulting from recreational activities and livestock grazing which would prevent adverse effects from occurring in the future.

Under the Preferred Alternative, roughly ¼ mile of cliff face located on BLM lands on the east side of Lake Channel would be proposed as potential climbing routes. BLM managed lands in the Lake Channel area include three 80 acre parcels. The northern-most parcel is bordered by state land to the north and private land to the south. Although cultural resource sites are located within the dune area below the cliffs, test excavations conducted by Utah State University in 2013 demonstrated that these sites are not eligible to the NRHP or wouldn't be considered contributing properties to the AFAD. This portion of Lake Channel is not included in the AFAD and no historic properties are located at the cliff face proposed for climbing routes. Therefore, no adverse effects are expected from recreational activities in this area to cultural resources. This recreational climbing wall designation is expected to increase climbing activity due to the displacement of climbers from the AFAD. Predicted displacement of both OHV and climbing from the AFAD boundaries would likely have a noticeable effect on adjacent state or private land. Idaho State Lands adjacent to the AFAD, which are encompassed by the original Cedar Fields SRMA boundaries and the Project Area, share many of the attributes that make the Project Area an OHV and climbing locale. Increased OHV and climbing activity on these Idaho State Lands may occur and climbing in the Project Area would be centralized to Idaho State Lands or private lands. This activity may adversely affect previously unknown cultural resources located on those lands as a result of this action.

Cumulative Effects

The past, present, and reasonably foreseeable future action in the Preferred Alternative are the same as described in the No Action Cumulative Effects section. Under the Preferred Alternative,

the changes in recreation management within the AFAD are expected to increase soil stability by removing the erosional factors (OHV, Staging for rock climbing) that are currently adversely effecting cultural resources. Exposed site surfaces would re-vegetate with grasses, shrubs, and forbs over time. This revegetation action would stabilize 66 exposed cultural resource sites that have been subjected to adverse effects relating to OHV use, cattle congregation, and rock climbing/staging activities. Over time, the increased soil stability would minimize the current rate of erosion. The decline in OHV and climbing use may prompt more visitors to the AFAD for hiking, camping, or other recreational activities. This may have an incremental effect on pedestrian trailing within these areas. Impacts due to cattle congregation would cease, and site surfaces would be stabilized. Overall, the Preferred Alternative would have long term, beneficial cumulative effects to cultural resources.

4.1.3 Alternative 3: Resource Advisory Council

Direct and Indirect Effects

As stated under the no action alternative, condition assessments conducted by the BLM and USBR in 2012 and 2017 indicate that adverse effects to historic properties within the AFAD have already occurred as a result of bolting, staging, camping, OHV traffic and grazing. These findings of adverse effect prompted consultation with the SHPO and Native American tribes in accordance with 36 CFR 800.6(a) to identify and mitigate the adverse effects.

The proposed OHV routes in Alternative 3 bisect 14 eligible or contributing cultural resource sites that would require consultation with the Tribes and SHPO in order to determine the appropriate mitigation for OHV and livestock related impacts. All eligible or unevaluated cultural resource sites would require individual assessment. All cultural resource sites considered eligible to the NRHP and/or contributing to the AFAD's eligibility listing would require consultation with the Idaho SHPO, Tribal Governments, the ACHP, and the public to develop appropriate mitigation measures.

OHV, livestock, and climbing impacts to cultural resource sites would continue to occur under the RAC alternative because there would be no permanent closure in the AFAD and no boundary fencing. OHV traffic would continue to impact sites due to the authorization of 9.4 miles of existing OHV trails, 3 miles of which occur within the AFAD. Although information kiosks and the temporary rehabilitation of some staging areas may assist in reducing impacts to cultural resource sites, additional consultation and mitigation measures would be required for conformance with 36 CFR 800.6, Section 110 of the NHPA, AIRFA of 1978, Executive Order 13007, and BLM Manual Section 8140.

Cumulative Effects

Past, present and reasonably foreseeable future actions in the RAC alternative are the same as described in the No Action Cumulative Effects section. Under the RAC alternative, bolting, staging, trail building would continue at present levels within the AFAD and OHV traffic would continue at cultural resource sites. The information kiosks and temporary rehabilitation at some staging areas may temporarily assist in reducing some of the impacts associated with climbing activities. However, these activities would not mitigate all of the existing impacts and would only result in minor short term benefits to cultural resource sites. Overall, the long term, cumulative impacts to cultural resources would likely be similar to the No Action cumulative effects.

4.1.4 Alternative 4: East Idaho Climbers Coalition

Direct and Indirect Effects

OHV, livestock, and climbing impacts to cultural resources would continue to occur under Alternative 4. Although one climbing route and staging area would be permanently closed, similar impacts were documented at other climbing walls within the AFAD during the condition assessments. A total of four contributing cultural resource sites are located directly within UVAs associated with climbing/staging activities, and an additional 13 cultural resource sites are located within a close proximity to cliff faces which may see adverse effects as climbing activities would continue under this alternative. The EICC recommendation to close the climbing wall known as “West World” would alleviate the adverse effects on two contributing cultural

resource sites, and the temporary closure of the climbing wall known as “Playpen” for a period of approximately two years would alleviate the impacts to one cultural resource site. It is expected that after rehabilitation of “Playpen” climbing and staging activities would resume, potentially causing additional impacts to the contributing cultural resources. The mitigation and consultation required would be similar to the Alternative 3. The additional 13 contributing and potentially contributing cultural resource sites within the proximity of basalt cliffs would need to be consistently monitored to assess future impacts due to the continuation of unregulated bolting within the AFAD.

Camouflaging the bolts within the AFAD would reduce adverse effects from visual elements that have diminished the integrity of the cultural landscape. Camouflaging bolts would not help to reduce impacts to the traditional cultural landscape for the affected Tribes.

Adverse effects from OHV traffic and grazing would be similar to the no action alternative. Additional consultation and mitigation measures would be required to be in conformance with 36CFR800.6, Section 110 of the NHPA, the American Indian Religious Freedom Act (AIRFA) of 1978, Executive Order 13007, BLM Manual Section 8140 and USBR Manual LND 02-01.

Under the Alternative 4, rock climbing continues at present levels within the AFAD with the exception of the permanent closure at the climbing wall known as “West World” and the temporary closure at the climbing wall known as “Playpen”. This closure would permanently improve conditions and mitigate damage at “West World” and would temporarily improve the conditions at “Playpen”. However, these activities would not mitigate existing OHV, climbing, and livestock congregation impacts at the majority of cultural resource sites.

Cumulative Effects

Past, present and reasonably foreseeable future actions in the EICC alternative are the same as described in the No Action Cumulative Effects section. Impacts to cultural resources from climbing/staging, OHV use, and livestock congregation would still be possible throughout the majority of the AFAD. Overall, the long-term, cumulative impacts to cultural resources would be similar to the No Action cumulative effects.

4.1.5 Alternative 5: Traditional Climbing

Direct and Indirect Effects

With the removal of bolts and repair of basalt cliff faces within the AFAD boundaries, sport climbing related impacts would decrease under this alternative.

Alternative 5 would be the most similar to Alternative 2 regarding OHV closures within the AFAD, except for providing access to ‘Duck Point’ and the Snake River within USBR managed lands. Approximately 1.2 miles of access road within the Duck Point area of the AFAD would be permitted or attempt to be relocated to avoid known cultural resource sites if possible. Access roads are indicated on the Neeley USGS 7.5 minute map to the North of Duck Point. A fence that was constructed by USBR along this northern boundary would be modified to allow vehicle access within USBR managed lands on approved access roads. Currently, the trails identified within Alternative 5 accessing Duck Point bisect five contributing and/or eligible cultural resource sites.

Options for mitigation within these cultural resources would be similar to the mitigation options for Alternative 3. For four of the cultural resource sites currently bisected by the trail, options to relocate the trail outside of existing site boundaries leading to Duck Point would be considered as a potential mitigation option. One cultural resource site would not be able to be mitigated through the relocation of the current accessible trail. The access road exiting State Land traveling east to the Snake River would not affect any cultural resource sites.

A 2-mile OHV route would be authorized along the northern edge of the Eagle Rock Allotment, within the area known as “Duck Point” that crosses through a small portion of AFAD through BLM managed lands. On preliminary survey, no archaeological sites of Native American affiliation would be impacted under the authorization of this route. However, OHV use in this area may still affect traditional cultural practices.

While staging areas may continue to exist, there would be less climbing in the AFAD than in Alternatives 1, 3 and 4, due to the lower popularity of traditional climbing. Impacts to cultural

resources in staging areas for recreational climbing would decrease over time. Vegetative cover would increase at staging areas, reducing loss or exposure of artifacts. The fire protection fence would demarcate the boundary of the OHV closure boundary along the northern boundary of the AFAD on BLM land. This fence would control and prevent further impacts from OHV use and cattle congregation within the AFAD.

Cumulative Effects

Past, present and foreseeable future actions in the Traditional Climbing Alternative are the same as described in the No Action Cumulative Effects section. Relative to the other Action Alternatives the overall contribution of the Alternative 5 will reduce the cumulative effects as compared to the No Action Alternative and mitigate past damage by protecting the majority of the remaining cultural resource sites related to Shoshone, Bannock, and Paiute peoples' wintering grounds.

The long-term cumulative effects of this alternative would be less than Alternatives 1, 3, and 4 for cultural resource sites that are being impacted by OHV and cattle congregation within the AFAD. The inclusion of the Duck Point OHV routes would impact cultural resource sites to a greater degree than Alternative 2. Compared to Alternative 3, this alternative would have less cumulative impacts to cultural resource sites adversely effected by climbing and staging activities, but would have more cumulative impacts when compared to Alternative 2. While permanent sport climbing bolts would be removed, the use of similar staging areas by traditional climbing may continue to impact cultural resource sites near the basalt cliff faces.

4.2 Native American Rights and Interests

4.2.1 Alternative 1: No Action

Direct and Indirect Effects

Federal agencies are required to take into account the effects of their actions on Native American values, such as tribal treaty rights/trust resources, ethnographic resources, access to traditional use areas and/or religious/sacred sites, preservation of archaeological sites, the handling of NAGPRA materials, and the maintenance of suitable habitat for subsistence species of importance to the Tribes. The Project Area is considered by the Tribes as especially important for maintaining their treaty rights and their ties with their ancestral lands and traditional practices.

The Shoshone-Bannock Tribes of Fort Hall and Shoshone-Paiute Tribes of Duck Valley consider the continued OHV use on federally managed lands within the AFAD of the Project Area to be intrusive to traditional practices and destructive to cultural heritage. Native American traditional use areas would be impacted due to the disruption of traditional practices that are guaranteed under Article 4 of the Fort Bridger Treaty of 1868. In addition, OHV use within the AFAD visibly disrupts the “pristine” landscape sought after by the Shoshone, Bannock, and Paiute peoples. The impacts to Native American Rights and Interests attributable to OHV use within the AFAD are expected to continue and possibly increase in severity. Additionally, the archaeological sites of importance to the affected Tribes are being impacted by OHV use within the AFAD. To the Shoshone, Bannock, and Paiute peoples, individual artifacts and locations of archaeological sites are considered intrinsic to traditional practices. Under this alternative, access to and the use of traditional areas and resources would be impacted further.

The physical installation of climbing bolts is viewed by the Tribes as a desecration to the sacred nature of the Project Area and its significance to the Tribes’ culture history, traditional practices, customs, and current belief systems. Additionally, the practice of recreational climbing basalt cliff faces is incompatible with their contemporary beliefs regarding the traditional practices.

Under this alternative, the affected Tribes' ability to practice traditional cultural beliefs unhampered would continue to be disturbed by climbing related activities.

Should bolting for climbing, staging, trail building, OHV use, and grazing continue at present levels within the AFAD, the accumulation of adverse effects to historic properties would likely result in impacting contributing resources that qualify the AFAD for inclusion in the National Register (under Criteria D) and impact the significance of the area to the Shoshone-Bannock and Shoshone-Paiute Tribes.

Under the "No Action" alternative, OHV use within the AFAD would likely continue to adversely effect Native American Rights & Interests by interrupting access to the solitude Shoshone, Bannock, and Paiute peoples seeking to practice traditional cultural beliefs. Additionally, OHV use within the AFAD visibly disrupts the "pristine" landscape sought after by Shoshone, Bannock, and Paiute peoples. The adverse effects attributable to OHV use within the AFAD are expected to continue and increase in severity.

