

# Snake River Birds of Prey National Conservation Area



## Resource Management Plan and Record of Decision

September 2008



*It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.*

Cover Graphic of Golden Eagle by: Jenay Law, 2005; Senior, Kuna High School



# United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Boise District Office

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Boise, Idaho 83705

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In Reply Refer To:

1610

Dear Reader:

The Bureau of Land Management (BLM) is pleased to release the approved Record of Decision (ROD) and Resource Management Plan (RMP) for the Snake River Birds of Prey National Conservation Area (NCA). This document establishes the management framework for approximately 483,700 acres of public land extending along 81 miles of the Snake River. The NCA includes the 138,000-acre Orchard Training Area (OTA), which has been used by the Idaho Army National Guard (IDARNG) for military training since 1953. Within the NCA boundary are approximately 41,200 State acres, 4,800 private acres, 1,600 military acres, and 9,300 acres covered by water; however, these areas are not affected by the NCA designation or by RMP decisions. Note that this document is not a full reprint of the Proposed RMP/Final Environment Impact Statement (EIS).

The BLM appreciates the active role that many of you have taken in this process over the past several years; however, the planning process does not end with the ROD. We look forward to your continued involvement as we move on to route designations and other RMP implementation actions. The implementation of the plan, with its many elements, will require the continued support and efforts of the numerous individuals, organizations, and agencies that participated in the plan development.