Cumulative Effects

The CEAA for Native American Rights & Interests includes all lands along the Snake River from the Fort Hall Bottoms within the Fort Hall Reservation to the mouth of the Raft River. The time-frame of the cumulative effects analysis extends from the establishment of Fort Hall by Nathaniel Jarvis Wyeth (1832) to 10 years into the future. This area was identified from a combination of: Julian Steward's early ethnographies on the people of the Great Basin, Patricia C. Alber's synthesis of the Shoshone-Bannock titled "The Rivers and Fisheries of the Shoshone-Bannock Peoples", and Murphy and Murphy's "Northern Shoshone and Bannock" chapter from Volume 11 of the *Handbook of North American Indians* (Steward 1938, Murphy and Murphy 1986, Albers 1998). This period was identified because it includes the majority of the actions resulting in effects to resources within the Project Area. This period (1832 – 2027) coincides with much of the historical record of the contact period between Shoshone, Bannock, and Paiute peoples, early fur trapper journals, and the westward migration of the Oregon Trail. It should be recognized however, that the oral history of the Shoshone, Bannock, and Paiute peoples support Native American presence in this area since time immemorial.

Based on the archaeological evidence, the Project Area was consistently used for winter villages, seasonal base camps, hunting camps and resource gathering for thousands of years. The ethnographic record is corroborated by archaeological data and oral histories indicating that Shoshone-Bannock winter villages were located along the Snake River near the Fort Hall Bottoms, American Falls, and Project Area. The Snake River and its associated riparian areas provided perennial water and resources during the winter to support multiple family groups (Steward 1938, Murphy and Murphy 1960, Albers 1998, Henrikson 2002). The presence of a Shoshone, Bannock, and Paiute peoples occupation is documented in a historic journal from 1849 (Delano 1854) and as within other journals of that era. Historic journals ranging from 1826 – 1870 from early fur-trappers and emigrants document the presence of Shoshone and Bannock Peoples within the cumulative effects boundary, gradually declining as traditional lifeways adapted to the presence of Fort Hall and emigrant settlement within the Snake River area. The establishment of the Fort Hall Reservation relocated the now Shoshone-Bannock Tribal Government to the present location. Additionally, the 1890 Statehood of Idaho established various State Trust Lands. These previously unoccupied lands were removed from Federal ownership, further restricting Tribal access. The Project Area, specifically the AFAD, is considered to be the last remnant of “pristine” traditional homelands of the Shoshone, Bannock, and Paiute peoples who consistently utilize the landscape, resources, and cultural belief systems. Continuing impacts to the AFAD would reduce the ability of Shoshone-Bannock Tribal members to utilize traditional territories under Article 4 of the 1868 Fort Bridger Treaty.

Past, present, and foreseeable future actions which may affect Native American Rights and Interests in the cumulative effects analysis area include: recreation, mining, the Union Pacific Railroad, the Minidoka Dam, the American Falls Dam, transmission lines, roads (including the Oregon Trail), agriculture, livestock grazing, and Snake River water management for Hydroelectric power production and irrigation. There is also a proposed agreement between the USBR and the BLM for the management of the USBR portion of the AFAD.

Over the past 100 years, this area has been subject to major development. This corridor served as a natural passage for the western expansion of Euro-American settlers on the Oregon Trail,

who increasingly forced Native Americans off their ancestral lands. Eventually, the Shoshone, Bannock, and Paiute peoples were forcibly removed altogether to reservations where they were discouraged from continuing their traditional lifeways.

In the early 1900's, the Union Pacific Railroad, State highways, and Federal Interstate highway system were constructed in this corridor. The hydroelectric dams and the associated power lines to distribute the electricity have irrevocably altered the landscape. Construction of the dams on the Snake River flooded large areas of land, covering much of the affected Tribes' traditional cultural landscapes, including the Fort Hall Bottoms, a traditional wintering ground of the Shoshone, Bannock, and Paiute peoples. Much of this development occurred prior to cultural resource protection legislation and cultural resources were likely destroyed in the process. After Euro-American settlement, private lands in this region were also developed for settlement, farming, and livestock production, potentially destroying additional cultural resources and altering traditional landscapes. Livestock grazing on public lands became commonplace, without much oversight or regulation before the 1940s.

Placer mining also occurred throughout the cumulative effects analysis area along the Snake River since the late 1800's, including the AFAD. These placer mines consisted of ground disturbances through the excavation of materials and temporary camps, which may also have affected some cultural resources in the past, but are now considered a contributing historic property to the integrity of the AFAD.

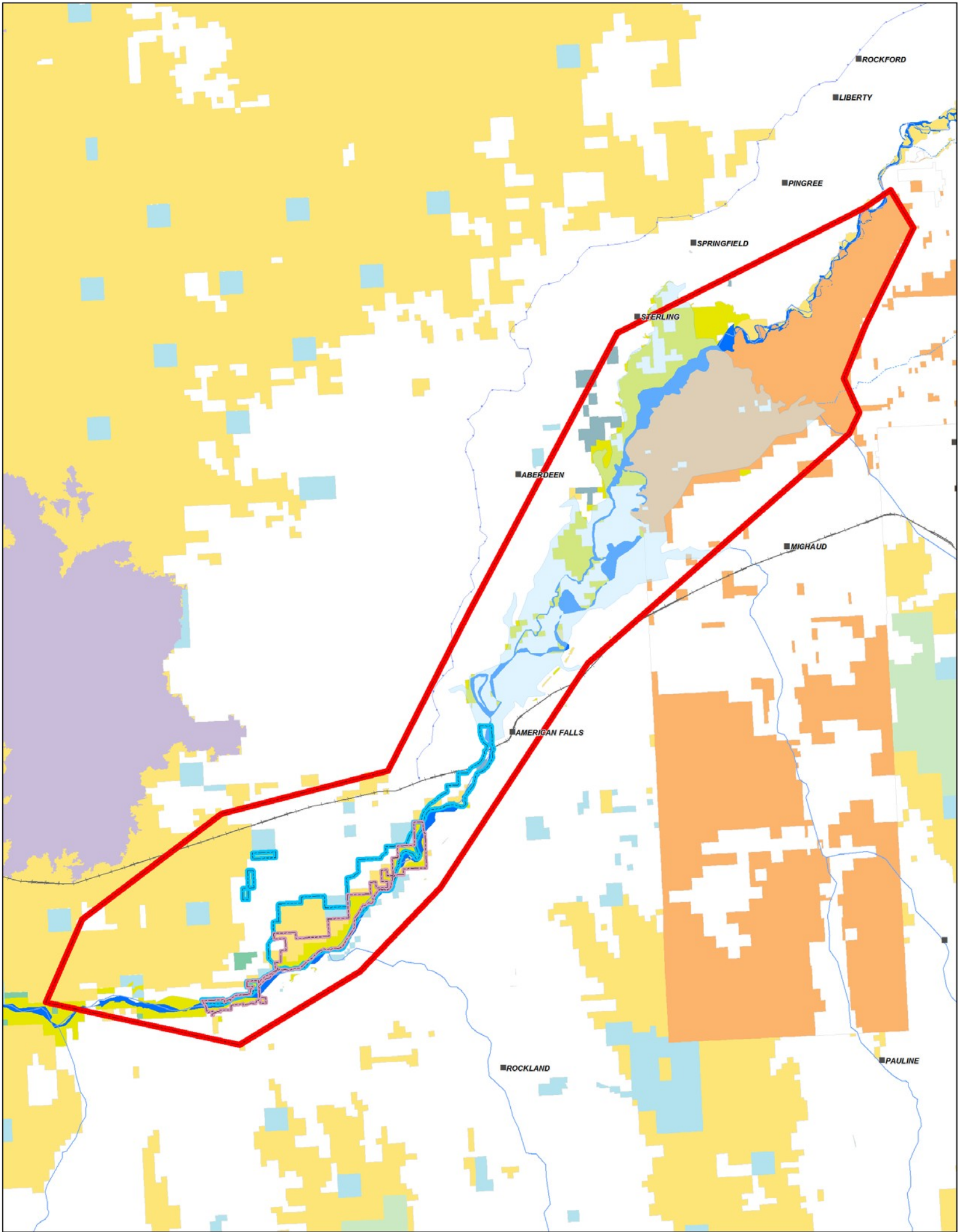
In the more recent past, recreation activities associated with the Snake River, such as boating and fishing, have increased in popularity. Hikers, OHV riders, and rock climbers are also attracted to the area. With increasing numbers of recreationalists comes an increased likelihood of unauthorized artifact collection and a decreased ability to find solitude here. Over the years, Tribal members have lost access to the Snake River from privatization of many lands in this area. The Project Area is one of the few remaining places on the Snake River open to Tribal members to exercise their treaty rights, as well as practice their traditional beliefs.

A Supplemental Agreement has been proposed between the USBR and the BLM to allow the BLM to manage those USBR withdrawn lands within the AFAD north of the river. This will

allow for more a consistent management approach to cultural resource management and law enforcement.

Due to the current extent of private and developed lands in the traditional wintering grounds of the Shoshone, Bannock, and Paiute peoples, destruction of many winter villages has likely already occurred. The AFAD may contain some of the only federally managed village sites known to exist in the traditional wintering grounds of the Shoshone, Bannock, and Paiute peoples in southeastern Idaho. Therefore, cumulative impacts under the No Action Alternative would result in long term, irreparable damage to Native American Rights and Interests.

Map 9: Tribal Rights and Interests Cumulative Effect Analysis Area



Tribal Rights and Interests CEAA
Cedar Fields - Environmental Impact Statement



- | | | |
|------------------|---------------------------|-----------------------------|
| CEAA | Bureau of Land Management | Native American Reservation |
| EIS Project Area | Bureau of Reclamation | Private; other |
| AFAD Boundary | Forest Service | State |
| | Fish and Wildlife Service | State Fish and Game |
| | National Park Service | Historical Open Water |



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4.2.2 Alternative 2: Preferred Alternative

Direct and Indirect Effects

Under the Preferred Alternative, the AFAD would be closed to climbing, staging, trail building, and have restricted campfire use.. Climbing bolts would be removed, and the damage to the rock would be camouflaged or repaired, restoring the visible impacts to Native American values. The removal of recreational climbing within the AFAD would also resolve the incompatibilities between traditional cultural beliefs and recreational climbing in favor of the traditional use and conservation of Native American Rights and Interests. This action would also directly reduce climbing-related impacts on four archaeological sites on BLM.

Livestock movement would be controlled within the Cedar Fields Allotment, which would be bisected by the proposed AFAD fence. This action would reduce impacts on 13 cultural resource site surfaces while allowing for soil stabilization by limiting the amount of cattle congregation near the Snake River.

The current OHV closure would be expanded and partially fenced on the northern AFAD boundary. A fence would be constructed at the northern boundary of the AFAD to clearly mark the proposed OHV restrictions. The proposed boundary fence and appropriately placed signage would make the existing OHV/climbing closure clear to visitors. The AFAD boundary would be posted with signs signaling the OHV and recreational climbing closure. This action would relieve OHV impacts on 13 BLM archaeological sites and 41 USBR archaeological sites within the AFAD and help enforce OHV closures. Traditional Shoshone, Bannock, and Paiute belief systems consider these archaeological sites as special places that are used in contemporary tribal practices. Restricting OHV use within the AFAD would protect the cultural interests of Tribes and preserve access for them to practice traditional beliefs.

The proposed recreational climbing wall designation in Lake Channel is expected to increase climbing activity there due to the displacement of climbers from the AFAD, potentially affecting Native American Rights and Interests in that area. Predicted displacement of both OHV and climbing from the AFAD boundaries would likely have a noticeable effect on adjacent State land. State Land adjacent to the AFAD share many of the attributes that make the Project Area a desirable OHV and climbing locale. Increased OHV and climbing activity on State land may adversely affect previously unknown cultural resources located on those lands as a result of this action.

Under the Preferred Alternative, the changes in recreation management within the AFAD are expected to increase soil stability by removing the erosional factors (OHV, Staging for rock climbing) that are currently impacting the traditional cultural landscape. Lands in close proximity to climbing walls would re-vegetate with grasses, shrubs, and forbs over time. This revegetation action would stabilize 42 USBR and 10 BLM archaeological sites that have been exposed to impacts from OHV use, cattle congregation, and rock climbing/staging activities. It is expected that over time there would be no new impacts from staging activities or OHV use within the AFAD. Under this alternative, Native American Rights and Interests would be protected and enhanced in the AFAD by preserving the traditional cultural landscape of the Shoshone, Bannock, and Paiute peoples.

Cumulative Effects

Past, present, and foreseeable future actions which may affect Native American Rights and Interests in the cumulative effects analysis area are the same as described for the No Action alternative.

Outside of the AFAD boundaries, areas within adjacent State land would see an increase of use due to displacement of OHV and climbing. Soil stability may decline in those areas with the increase in soil disturbance and erosion forces. Within the AFAD boundary, the reduction in OHV and climbing use may prompt more visitors for hiking, camping, or other recreational activities. Higher impact activities would remain outside the AFAD boundary. Therefore,

cumulative impacts to Native American Rights and Interests under Alternative 2 are expected to be a long-term improvement in site stability and preservation of the traditional cultural landscape.

4.2.3 Alternative 3: Resource Advisory Council

Direct and Indirect Effects

The proposed OHV routes bisect 14 archaeological sites that would require consultation with the Tribes, SHPO, and the Keeper of the National Register in order to determine the appropriate mitigation regarding Native American Rights and Interests.

Adverse impacts from OHV traffic would likely continue due to the authorization of 9.4 miles of OHV trails, three of which are within the AFAD. Portions of the proposed designated trail routes pass through archaeological sites, both inside and outside of the AFAD boundaries. The OHV use within the AFAD disturbs “pristine” nature of the cultural landscape and meaning to the Shoshone, Bannock, and Paiute peoples.

The climbing walls known as “Playpen” and “West World” would be temporarily closed for rehabilitation for approximately 2 years. Adverse effects to three archaeological sites in close proximity to these two climbing walls would stabilize to conditions reported in the 2012 BLM Condition assessment, but would be subject to continued impacts after rehabilitation (Henrikson & Camp 2012). All other existing climbing routes on BLM and USBR administrated land would remain open for all types of climbing, which is incompatible with Tribal traditional cultural belief systems within the Project Area.

Other direct and indirect effects are similar to the No Action alternative. Alternative 3 would attempt to regulate OHV use within the AFAD to mitigate off-trail use that may damage cultural resource sites outside of the proposed OHV routes.

Cumulative Effects

Past, present, and foreseeable future actions which may affect Native American Rights and Interests in the cumulative effects analysis area are the same as described for the No Action alternative. Under the Alternative 3, rock climbing would likely continue at present levels within the AFAD and OHV traffic could increase at historic properties. The information kiosks and temporary rehabilitation at some staging areas may temporarily assist in reducing some of the adverse effects associated with climbing activities on archaeological sites. However, these activities would not mitigate all of the existing impacts and would only result in minor short-term benefits to Native American Rights and Interests. Overall, cumulative effects under Alternative 3 are expected to be similar to those under Alternative 1. Therefore, cumulative effects of Alternative 3 would result in a long-term decline in site surface stability and degradation of the traditional cultural landscape.

4.2.4 Alternative 4: Eastern Idaho Climbers Coalition

Direct and Indirect Effects

The EICC recommendation to close the climbing wall known as “West World” would alleviate the impacts on two archaeological sites. Temporary closure of the climbing wall known as “Playpen” for a period of approximately two years would alleviate the current impacts on one archaeological site. A total of four archaeological sites are located directly within climbing/staging areas. An additional 13 archaeological sites are located in a close proximity to cliff faces, which may see impacts from climbing activities under this alternative. It is expected that after rehabilitation of “Playpen”, climbing and staging activities would resume continuing to cause additional impact to the archaeological site here. The mitigation and Tribal/SHPO consultation required would be similar to that described in Alternative 3. The closure would permanently improve conditions and mitigate damage at “West World”. However, these activities would not mitigate existing impacts to Native American Rights and Interests regarding the remaining climbing walls within the AFAD.

Camouflaging climbing bolts within the AFAD would reduce impacts from visual elements,

however, continued climbing within the AFAD is incompatible with traditional cultural belief systems and practices. The affected Tribes consider, the existence of bolts in this sacred area is considered a desecration to the traditional cultural landscape.

Impacts from OHV traffic and livestock congregation would be similar to the No Action Alternative. Additional consultation and mitigation measures would be required to be in conformance with 36CFR800.6, Section 110 of the NHPA, the American Indian Religious Freedom Act (AIRFA) of 1978, Executive Order 13007, BLM Manual Section 8140 and USBR Manual LND 02-01.

Cumulative Effects

Past, present, and foreseeable future actions which may affect Native American Rights and Interests in the cumulative effects analysis are the same as described for the No Action Alternative. Under Alternative 4, impacts to Native American affiliated archaeological sites in direct proximity of “West World” would be eliminated. Other cumulative effects would be the same as Alternative 3. Therefore, cumulative effects of Alternative 4 would result in a long-term decline in site stability and degradation of the traditional cultural landscape.

4.2.5 Alternative 5: Traditional Climbing

Direct and Indirect Effects

This alternative proposes the removal of bolts from basalt cliff faces within the AFAD boundaries and repair or camouflaging the areas in the rock where bolt holes would exist. Sport climbing-related impacts to the basalt cliffs would decrease with the use of temporary climbing equipment, rather than the physical disturbance of bolting and drilling. This action would mitigate the physical impacts to the traditional cultural landscape. However, traditional climbing on the cliffs in this area is incompatible with traditional cultural practices of the Shoshone, Bannock, and Paiute peoples.

A 2-mile OHV route would be authorized along the northern edge of the Eagle Rock Allotment that crosses through a small portion of AFAD through BLM managed lands. On preliminary survey, no archaeological sites of Native American affiliation would be directly impacted under

the authorization of this proposed route in Eagle Rock Allotment. However, OHV use in this area may still affect traditional cultural practices. The 1.2 miles of access trails proposed within the Duck Point area would bisect and impact five Native American affiliated archaeological sites prior to any type of mitigation to reroute the access trails.

On preliminary survey, no archaeological sites of Native American affiliation would be impacted by allowing vehicle access from the state land north of Duck point eastward; however, vehicle use in this area may still affect traditional cultural practices. Specific concerns of Native American Rights & Interests would be in conflict with allowing continued access to the areas within Duck Point; however, this conflict may be mitigated to some extent through appropriate signage and education.

This alternative would be most similar to Alternative 2 regarding OHV use within the AFAD. While staging areas may continue to exist at climbing walls, there would be less climbing activity in the AFAD than in Alternatives 3 and 4 due to the decreased popularity of traditional climbing. Impacts to archaeological sites at staging areas for recreational climbing would decrease over time with fewer traditional climbers. Vegetative cover would increase at staging areas, reducing loss or exposure of artifacts associated with historic properties. The proposed OHV closure boundary would be defined as the northern boundary of the AFAD. The proposed boundary fence would control and prevent further impacts from cattle congregation on cultural sites on USBR managed land within the AFAD.

Cumulative Effects

Past, present, and foreseeable future actions which may affect Native American Rights and Interests in the cumulative effects analysis area are the same as described for the No Action Alternative.

Outside the AFAD boundaries, adjacent State lands may see an increase of use due to displacement of OHV and climbing. Soil stability may decline in those areas with the increase in soil disturbance of OHV and climbing.

Within the AFAD boundary, the reduction in OHV and climbing use may prompt more visitors

for hiking, camping, or other non-motorized recreational activities. Higher impact activities would remain outside the AFAD boundary.

Under this alternative, the cumulative effects of OHV and livestock on Native American Rights and Interests in the AFAD would be less than under Alternatives 1, 3, and 4, but higher than Alternative 2. While permanent sport climbing bolts would be removed, the use of staging areas by traditional climbers would continue to impact archaeological sites near the basalt cliff faces and be incompatible with tribal use of the area. Under Alternative 5, expected long-term improvement in site stability and improved conservation of the traditional cultural landscape would result in lower cumulative impacts than the No Action Alternative.

4.3 Soils and Vegetation

4.3.1 Alternative 1: No Action

Direct and Indirect Effects

The result of unmanaged recreation to soils in the Project Area would be persistent and/or increasing disturbances to soil and vegetation through OHV use. Unvegetated areas associated with user-created pedestrian trails and staging areas for the purposes of climbing, staging, camping, and trail building that are expected to expand to new areas in the future, consistent with current trends. Soil disturbance occurs with the highest intensity from OHV use nearest to the Snake River and in areas having sandy soils. Pedestrian trails and associated climbing areas are located in and around the Snake River canyon walls. Recreational activities are expected to further increase bare ground, exposing soils to increased wind and water erosion where travel concentration occurs. Some of these disturbances are also expected to damage the protective biological crust which is important for maintaining soil stability. Soil disturbance or loss is expected to continue or increase.

Vegetation is expected to continue to be directly affected by unmanaged recreation through crushing and trampling as a result of OHV and pedestrian trailing. Indirectly, vegetation characteristics may change over time due to changes in soil condition and through repeated disturbances in the same area. Although invasive species (cheatgrass) is already common in much of the Project Area, expansion would be expected if new areas are intensively and repeatedly disturbed. Although there is some threat of noxious weeds, no infestations are currently known and therefore speculation on their expansion does not provide a solid basis for analysis. To the extent noxious weed infestations do occur within the Project Area, BLM has a policy of treating to minimize or eliminate them.

The current BLM and USBR 3,156-acre OHV closure would remain in effect. Effects on soils and vegetation within the closure area, due to OHV recreational activity is expected to be minimized as compliance with the closure improves over time.

Grazing on BLM and state lands can affect soils and vegetation in similar ways through trailing and foraging by livestock as well as in areas where livestock congregate. Soil disturbance from grazing is less concentrated during foraging periods as cows move around to find grass.

Disturbances concentrate where livestock trail between foraging areas, water or salt areas. These areas exhibit increased bare ground. Livestock may also remove some cover thereby increasing bare ground. Livestock infrastructure in the Project Area includes fences and two troughs. The livestock troughs and most of the fence is located outside the AFAD. These past disturbances displaced some soils in localized areas that represent a total disturbance area of approximately 1/10 of an acre. Indirectly, livestock facilities such as fences can concentrate livestock.

Livestock also concentrate near watering facilities which are frequently visited by livestock during the day. Livestock grazing effects to soil and vegetation are not expected to increase since the current permit has been in place since 1984, would remain unchanged, and the effects of the current permit are already manifested.

The 2013 Rangeland Health Assessment and Evaluation Report for the allotments in the Project Area found that current livestock management was appropriate for meeting rangeland health standards (BLM, Idaho Standards and Guidelines for Rangeland Health Assessment and Evaluation Report for the Snake River Allotments, 2013).

Cumulative Effects

The cumulative effects analysis area for soils and vegetation will be the Project Area since the effects of all the alternatives on soils and vegetation is expected to be confined within this area, and since soil resources outside the Project Area are primarily privately cultivated for agriculture. One state section is also included in the cumulative effects analysis area. The only other actions which may affect soils and vegetation in the Project Area include existing roads, and recreational activities on state land. There are no other current or proposed actions in the Project Area which may add cumulative effects however wildfire may occur which would periodically add to the effects described here. Existing roads and trails in the Project Area occur on both BLM, USBR and state lands. When these roads and trails were originally constructed/created, there was vegetation/soil disturbance and displacement for approximately 30

miles. Continued use of existing roads is expected to maintain these areas in a perpetual state of bare ground. Recreation use (OHV, pedestrian trails, staging areas) on state land has had and is expected to continue to have similar effects as the direct and indirect effects described under the no action alternative.

Overall the cumulative effect of unmanaged recreation when combined with all other actions in the CEAA is a slightly greater level of disturbance due to the additional sources although the current disturbance associated with OHV activity within currently closed areas is anticipated to be reduced over time. If wildfire occurs, depending on the size and severity, additional and overlapping effects to the vegetative and soil resources would occur. Depending on the need, these effects would be mitigated through stabilization and rehabilitation of the burned area.

4.3.2 Alternative 2: Preferred Alternative

Direct and Indirect Effects

Under the Proposed Action, traditional climbing, sport climbing, bouldering, staging, campfire use within 50 feet of cliff faces, and trail building would not be allowed in the AFAD. OHV use would become more restricted as the OHV closure would be expanded to include the entire AFAD. As a result of climbing restrictions and the OHV closure being expanded, soil and vegetation disturbances caused by recreation use in the Project Area are expected to decrease overall. Construction of a boundary fence is expected to improve compliance with the closure area. Areas not closed may have some increased disturbance due to displacement of OHV users. Displacement of climbing-related recreationists may result in the proliferation of new user-created trails to climbing destinations on adjacent state lands. Climbing in the more northerly tract along Lake Channel is expected to increase soil and vegetation disturbance in that area in the form of new user-created parking, trails and staging areas (approximately 0.5 acres of new disturbance). Construction of the boundary fence would result in some minor soil and vegetation disturbance during construction. In addition to limiting OHV access, the boundary fence would control livestock access to the AFAD resulting in further reduction in soil disturbance and vegetation usage while increasing these effects north of the fence. Since the area that would be north of the fence is primarily vegetated with crested wheatgrass and utilization studies show that

the north portions of the allotment are grazed lighter than other portions of the allotment, these increased effects are not expected to result in unhealthy vegetative/soil conditions over time.

Cumulative Effects

Other past and present actions would be the same under this alternative as described under the no action alternative and there are no additional actions in the cumulative effects analysis area that may affect soils or vegetation. Cumulative effects would differ from the no action alternative because the AFAD would no longer have effects from OHV use and rock climbing. Also, some livestock trailing would be expected, but it would be reduced since the new boundary fence would reduce the time livestock would spend in the AFAD. Therefore, soil and vegetation disturbance would be reduced overall. The current level of recreation is expected to continue or increase on state lands. Overall, this alternative is expected to improve conditions for soils and vegetation in the cumulative effects analysis area.

4.3.3 Alternative 3: Resource Advisory Council

Direct and Indirect Effects

Direct and indirect effects of the Resource Advisory Council alternative on soils and vegetation would include all the effects described under the no action alternative with a few exceptions. Ground and vegetation disturbance is expected to persist due to the authorization and increased use of 9.4 miles of OHV trails. However, designating these trails may reduce use in other areas if users are encouraged to stay on the designated trails. Kiosk maintenance and updating would require the disturbance of a small area and may indirectly increase disturbance to soils and vegetation in a small area around the kiosks. The temporary closure and re-vegetation of the popular climbing sites “West World” and “Play Pen” would temporarily reduce disturbance during the period of the closure. It is unclear whether once these sites reopen that the re-established vegetation could survive the expected heavy disturbance at staging areas; however, it would be possible for some more robust perennial plants to withstand the pressure and provide some protection to the soils.

Cumulative Effects

Other past and present actions would be the same under this alternative as described under the no action alternative and there are no additional proposed actions in the cumulative effects analysis area that may affect soils or vegetation. Overall, the effects of this alternative combined with all the other effects are expected to be similar to the cumulative effects under the no action alternative.

4.3.4 Alternative 4: East Idaho Climbers Coalition

Direct and Indirect Effects

Direct and indirect effects of the East Idaho Climbers Coalition alternative on soils and vegetation are expected to be similar to those described under no action except the road closure and the permanent closure of “West World” would redistribute climbers and the soils and vegetation would be expected to recover which would slightly reduce the magnitude of the overall effects within the AFAD. The temporary closure of “Play Pen” may have similar effects as those described for the temporary climbing closures in Alternative 3.

Cumulative Effects

Other past and present actions would be the same under this alternative as described under the no action alternative and there are no additional proposed actions in the cumulative effects analysis area that may affect soils or vegetation. Overall, the effects of this alternative combined with all the other effects are expected to be similar to the cumulative effects under the no action alternative except for the road closure and closure of one climbing site where conditions would improve.

4.3.5 Alternative 5: Traditional Climbing

Direct and Indirect Effects

Direct and indirect effects of the Traditional Climbing Alternative on soils and vegetation are expected to be similar to those described under the Preferred Alternative except some pedestrian

disturbance would continue at a reduced level because of the expected reduction in climbing-related recreation activities. The 2 mile trail and the 1.1 miles of existing road in the Duck Point area north of the Snake River would result in persistent disturbance to soil and vegetation along these routes as well as a small amount (approximately 0.2 acres) of new disturbance where the trail does not currently exist and would need to be created. The ½ mile of trail construction to connect the existing trail that would be cut off by the proposed boundary fence would result in approximately 0.4 acres of additional disturbance.

Cumulative Effects

Other past and present actions would be the same under this alternative as described under the no action alternative. Overall, the effects of this alternative combined with all the other effects are expected to be similar to the cumulative effects under the Preferred Alternative. The main difference is there would be some climbing related soil disturbance, but far less than the no action because traditional climbing is less popular.

4.4 Livestock

4.4.1 Alternative 1: No Action

Direct and Indirect Effects

The primary direct effects of unmanaged recreation in the area upon livestock management are due to gates being left open and fences being damaged. This causes livestock to move to areas in which they are not authorized. The BLM has a series of Land Health Standards that each parcel of land must be managed to meet. The seasons of use, AUM levels, and other management prescribed in the permit are designed to obtain these Standards, and small-scale infrastructure such as fences are necessary components of the management systems. When fences are damaged or gates are left open, the management system is not fully functional.

Cumulative Effects

The cumulative effects analysis area for livestock management is restricted to those allotments described in the affected environment and adjacent portions of bordering allotments. Other activities which may affect livestock management are limited to wildfire, fire rehabilitation and weeds. In the short-term, fires and rehabilitation require livestock to be excluded from the recovery areas for the recovery period which is generally two growing seasons. Wildfire also increases the susceptibility of the burned areas to weed invasion. If this were to occur, forage quality may be reduced.

4.4.2 Alternative 2: Preferred Alternative

Direct and Indirect Effects

Under the Preferred Alternative, retention of the fire protection fence would cause the primary direct effects upon livestock management. The fence would divide the Cedar Fields Allotment and effectively create another pasture for livestock in the allotment (see Alt. 2 map 3). This fence would require

the permittee to conduct more herding/gathering to make sure livestock are in the proper pasture and ensure the additional gates are closed when necessary.

There are two trough sites north of the proposed fence available when the well is being used to water crops. South of the fence, livestock would have access to water from a well in the western portion of the newly created pasture, and from the Snake River to the southeast of the USBR lands.

Reducing the amount of OHV traffic in the area would likely result in displacement of that use to other nearby allotments. This could result in some damaged fences or gates being left open which would require more intensive management by those affected permittees.

Cumulative Effects

The cumulative effects of the Preferred Alternative on livestock management would be similar to those of the no action alternative. However, the fence to be constructed under the preferred alternative would require more intensive management on the part of the permittee, but would not otherwise greatly affect access to forage or water.

4.4.3 Alternative 3: Resource Advisory Council

Direct and Indirect Effects

Direct and indirect effects of the Resource Advisory Council alternative on livestock management would be similar to those of the no action alternative. Kiosk updates and maintenance, and temporary closure and re-vegetation of the popular climbing sites “West World” and “Play Pen” would have negligible impacts on livestock management.

Cumulative Effects

Cumulative effects of the RAC alternative on livestock management would also be similar to those of the no action alternative.

4.4.4 Alternative 4: East Idaho Climbers Coalition

Direct and Indirect Effects

The East Idaho Climbers Coalition alternative would have effects on livestock management similar to the No Action alternative. The climbing closure areas would increase vegetation on approximately .5 acres when compared to the No Action Alternative. This would have little if any effect on available forage. Camouflaging the climbing bolts would have no effect on livestock management.

Cumulative Effects

Cumulative effects of the EICC alternative on livestock management would also be similar to those of the no action alternative.

4.4.5 Alternative 5: Traditional Climbing

Direct and Indirect Effects

The effects of the OHV and bolted climbing closure in this alternative are the same as under the Preferred Alternative. The proposed boundary fence would be the same as Alternative 2. This fence would require the permittee to conduct more herding/gathering to make sure livestock are in the proper pasture and ensure the additional gates are closed when necessary. Installing several gates along the fence within the Eagle Rock Allotment would also require the permittee to conduct more herding/gathering to make sure livestock are in the proper pasture and ensure gates are closed when necessary. Administrative access for permittees on the Duck Point access road would improve livestock management in Eagle Rock Allotment. As in the Preferred Alternative, reducing the amount of OHV traffic in the area would result in an increase in OHV recreation use in portions of adjacent allotments. This could result in damaged fences or gates being left open which would require more intensive management by those affected. The 2 mile

proposed OHV trail would have little direct effect on livestock grazing as the majority of the trail already exists and it does not bisect grazing management fences.

Cumulative Effects

The cumulative effects of the traditional climbing alternative would be similar to those of the Preferred Alternative.

4.5 Recreation (Including Visual Resources)

4.5.1 Alternative 1: No Action

Direct and Indirect Effects

Because rock formations on BLM would be open to camping and climbing activities with no regulation within the Project Area, this alternative would provide the most opportunities for rock climbers. Increased use is expected to occur under this alternative.

This alternative may eventually result in a gradual decline in the quality of recreational experience for those users seeking solitude because of increasing recreational use in the area. Rock climbing on BLM and USBR managed lands would be open to all types of climbing with minimal regulations and restrictions. OHV use is designated as Limited except for the existing OHV closure of 600 acres within and adjacent to the AFAD on BLM. The existing USBR OHV closure within the American Falls Archaeological District would also remain in place. The aliquot part closure on BLM would remain confusing and unenforceable.

Visual Resources

Impacts to visual resources under this alternative would be at the highest level because climbing on rock formations would continue and be open to all types of climbing with minimal regulations and restrictions and OHV would remain at the current level of use.

VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape. However, this Alternative would result in an overall decline in the quality of visual resources because climbing routes and OHV use would continue to expand in the area without having limits, regulation or restriction of these recreational activities.

A 2018 visual resource inventory identified 400 acres of Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

Cumulative Effects

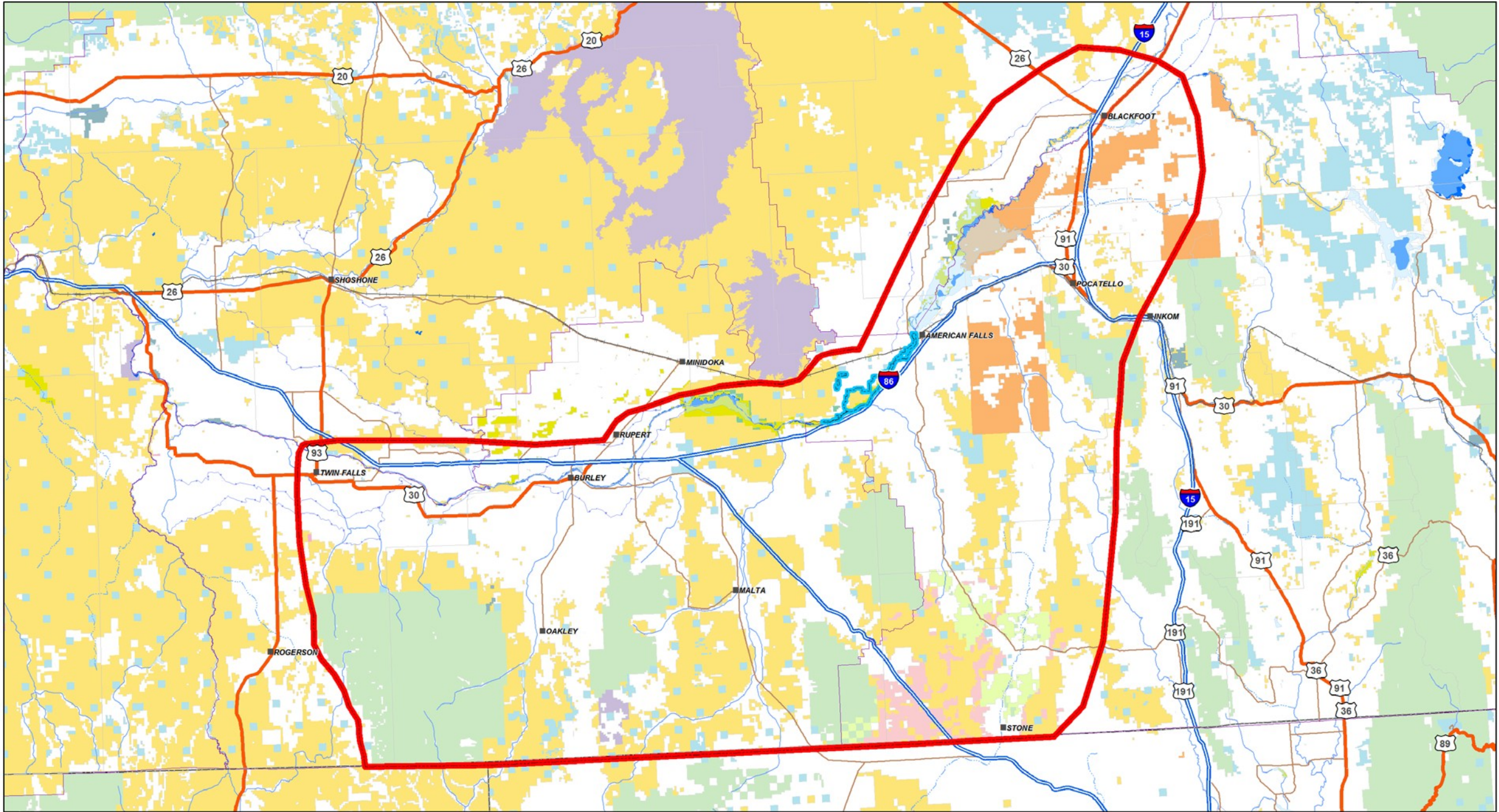
The cumulative effects analysis area (CEAA) for recreation resources extends to Firth, ID, to the east, Twin Falls, ID, to the west, City of Rocks, Castle Rocks to the south and the Wapi Lava Flow to the north from the Project Area. Other past, present and reasonably foreseeable future actions that affect recreation resources in the recreation cumulative effects analysis area are discussed below. Climbing opportunities (approximately 250 routes) are currently available on lands managed by Idaho Department of Lands adjacent to the Project Area. There are many climbing opportunities available within the cumulative effects analysis area (CEAA) that include; climbing locations at Castle Rocks State Park, City of Rocks, and Conner Columns located near Almo, ID; Wolverine and Blackfoot Canyon near Firth, ID, Ross Park in Pocatello, ID, and Dierkes Lake near Twin Falls, ID. There are OHV opportunities that exist within the cumulative effects analysis area (CEAA) that include BLM, Forest Service and Idaho Department of Lands on approximately 1,500,000 acres, and 833,316 acres of those acres are managed by the BLM. The CEAA takes into consideration rock climbing and OHV use within a reasonable distance and close proximity to the Project Area.

The current closure to OHV use on USBR land within the Project Area totals approximately 2,556 acres and 600 acres of BLM. There is a seasonal OHV vehicle closure on 30,000 acres on BLM land south of Kimberly, Idaho from January 16 –March 15. In 2015 the ARMPA limited OHV vehicle use to existing roads and trails on public lands within the CEAA. A March, 26, 2010 BLM decision closed 400 acres of BLM managed lands to climbing, staging, camping and the creation or use of new trails at Castle Rocks near Almo, Idaho. The City of Rocks National Reserve is currently developing a General Management Plan which has several alternatives designed to enhance recreational opportunities. Cumulative effects on recreation that would result from the no action alternative are expected to continue to provide a variety of recreational opportunities with little change from the current situation.

Visual Resources

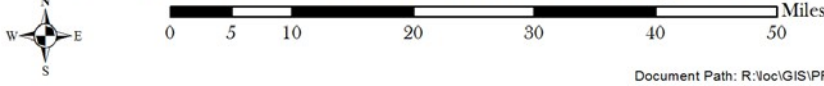
Visual contrast or changes would increase as OHV trails, climbing walls, social trails and staging areas are developed by recreational users within the Project Area. Other past and foreseeable future actions which could impact visual resources include the existing Interstate 86 and a wind farm which can both be seen from the AFAD to the south across the Snake River. Climbing routes, social trails and staging areas would not be designed to limit trails and staging areas to certain areas or incorporate topography to linear features to not dominate the view of the casual observer. Visual contrast associated with climbing due to people wearing various colors of clothing and using various types of tools or objects associated with climbing may dominate the view of the casual observer. This would add to the visual contrast due to the existing climbing, trails and staging areas. There are no known future actions that would affect visual resources. There are numerous locations within the CEAA where people can find solitude and less visual intrusion. There would be no measurable change to visual resources from the 2018 visual resource inventory that identified 400 acres of class B on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.


Map 10: Recreation Cumulative Effects Analysis Area




- | | | |
|---------------------------------|---------------------------|-----------------------------|
| CEEA | Bankhead-Jones Land Use | Native American Reservation |
| EIS Project Area | National Grasslands | Private; other |
| Bureau of Land Management | Forest Service | State |
| Bureau of Reclamation | Fish and Wildlife Service | State Fish and Game |
| Military, Department of Defense | National Park Service | Historical Open Water |

Recreation CEEA
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These data are provided by Bureau of Land Management (BLM) "as is" and might contain errors or omissions. The User assumes the entire risk associated with its use of these data and bears all responsibility in determining whether these data are fit for the User's intended use.



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4.5.2 Alternative 2: Preferred Alternative

Direct and Indirect Effects

Approximately 1,066 additional acres would be closed to rock climbing and OHV use within the AFAD and Lake Channel Canyon (see Map 2). This alternative would close an estimated 460 climbing routes on BLM and USBR lands. Approximately 250 climbing routes would remain open on Idaho State lands within the Project Area. Roughly ¼ mile of cliff face located on BLM lands on the east side of Lake Channel will be a designated climbing area which would offset some of the lost climbing opportunities (see Map 2). Although recreational uses such as climbing and OHV travel within the AFAD would cease, solitude (i.e. absence of human activity) seeking recreational users such as hikers, hunters, photographers, etc. may view this as an increase in the quality of recreation. OHV use and climbing would continue to occur outside the AFAD boundaries within the Project Area. Campfires would be allowed above the rim, but below the rim campfires must not be within 50 feet of cliff faces. No burning of local wood would be allowed. The proposed fence along the closure boundary would provide an easy reference to the boundary of the closure reducing the current confusion on existing closures, which are scattered parcels, not easily delineated.

Visual Resources

Impacts to visual resources under this alternative would decrease and would be at the lowest level because rock formations on BLM would be closed to all types of climbing and OHV use would not be allowed within the AFAD creating less visual intrusion from climbers, bolts and OHV trails. At the site scale, within the Project Area, changes would be most noticeable. While at the larger scale, including lands from outside the AFAD, the change would be less noticeable.

VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape. However, this Alternative would result in an overall increase in the quality of visual resources.

A 2018 visual resource inventory identified 400 acres of Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

Cumulative Effects

Past, present and reasonably foreseeable future actions within the CEAA that affect recreation resources are the same as discussed under the No Action alternative. As stated above, the closure to climbing within the entire AFAD, and the additional OHV closure would decrease recreation use on BLM and USBR lands within the Project Area, but may increase recreational uses on other lands within the CEAA.

Approximately 2,556 acres of USBR and 600 acres of BLM OHV closure would remain. The existing closure would be expanded with an additional 1,066 BLM acres bringing the total of closed acres to approximately 4,222 within the Project Area. There is an annual OHV closure in the South Hills (January 16 through March 15) south of Kimberly on approximately 30,000 acres. When combining the acres closed in the Project Area with the acres closed in the South Hills there would be approximately 34,442 acres or 4% closed within the CEAA during that time period. There would be approximately 798,874 acres or 96% that would remain open to OHV use within the CEAA.

Roughly 170 bolted routes on BLM and 290 bolted routes on USBR managed land would be closed in the Project Area and combined with the 20 bolted routes at Castle Rocks on BLM that have already been closed the total would be approximately 480 bolted routes closed within the CEAA. However, roughly ¼ mile of cliff face located on BLM lands on the east side of Lake Channel is proposed as a potential climbing area which would help offset loss of climbing opportunities. Approximately 88 new climbing routes could potentially be added with the proposed ¼ mile of cliff face (that is assuming that all ¼ mile of cliff face is climbable rock and

there is 15 feet between each climbing route). Fifteen feet spacing between climbing routes would be recommended by BLM to help reduce visual effects and to provide adequate distance between climbing routes to provide safety. Fifteen feet distance between climbing routes is not a standard operating procedure for BLM but is a design feature at some popular climbing areas. There are an estimated 250 climbing routes available on State of Idaho lands within the Project Area. There are over 700 climbing routes available at City of The Rocks National Reserve, 213 climbing routes at Castle Rocks State Park and approximately 70 routes at Ross Park in Pocatello. There are an unknown number of climbing routes available at Conner Columns located near Almo; Wolverine and Blackfoot Canyon near Firth and Dierkes Lake near Twin Falls.

Visual Resources

Visual contrast would decrease due to the closure of climbing and OHV in the AFAD. However, there would be some additional visual contrast with the addition of 88 potential climbing routes on the proposed ¼ mile of cliff face in Lake Channel Canyon as stated above. There would be no measurable change to visual resources from the 2018 visual resource inventory that identified 400 acres of class B on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

4.5.3 Alternative 3: Resource Advisory Council

Direct and Indirect Effects

Recreational opportunities would remain similar to the No Action alternative described above with the following exceptions. Approximately 9.4 miles of trail would be designated on BLM managed lands within the Project Area partially within the AFAD which would add some additional opportunity for OHV users. A temporary closure and re-vegetation of the popular climbing sites “West World” and “Play Pen” would reduce climbing use during the period of the closure which could extend as long as several years. During the temporary closure, 13 climbing routes at Playpen and 23 climbing routes at West World would be closed which could redistribute climbers/campers and increase use at other climbing walls in the Project Area.

Visual Resources

Visual impacts would remain similar to the No Action alternative described above.

VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape. However, this Alternative would result in an overall continued decline in areas open to OHV use and to the quality of visual resources.

A 2018 visual resource inventory identified 400 acres of Scenic Quality Rating Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

Cumulative Effects

Cumulatively, the effects from management under this alternative would be essentially the same as the No Action alternative with the exception of the designated 9.4 miles of existing OHV trail. Although two climbing walls would be temporarily closed, cumulative effects would be negligible since numerous other climbs would be available in the Project Area and elsewhere, and because the closure would be temporary.

Visual Resources

Visual contrast or changes would remain similar to the No Action alternative except during the period of temporary closure of the popular climbing sites “West World” and “Play Pen,” at which time the visual contrast would be lowered temporarily until climbing resumes. For instance, during the temporary closure at “West World” and “Play Pen”, visual contrast associated with climbing due to people wearing various colors of clothing and using various types of tools or objects associated with climbing that may dominate the view of the casual observer would be reduced, but would resume after the temporary closure. There would be no measurable change to visual resources from the 2018 visual resource inventory that identified

400 acres of Scenic Quality Rating Class B on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

4.5.4 Alternative 4: East Idaho Climbers Coalition

Direct and Indirect Effects

Recreational opportunities would remain similar to the No Action alternative described above with the following exceptions. The climbing wall known as “West World” would be permanently closed to climbing which would reduce the number of climbs available in the AFAD by 5%. All remaining bolted routes on BLM would be camouflaged, which would reduce contrast and impacts to visual resources. The climbing wall known as “Playpen” would be temporarily closed and staging areas rehabilitated to stabilize soils. A temporary closure and re-vegetation of “Playpen” would reduce climbing opportunity during the period of the closure which could extend as long as several years.

Visual Resources

Visual impacts would remain similar to the No Action alternative described above.

VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape. However, this Alternative could result in an overall decline as would be seen with the No Action Alternative in the quality of visual resources.

A 2018 visual resource inventory identified 400 acres of Scenic Quality Rating Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region on approximately 100 acres along the canyon bottom in Lake Channel Canyon and on 300 acres along the Snake River opposite Massacre Rocks State Park.

Cumulative Effects

Cumulatively the effects under Alternative 4 are essentially the same as the No Action alternative. Although “Playpen” would be temporarily closed, cumulative effects would be negligible since numerous other climbs would be available in the Project Area and elsewhere, and because the closure would be temporary.

Visual Resources

Visual contrast or changes in most respects would be similar to the No Action alternative described above with the following exceptions. A permanent closure of “West World” would reduce visual contrast in the Project Area because of a loss nearly 5% of climbing opportunities as mentioned above. A temporary closure and re-vegetation of the popular climbing site “Play Pen” would temporarily reduce climbing use including visual contrast during the period of the closure which could extend as long as several years at that climbing site. i.e., during the temporary closure at “Play Pen, visual contrast associated with climbing due to people wearing various colors of clothing and using various types of tools or objects associated with climbing that may dominate the view of the casual observer would be reduced, but would resume after the temporary closure. All remaining bolted routes on BLM would be camouflaged and visual contrast would see a decrease as related to climbing bolts. However, visual contrast would remain due to people climbing on rocks wearing various colored clothing which may dominate the view of the casual observer. There would be no measurable change to visual resources from the 2018 visual resource inventory that identified 400 acres of class B on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

4.5.5 Alternative 5: Traditional Climbing

Direct and Indirect Effects

Recreational opportunities within the Project Area would remain similar to the Preferred Action alternative described above with the following exceptions. Traditional climbing would be allowed on BLM and USBR managed lands as opportunities for sport and bouldering climbing uses would no longer occur. This would have similar effects to the Preferred Alternative but

traditional climbing is not known to be a popular sport within the Project Area and therefore few climbers would be expected to persist in the area. The existing OHV closures would remain in place on both BLM and USBR except for a designated OHV trail approximately 2 miles long that is proposed along the northern edge of the AFAD, and 1.1 miles of existing road in the Duck Point area, would maintain some of the existing opportunity for OHV use. Also, ½ mile of trail associated with the 2 mile trail would be constructed to connect existing trail, outside of the AFAD, where the proposed boundary fence would cut off the existing trail in order to maintain additional opportunity.

Visual Resources

Visual impacts would be similar to Alternative 2.

VRM Class IV allows for contrasts which may attract attention and be dominant features in the landscape. However, this Alternative would result in an overall increase in the quality of visual resources.

A 2018 visual resource inventory identified 400 acres of Class B – Areas in which there is a combination of some outstanding features and some that are fairly common to the physiographic region on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

Cumulative Effects

Project Area Existing climbing routes, trails and staging areas in the Project Area are currently in use. Under this alternative, a reduction of sport and bouldering climbing routes, associated trails, staging areas and OHV use would decrease recreational climbing use within the AFAD.

However, other locations within the CEAA could see an increase in these uses due to displacement. There are climbing opportunities currently available on adjacent lands managed by Idaho Department of Lands within the Project Area. Climbing opportunities are also currently available within the (CEAA) at Castle Rocks State Park, City of Rocks, and Conner Columns

located near Almo; Wolverine and Blackfoot Canyon near Firth, Ross Park in Pocatello and Dierkes Lake near Twin Falls. Cumulative effects would be similar to the Preferred Alternative except that some additional opportunity would be available due to the designation of the 2 mile trail, the ½ mile of trail connection and traditional climbing. There is approximately 1.1 miles of existing road in the Duck Point area (currently closed) that would become available with no additional cumulative effects.

Visual Resources

With the elimination of sport climbing from the AFAD, this alternative would reduce visual contrast to a large degree. However, there would be some visual contrast associated with traditional climbing due to people wearing various colors of clothing and using various types of tools or objects associated with traditional climbing that may dominate the view of the casual observer. Visual contrast related to the proposed 2 mile trail and the 1.1 miles of existing road in the Duck Point area would remain the same because the proposed trail is currently in existence. There would be no measurable change to visual resources from the 2018 visual resource inventory that identified 400 acres of Scenic Quality Class B on approximately 100 acres along the canyon bottom in Lake Channel Canyon and 300 acres along the Snake River opposite Massacre Rocks State Park.

4.6 Wildlife

4.6.1 Alternative 1: No Action

Impacts to wildlife from recreation can include impacts such as: noise pollution, mortality, habitat alteration, and expansion of noxious weeds (Cline et al. 2007). Roads have similar impacts to wildlife resources, including: behavioral alterations, mortality, expansion of noxious weeds, and habitat alterations (Trombulak and Frissell 2000). Direct impacts could include mortality from incidental trampling or a flight response due to intolerance of human activity. Long term behavioral alterations, a possible consequence of human activity, would be considered more of an indirect impact. Additional indirect impacts would include habitat fragmentation, habitat loss, and displacement.

Under Alternative 1 (No Action) the AFAD would be open to climbing without prohibitions throughout the majority of the area. Rock climbing has occurred within the AFAD and numerous climbing routes have been bolted and are actively used by climbers. Establishment of new climbing routes would likely manifest over time as climbers expand into new areas. Climbing actions include: rock climbing, staging, camping, and trail building. Interests in climbing actions within the AFAD are expected to be similar to those experienced currently and possibly greater as the sport increases in popularity. BLM has limited use data for these actions locally, but coupled with anecdotal evidence indicates a high interest in climbing actions particularly in spring and fall.

Currently there is a prohibition on OHV travel on USBR (2,556 acres) and BLM (600 acres) within the Project Area and primarily within AFAD. This closure would remain in place. OHV use would be limited to existing roads and trails on 866 acres, which are currently not closed, of the AFAD under this alternative. OHV travel is predominately restricted to existing user created trails within the AFAD, but would likely expand as users develop new trails over time which would be expected to increase disturbance to wildlife from habitat degradation and noise pollution. Operating OHVs on sand dunes may result in trampling of burrows and subsequent larvae or adult mortality of Idaho Dunes Tiger Beetles, but may also result in a beneficial

increase of available suitable habitat by de-stabilizing sand dunes due to disturbance and mortality of vegetation.

The Project Area consists of a relatively small acreage of unusual and desirable (to humans) landscape features (i.e., cliffs, sand dunes, variable terrain), as compared to the larger surrounding landscape. Consequently, the density of human activity is higher than the surrounding landscape. Concentrations of humans within the action area could impact wildlife due to noise pollution, social intolerance/displacement, habitat fragmentation, habitat loss (i.e. removal of vegetation), and mortality. It is reasonably expected that adverse impacts to wildlife would increase commensurate with the timing and intensity of climbing and OHV activities within the action area.

The expansion of climbing and OHV travel into new areas would alter previously undisturbed habitats and increase human presence at these locations. Direct adverse impacts (behavioral modification, mortality, and displacement) to wildlife would be exacerbated during sensitive times, such as during the breeding and winter season. Impacts during the breeding season are of particular concern for migratory birds. Without prohibitions climbing and OHV activities could result in mortality and nest abandonment of cliff nesting migratory birds. This threat is largely dependent on the proximity of nesting locations to disturbance. There is one documented red-tailed hawk nest located immediately adjacent to a climbing route. The proximity of this nest to the active climbing route is so close that a successful nesting attempt would be unlikely, should the route be used during the breeding season. Within the AFAD impacts to cliff nesting birds would be most pronounced during the breeding season. The breeding season represents a more sensitive time frame for migratory birds; the breeding season for migratory birds also overlaps with the core of the climbing season.

Shrub and Ground Nesting Migratory Birds:

Shrub nesting species may be occasionally disturbed due to noise pollution and human activity. Likelihood of disturbance would be expected to increase as the distance between human activity and active nesting locations decreases. Nest trampling or destruction from hiking or OHV travel could occur also. This impact may be minimized if user created trails are used versus cross-

country travel, since it is unlikely that a nesting attempt would occur on the trail and impacts to vegetation would already have manifested.

Bats and Cliff Nesting Migratory Birds:

Active climbing during nest initiation or active nesting/incubation, could result in a failure to nest in that location. Those birds may choose to re-nest elsewhere if this were to occur. Active climbing in close proximity to nests during incubation would likely result in nest abandonment. Active climbing during the nestling phase could also result in mortality of nestlings by prompting pre-mature fledging or nest abandonment.

Cliff swallows (*Petrochelidon pyrrhonata*) nest within the AFAD on cliffs, however impacts to this species from rock climbing and OHV travel is unlikely, as cliff swallows are known to be resilient to human activity (Brown and Brown, 1995). Nest abandonment and direct mortality could occur if rock climbers destroy active nesting locations along climbing routes. Impacts (behavioral modifications, mortality, and displacement) to bats and migratory birds are expected be most pronounced in proximity to roosting and nesting locations. Spotted bats are susceptible to roost disturbance locally, including disturbance from rock climbing (Luce, et al., 2007). It is expected that other bat species would be susceptible to disturbance at roost sites as well.

Human Activity (general):

Impacts from general human activity would include noise pollution, disturbance, fire risk, habitat loss and fragmentation, soil compaction, and noxious and invasive weed proliferation. Noise pollution would be the consequence of human conversation and operations of OHV engines. Disturbance of wildlife due to human presence is expected to be variable amongst species. Some species sensitized to human presence may avoid centers of human activity.

In one study at Joshua Tree National Park researchers suggested that the spatial distribution of birds was influenced by the presence of human activity at cliffs; birds were observed at increased distances from cliffs in the presence of human activity (Camp and Knight 1998). Moreover, Camp and Knight (1980) noted that human presence was most pronounced amongst rock climbers who spent the greatest amount of time at cliffs, a characteristic that may impact

behaviors of cliff breeding birds. Camp and Knight (1998) suggested that the presence of recreation activities in proximity to cliff habitat during sensitive periods may result in the displacement of cliff obligates. Fire risk would be the consequence of having an increased human presence on the landscape. It is assumed that within an increase in human activity the potential for unintentional fire starts would be greater due to a higher likelihood that fire causing agents would be present (e.g. cigarettes, vehicles, lighters, etc.).

Habitat loss and fragmentation would be the consequence of dispersed recreation, which would result in vegetation trampling and breakage.

Cumulative Impacts

The CEAA for this assessment has been bounded to the following geographic extent: Minidoka Dam on the west, Craters of the Moon National monument to the north, the Snake River on the South except east of the Project Area where the boundary is broadened to take in the Bowen Canyon ACEC. This analysis area was chosen because it incorporates the majority of Saint Anthony dunes tiger beetle habitat connected with the Project Area, associated sharp-tailed grouse leks within 2 miles of the AFAD boundary and the Bowen Canyon ACEC, which is an important Bald Eagle Winter Roosting area. The area is depicted on the following map:

Past actions within the cumulative impact analysis area that have contributed to impacts to wildlife resources include: wildfire, recreation (dispersed hiking, rock climbing, bird watching, hunting, OHV travel, and camping), livestock grazing, energy development, energy distribution, and agriculture.

Wildfire has occurred within the cumulative impact analysis area, especially within the Project Area. Wildfire is a natural disturbance regime on the landscape. Wildfire can occur via natural and human caused ignitions. While most of the past fires in this area have occurred due to lightning strikes, increased recreational use in this area may result in increased human caused ignitions. Fire affects wildlife both directly through injury and as a cause of mortality, and indirectly through habitat modification or loss. Fire can also spread invasive plants, which may decrease the future values of habitats.

Wildfire suppression has occurred in response to several fires on the landscape over time. Direct effects associated with wildfire suppression include disturbance, habitat modification through dozer line construction and fire through burnout operations. Indirectly, these activities are expected to protect the remaining wildlife habitat. Subsequent to the presence of wildfire on public lands, emergency stabilization and rehabilitation practices have occurred within the cumulative impact analysis in an attempt to minimize the adverse impacts of wildfire (e.g. vegetation loss, erosion, and noxious/invasive weed proliferation) and restore recently burned areas to desired conditions. These efforts improved habitat by increasing plant diversity and structure through the creation of successful seeding.

Recreation has a fairly ubiquitous presence on the landscape. A multitude of recreation activities have manifested on the landscape within the cumulative impact analysis area, including: hiking, mountain biking, rock climbing, bird watching, camping, fishing, hunting, OHV travel, and boating. The density and frequency of recreation on the landscape has generally increased commensurate with the increase in human population growth in Idaho. The distribution of these activities is variable based on spatial and temporal parameters, and to a large degree are weather dependent. Each of these activities results in impacts to wildlife resources from a human presence on the landscape. The severity of these impacts is variable based on the sensitivity of the resource and the proximity to that resource.

Similar to recreation, livestock grazing has a fairly ubiquitous presence within the CEAA. Livestock grazing occurs within the CEAA across numerous surface ownership boundaries, including private, public, and state land. The presence of livestock impacts varies across the impact analysis area, depending on the type, density, and seasonal presence of livestock. Unlike wildfire and recreation, however, the density of livestock on the landscape within the cumulative impact analysis area has decreased from historic numbers due to land cultivation, adjudication and properly stocking range allotments on public land and using the land for various other uses. Nevertheless, livestock can affect wildlife directly through disturbance and trampling and can indirectly affect wildlife through habitat modification.

Energy development and distribution has occurred on the landscape within the CEAA. Power distribution lines have been developed within the analysis area over time. There are several major transmission lines in the area and a considerable unknown number of power distribution

lines. Construction of power distribution and transmission lines likely resulted in impacts to wildlife resources due to human presence and noise pollution from construction. Direct impacts from the construction of these existing power transmission and distribution lines are considered to have manifested. Some indirect impacts may persist. Power line infrastructure is known to provide perching, roosting, and nesting substrate for avian species (APLIC 2006). Power lines are also known to result in the mortality of avian species due to electrocution, depending on configuration (APLIC 2006), and collision (APLIC 2012). It is expected that some level of mortality of migratory birds has resulted within the CEAA due to electrocution and collision. It is also possible that such infrastructure development has increased the foraging efficiency of predatory birds, potentially resulting in increased mortality of prey.

Additional types of energy development within the CEAA include a hydro-electric dam at American Falls Reservoir and a wind energy development on private lands south of the Snake River. Each of these projects has likely resulted in some adverse impacts to wildlife resources but quantified information is not readily available. Direct impacts from construction activities associated with these developments have likely already manifested, or are ongoing. For example, wind turbines have been documented as a potential source of mortality for bats and migratory birds including bald and golden eagle (USFWS 2012).

Crop agriculture and associated farming activities is a common land use on private lands throughout the area. Irrigated crop agriculture and dry farming areas were historically open shrub land habitat. This type of agriculture conversion has expanded over time. Agricultural lands provide habitat for some wildlife including food and cover, especially for species such as ring-necked pheasant, gray partridge and others.

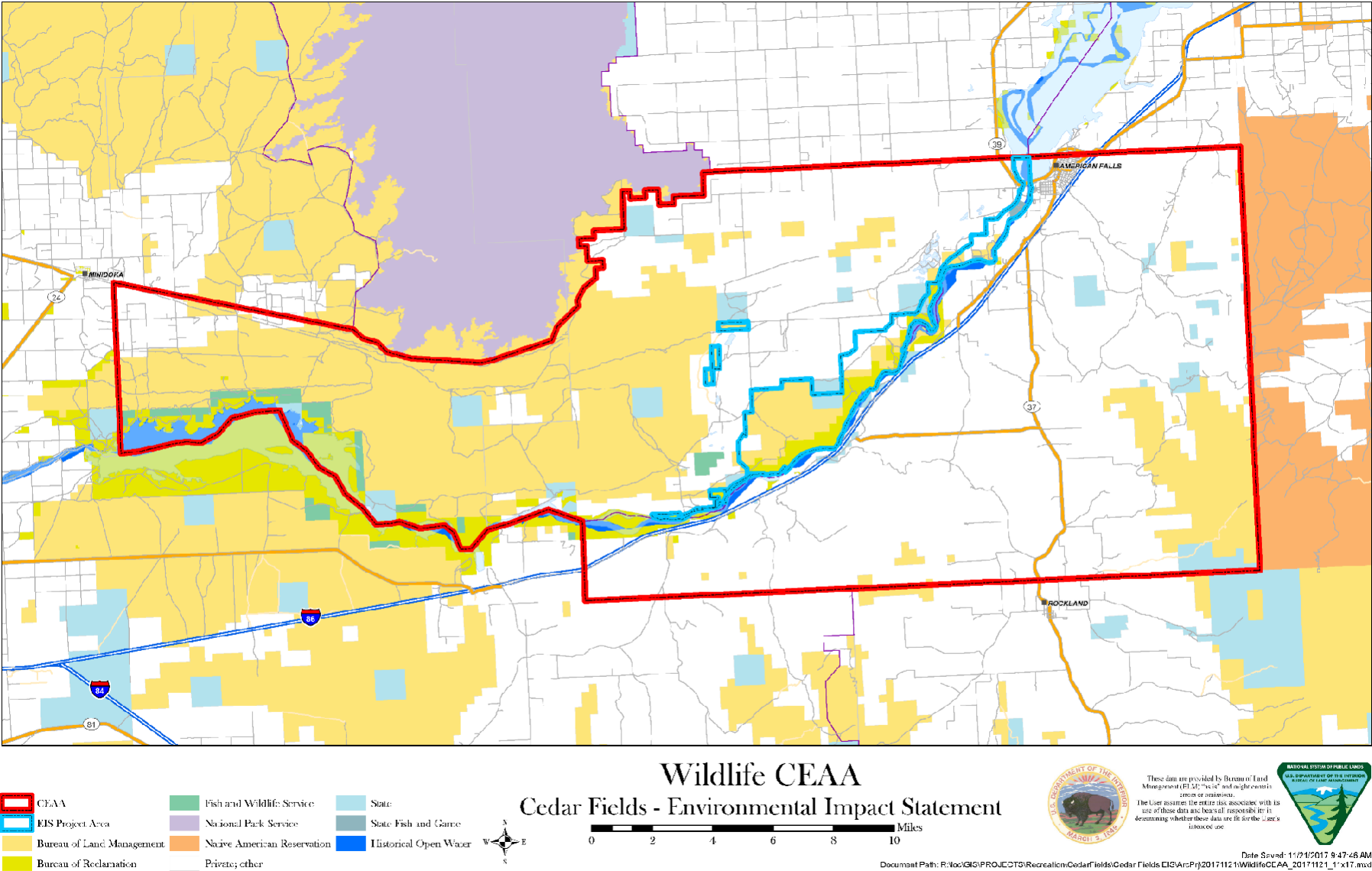
Present actions include all of the aforementioned past actions. These actions are considered to be one and the same because the type and nature of these actions has not changed or ceased and are expected to continue in the future on the landscape. Some of the direct impacts of these actions have likely subsided, but some level of indirect impacts to wildlife may still persist from these actions.

Portions of the Gateway West Transmission Line Project were approved in 2013. This authorized the construction, operation and maintenance of approximately 12 miles of new high

voltage transmission line. The line has not been constructed to date. If construction were to occur, there would be additional impacts to wildlife resources due to human presence and noise pollution from construction as well as the effects described above for existing transmission lines.

Cumulatively, under the no action, impacts to wildlife resources within the CEAA are expected to remain similar to the current situation since there would be no changes in actions affecting wildlife from no action and the addition of 12 more miles of transmission line and those effects to an inordinate amount of existing lines would be small. Continuation of climbing, staging, camping, trail building, and OHV travel within the entire AFAD is expected to result in minor levels of habitat modification and disturbance while wildlife populations are expected to generally remain unchanged.

Map 11: Wildlife Cumulative Effects Analysis



4.6.2 Alternative 2: Preferred Alternative

Closure of climbing activities and OHV use as proposed is expected to reduce the density of human activity within the AFAD, and thus reduce disturbances to a variety of wildlife species. A reduction in human activity is expected to benefit wildlife by reducing disturbance, noise pollution, habitat modification, and habitat fragmentation. Some increase in impacts from climbing activities such as disturbance and habitat modification may occur in the small area to the north that is proposed to be open to climbing and in other areas adjacent to the AFAD where OHV use could increase due to dispersal from closed areas.

Construction of the fence could result in adverse impacts to wildlife by creating a potential collision hazard. Rangeland fences have been identified as a potential source of mortality for avian species, particularly short-eared owl and sharp-tailed grouse (Stevens et al. 2012, Christiansen 2009, Paige 2012), and big-game (Paige 2012). To reduce the potential for fence conflicts with wildlife the fence would be built to wildlife friendly specifications including wire type and spacing conducive to big game access/egress.

Fence construction and maintenance activities would temporarily disturb wildlife due to human presence and noise pollution. Some soil disturbance and vegetation trampling would occur. A permanent loss of soil or vegetation is not expected. Fence infrastructure would provide increased perching sites facilitating foraging activities of predatory birds and potentially result in an increase in predation. This effect is not expected to be substantial since there is considerable natural perching substrate (i.e. Juniper) present throughout the AFAD.

The closure of OHV travel in the AFAD would reduce potential disturbance, trampling and habitat alteration associated with these activities. User created trails and impacts from current pedestrian travel within the AFAD are most pronounced near climbing walls and OHV trails appear most abundant in proximity to sandy soils and sand dunes (Henrikson and Camp 2015). Under this alternative these user created trails are expected to naturally revegetate as use discontinues. However, the removal of de-stabilizing agents (i.e. OHV travel and human travel) inside the AFAD may result in a succession of vegetation on these dune complexes and potentially result in the stabilization of dunes which may reduce the quality and availability of

tiger beetle habitat. Conversely, the closure would reduce the threat of burrow/larvae trampling within the AFAD. OHV travel areas outside the AFAD which are also active dunes may maintain themselves as an active sand dune.

Cumulative Impacts

The past, present, and reasonably foreseeable actions within the CEAA are expected to be similar to those described under the No Action Alternative cumulative effects section, with one exception to the reasonably foreseeable impacts. That exception is that the impacts under the no action alternative would be expected to remain at current levels versus a potential decrease or shift in impacts attributed to displaced recreationists that may result from the Preferred Alternative. Under this alternative, it is expected that wildlife in the region would continue to utilize suitable habitat within the region, but should benefit from reduced human disturbance and OHV effects on habitat.

Prohibition of climbing, staging, trail building, and OHV travel and restricting campfire use within the entire AFAD is expected to result in a shift in human distribution as it relates to these popular activities, assuming that recreationists impacted by these activities would still desire to conduct such activities. A change in the spatial distribution of these activities might result in an increase of these activities at other established destinations which are popular for such activities, impacting wildlife in those locations. Some level of dispersed recreation activity from displaced recreationists is expected, but specifically where displaced recreationists may recreate is unknown. If climbing and OHV impacts do not increase at other locations then there would be an overall decrease in impacts to wildlife in the region, but this is considered unlikely.

The closures of climbing related and additional closure of OHV activities may result in the establishment of these activities in new locations in the region outside of known centers. An increase of these activities at other locations would be expected to result in an increase in impacts to wildlife resources at these locations, assuming those impacts have not already manifested. Conversely, impacts to wildlife resources within the boundary of the AFAD are expected to be minimized. Occasional adverse impacts from dispersed recreation within the AFAD may continue, but at appreciably reduced levels relative to those experienced from rock climbing and OHV activities. The AFAD would predominately be free of these impacts,

allowing wildlife resources to inhabit the area with relatively limited disturbance. The impacts of other forms of casual use are expected to result in limited disturbance because they occur infrequently and/or outside sensitive timeframes. It is expected overall that the cumulative effects of the Preferred Alternative would minimize adverse impacts to wildlife resources by limiting the bulk of human activity within the AFAD.

4.6.3 Alternative 3: Resource Advisory Council

Alternative 3 is largely similar to the No Action alternative with the following exceptions: 1) 9.4 miles of OHV trails would be designated as open, including three miles within the AFAD. 2) Heavily climbed areas known as “West World” and the “Playpen” would be temporarily closed for rehabilitation. Rehabilitation would include reseeding and post-seeding monitoring. All other activities would be similar to those described under the No Action Alternative.

Impacts to wildlife resources under this alternative would largely be the same as the No-Action alternative, but with a reduction in open OHV travel, which would isolate adverse impacts attributed to OHV travel. Restricting OHV travel to designated routes would reduce potential dispersed impacts of habitat destruction, noise pollution, fire risk, soil compaction, and weed proliferation attributed to cross country OHV travel.

Subject to the temporary closures there would be a temporary reprieve in impacts to wildlife from climbing activities in proximity to heavily climbed areas “West World” and “Playpen” while reclamation activities take place. Once the temporary closures end, impacts to wildlife would be the same as emphasized in the impact analysis for the no action alternative.

Cumulative Impacts

Under this alternative, cumulative impacts are expected to be largely similar to those described in the No Action Alternative, but with more isolated adverse impacts attributed to cross-country OHV travel. Specifically, this alternative identifies a total of 9.4 miles of OHV trails, of which 3 miles occur within the AFAD. This alternative is anticipated to result in more concentrated impacts from human activity and noise pollution along the identified trails. Cumulatively this is expected to minimize impacts locally by reducing uncontrolled cross-country travel. However,

restricting open OHV access locally may result in an increase in such activities at other desired locations, which may shift the adverse impacts to those areas. If constraining OHV travel within the AFAD does not result in an increase in OHV travel at other locations, then there would cumulatively be a net decrease in adverse impacts attributed to cross-country OHV travel.

4.6.4 Alternative 4: Eastern Idaho Climbers Coalition

Direct and Indirect Impacts

Under this alternative, the direct and indirect impacts to wildlife resources would be the same as those described under the No Action alternative. Alternative 4 does identify temporary closure at “Playpen” and a permanent closure at “West World” which would be expected to decrease adverse impacts to wildlife resources in proximity to those closures during the tenure of the closure.

Cumulative Impacts

Under this alternative, cumulative impacts are expected to be largely similar to those described under the No Action Alternative, but with a temporary reduction in impacts to wildlife resources locally due to temporary closures.

4.6.5 Alternative 5: Traditional Climbing

Direct and Indirect Impacts

Under this alternative, the direct and indirect impacts are expected to be largely similar to those described under the Preferred Alternative, with a slight increase in impacts due to some level of increased human activity from those actions described under the Preferred Alternative.

Specifically this alternative allows for traditional climbing without bolts and designates a 2-mile OHV route and 1.1 miles of existing road in the Duck Point area. This alternative also allows an existing route to remain open outside the AFAD due to construction of ½ mile of connecting trail. However, it is expected that similar to the Preferred Alternative, this alternative would

result in an appreciable reduction in human activity within the AFAD because it prohibits OHV travel within the majority of the AFAD and prohibits sport climbing.

Cumulative Impacts

Under this alternative, cumulative impacts are expected to be largely similar to those described under the Preferred Alternative, but with a slight increase in impacts due to some increased recreation opportunities that are prohibited under the Preferred Alternative. Specifically, these opportunities are a 2 mile OHV trail and 1.1 miles of existing road in the Duck Point area, ½ mile of connective trail and traditional climbing opportunities within the AFAD. As emphasized under the direct and indirect impacts section for this alternative these opportunities may result in some level of increased human activity and consequently there would be more adverse impacts to wildlife resources relative to the Preferred Alternative which has a more ubiquitous prohibition on these activities within the AFAD.

4.7 Socioeconomics

4.7.1 Alternative 1: No Action

Economic Conditions

Under the No Action alternative, there would be no change in the economic factors associated with the AFAD. Local expenditures by recreation users would remain unchanged, and there would be no change in jobs or other economic factors in the study area.

Social Conditions

Under the No Action alternative, there would be no change in current social conditions. Members of the Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley would continue to experience distress over ongoing uses of the area that are in conflict with Tribal wishes. Recreationists who visit and use the area would be expected to continue current or trending visitation and use rates correlated with regional economic conditions.

Environmental Justice

Under the No Action alternative, no change from existing conditions would occur, constituting an ongoing disproportionate negative impact on the Tribal EJ populations that are present in the region. The impact felt by the Tribes consists of emotional and social distress regarding what the Tribes categorize as inappropriate and disrespectful uses of the AFAD by recreationists.

4.7.2 Alternative 2: Preferred Action

Economic Conditions

Under Alternative 2, it is estimated that there would be an 80 percent reduction in overall recreational visitation associated with the AFAD. Local expenditures by recreation users would remain unchanged as most recreational activities would shift to other locations within the region, and expenditures by people from outside of the region of economic analysis would cease. The total dollar impact per year would be a reduction of approximately \$21,000 in regional recreation spending. There would also be a loss of approximately 0.3 jobs within the travel and tourism industry in the region.

Social Conditions

Under Alternative 2, members of the Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley would be able to return to indigenous uses of the area in accordance with Tribal wishes, and conflicts between Tribe members and recreational users would be mostly eliminated. Recreationists who had been accustomed to visiting and using the area for climbing and OHV riding would be experience a period of disappointment and adjustment, as they would be required to move their activities to different locations.

Environmental Justice

Under Alternative 2, the existing impact on Tribal uses of the AFAD and surrounding areas would be alleviated, restoring the interests of the Tribal EJ population that is present within the region and eliminating the existing source of emotional and social distress that is currently experienced by the Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley.

4.7.3 Alternative 3: Resource Advisory Council (RAC)

Economic Conditions

Under Alternative 3, it is expected that there would be no change in the economic factors associated with the AFAD. Local expenditures by recreation users would remain largely unchanged, and there would be no change in jobs or other economic factors in the study area.

Social Conditions

Under Alternative 3, there would be no notable change in current social conditions. Members of the Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley would continue to experience distress over ongoing uses of the area that are in conflict with Tribal wishes. Recreationists who visit and use the area would be expected to continue current or trending visitation and use rates correlated with regional economic conditions.

Environmental Justice

Under Alternative 3, there would be no change from existing conditions, constituting an ongoing disproportionate negative impact on the Tribal EJ population that is present in the region.

4.7.4 Alternative 4: Eastern Idaho Climbers Coalition (EICC)

Economic Conditions

Under Alternative 4, it is expected that there would be no change from current conditions in the economic factors associated with the AFAD. Local expenditures by recreation users would remain largely unchanged, and there would be no change in jobs or other economic factors in the study area.

Social Conditions

Under Alternative 4, there would be no notable change in current social conditions. Members of The Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley would continue to experience distress over ongoing uses of the area that are in conflict with Tribal wishes. Recreationists who visit and use the area would be expected to continue current or trending visitation and use rates correlated with regional economic conditions.

Environmental Justice

Under Alternative 4, there would be minimal change from existing conditions, constituting an ongoing disproportionate negative impact on the Tribal EJ population that is present in the region.

4.7.5 Alternative 5: Traditional Climbing

Economic Conditions

Under Alternative 5, the region could potentially experience a 50 percent reduction in recreational visitation associated with the AFAD due to restrictions on the type of climbing allowed within the area, evenly distributed between local and outside recreational visitors. Local expenditures by recreation users would be expected to remain unchanged as some recreational activities would shift to other locations within the region, and expenditures by people from outside of the region of economic analysis would be reduced by approximately half. The total dollar impact per year would be a reduction of approximately \$10,500 in regional recreation spending. There would also be a loss of approximately 0.15 jobs within the travel and tourism industry in the region. There is also a possibility, however, that changes in management could attract additional climbers to the area, resulting in an increase in economic activity.

Social Conditions

Under Alternative 5, members of The Shoshone-Bannock Tribes of Fort Hall and the Shoshone-Paiute Tribes of Duck Valley would mostly be able to return to indigenous uses of the area in accordance with Tribal wishes, reducing both distress on the part of the Tribes and conflicts between Tribe members and recreational users. Recreationists who had been accustomed to visiting and using the area for climbing and OHV riding would be experience a period of adjustment, as they would be required to change the nature of their activities and move some of their activities to different locations. For climbers who highly value this specific climbing area, closure to climbing could be deeply disappointing; loss of access to a personally significant climbing location might be a source of emotional distress for some individuals.

Environmental Justice

Under Alternative 5, the existing impact on Tribal uses of the AFAD and surrounding areas would be partially alleviated, although ongoing climbing activity within the AFAD would result

in a continuation of disproportionate negative impacts on the Tribal EJ population that is present in the region.

4.8 Unavoidable Adverse Impacts

Section 102 (C) of NEPA requires disclosure of any adverse environmental effects that cannot be avoided following implementation of a proposal. Unavoidable adverse impacts are those that remain following the implementation of mitigation measures or impacts for which no mitigation measures exist. The specific environmental effects of the alternatives were discussed earlier in this chapter. Although the formulation of alternatives included avoidance of potentially adverse environmental effects, some adverse impacts to the human environment, which cannot be completely mitigated, may occur. In addition, the preferred alternative is itself a mitigation effort to resolve ongoing significant effects, and in choosing this alternative, there would be a trade-off that would result in a different resources being affected. The following summary includes the unavoidable adverse environmental effects.

As a result of the preferred alternative, recreation opportunities including OHV use and rock climbing would be reduced in the Project Area. The reduction of recreation opportunities is an adverse effect that, though mitigated in part through the recognition of additional areas for rock climbing, would persist into the future for an indeterminate extent of time that would not change unless plan revision reverses the decision.

In addition to effects to recreation opportunities, implementation of the preferred alternative, through retention of the fire protection fence, may have both direct and indirect effects on resources. Though mitigated through designing fences using wildlife friendly specifications, it may have direct adverse effects to wildlife such as injury or mortality due to fence collision. Although the fence may help protect soil resources within the closed area, indirectly, soils in the open portion of the Project Area could have increased impacts due to more concentrated use by both recreationists and possibly livestock.

CHAPTER 5. CONSULTATION AND COORDINATION

5.1 Introduction

The BLM conducted this planning process in accordance with requirements of NEPA, CEQ regulations, and the Department of the Interior and BLM regulations and policies. NEPA and associated regulatory/policy framework require federal agencies to involve interested publics in their decision-making, consider a range of reasonable alternatives to proposed actions, and prepare environmental documents that disclose potential impacts of the proposed actions and alternatives.

Title II, Section 202 of FLPMA directs BLM to coordinate planning efforts with American Indian Tribes, other federal agencies, and State and local governments as part of its land use planning.

This chapter documents BLM's collaborative approach throughout the development and release of the Draft EIS for the Project Area. In developing these documents, BLM enables stakeholders to participate at the level and to the degree that best meet their needs and interests. Those ways included obtaining updates via public meetings, developing products, and engaging in discussions and issue resolution.

5.2 Key Planning Checkpoints

The collaborative process used key checkpoints so stakeholders knew who would have input into the product development at what stage. Using this iterative approach, draft products were developed and then circulated through the structured checkpoints. These provided for consistency with other planning efforts, met public expectations, and provided a two-way understanding of actions and their impacts.

Checkpoints included:

- Product development by the Cedar Fields ID Team
- Review by the affected Native American Tribes
- Review of products by the Twin Falls District RAC and Cooperating Agencies
- Public input
- ID Team refinement through assimilation of new information into the document

Products circulated through each checkpoint were resubmitted to the ID Team, a group of resource specialists responsible for developing the document's components within their respective fields. Typically, the ID Team accepted all input and suggestions generated through the various checkpoints and considered, addressed, and refined the document as necessary.

5.3 Tribal Consultation

In keeping with Tribal preferences, applicable laws, regulations, and policies, regular consultations were held with Tribal officials. From a regulatory standpoint, BLM must use the consultation process to “identify the cultural values, religious beliefs, traditional practices, and legal rights of Native American People which could be affected by BLM actions on Federal lands.” From the beginning, meetings were held with the Shoshone-Paiute and Shoshone-Bannock Tribes to determine consultation procedures, format, and key junctures.

Consultation with the Shoshone-Paiute Tribes of the Duck Valley Indian Reservation occurs through the Wings and Roots Native American Campfire process initiated by them and Twin Falls District BLM several years ago to facilitate their government-to-government relationship.

The Shoshone-Bannock Tribes chose to be involved on both a government-to-government and staff-to-staff basis. They provided information about their Tribal perspective and, together with BLM, identified appropriate methods for addressing issues through face-to-face meetings and document reviews. The Shoshone-Bannock Tribe and BLM work to maintain the coordination at both levels.

All Tribal consultation and input occurred through direct interaction between BLM staff and Tribal representatives. The ID Team incorporated Tribal perspectives into products under development.

5.4 Other Formal Consultation

State Historic Preservation Office

The SHPO must be consulted concerning any resource management proposals that might affect a cultural property listed on or eligible for the National Register of Historic Places (NRHP).

Consultation with SHPO is a normal part of the planning process, especially if any NRHP listed or eligible properties would be affected.

5.5 Coordination with Other Organized Entities

Resource Advisory Council

The Twin Falls District RAC is a fifteen-member, Federal Advisory Committee Act-chartered group responsible for providing consensus-based advice to BLM. The RAC received briefings and was afforded opportunities to comment on product and processes at their regularly scheduled meetings. The RAC has been actively involved with product development, public meetings, developing alternatives, and providing a unique perspective relative to other collaborative processes.

Cooperating Agencies

Cooperator status was offered to and accepted by the USBR and Power County. To be a cooperating agency, there must be jurisdictional overlap with BLM, the agency must be able to offer special expertise, and their involvement should enhance coordination and consistency. Each cooperator signed a formal, cooperating agency memorandum of agreement and their representatives participated in the planning process.

5.6 General Public and Other Collaborative Activities

Since different people and stakeholders prefer different levels of involvement, multiple opportunities were provided so that everyone could participate at the level that best suited them. Therefore, activities were designed to range from simple information sharing and feedback to involvement in product development to meet specific stakeholder needs and their desired level of involvement.

The participation and engagement of special interests groups, landowners, and general public/stakeholders was solicited throughout the process. Participation included open houses and community meetings.

Personal contacts, news releases, e-mail notices, a BLM planning website, and Federal Register notices were the primary tools used to communicate with stakeholders and collaborators. Upon request, BLM provided presentations and had informal discussions relative to specific concerns.

Through collaboration, processes and products were revised, as necessary. As a result, the alternatives were designed, to the extent possible, to achieve the goals developed in the 1985 Monument RMP.

5.7 Future Collaboration

The collaborative process will continue through the EIS's completion and during development of implementation plans after the Record of Decision (ROD) is signed. Future public involvement will be based on existing understandings, processes, and structured checkpoints.

- Public notifications will occur through newsletters, media releases, web postings, and contact with key stakeholders. Such communications will continue through the release of the ROD.
- Community meetings will be held to clarify information and help the public understand the proposed action. Such communications will continue through the release of the ROD.

- Formal consultation with the Tribes and SHPO will occur throughout the Monument RMP Amendment process and, as appropriate, during plan implementation.

5.8 List of Interested Parties and Stakeholders

The following is a list of the agencies, organization, and individuals who expressed interest in the Cedar Fields EIS during the preparation of this document.

Native American Tribes

Shoshone-Bannock Tribes of Fort Hall
Shoshone-Paiute Tribes of Duck Valley

Government Agencies and Representatives

Bannock County
Power County
Representative Mike Simpson
Governor C. L. “Butch” Otter
Senator James Risch
Idaho State Department of Parks and Recreation
Senator Mike Crapo
State of Idaho
U.S. Bureau of Reclamation

Business Organizations and Other Groups

Access Fund
Blue Ribbon Coalition
Eastern Idaho Climbers Coalition
Idaho Farm Bureau
Idaho State University
Grazing Permittees
Pocatello Trail Machine Association

5.9 List of Preparers

Table 4. List of Preparers

Name	Responsibility	Qualifications
Dennis Thompson	Recreation/Visual Resources	33 years experience
James Tharp	Soils/Vegetation	B.S. Wildlife Management; 29 years experience
Jeremy Bisson	Wildlife Resources	M.S. Biology; 17 years experience
Julie Suhr-Peirce	Socioeconomics	PhD Economics; 30 years experience
Lisa Cresswell	Project Manager/Team Lead	MA Anthropology; 25 years experience
Luke Hittner	Cultural Resources/Tribal Rights and Interests	MA Professional Archaeology; 8 years experience
Scott Sayer	Livestock Management	B.S. Rangeland Management; 24 years experience
Seth Kirkpatrick	GIS	M.A. Historical Resources Management; 4 years experience

APPENDIX A. REFERENCES

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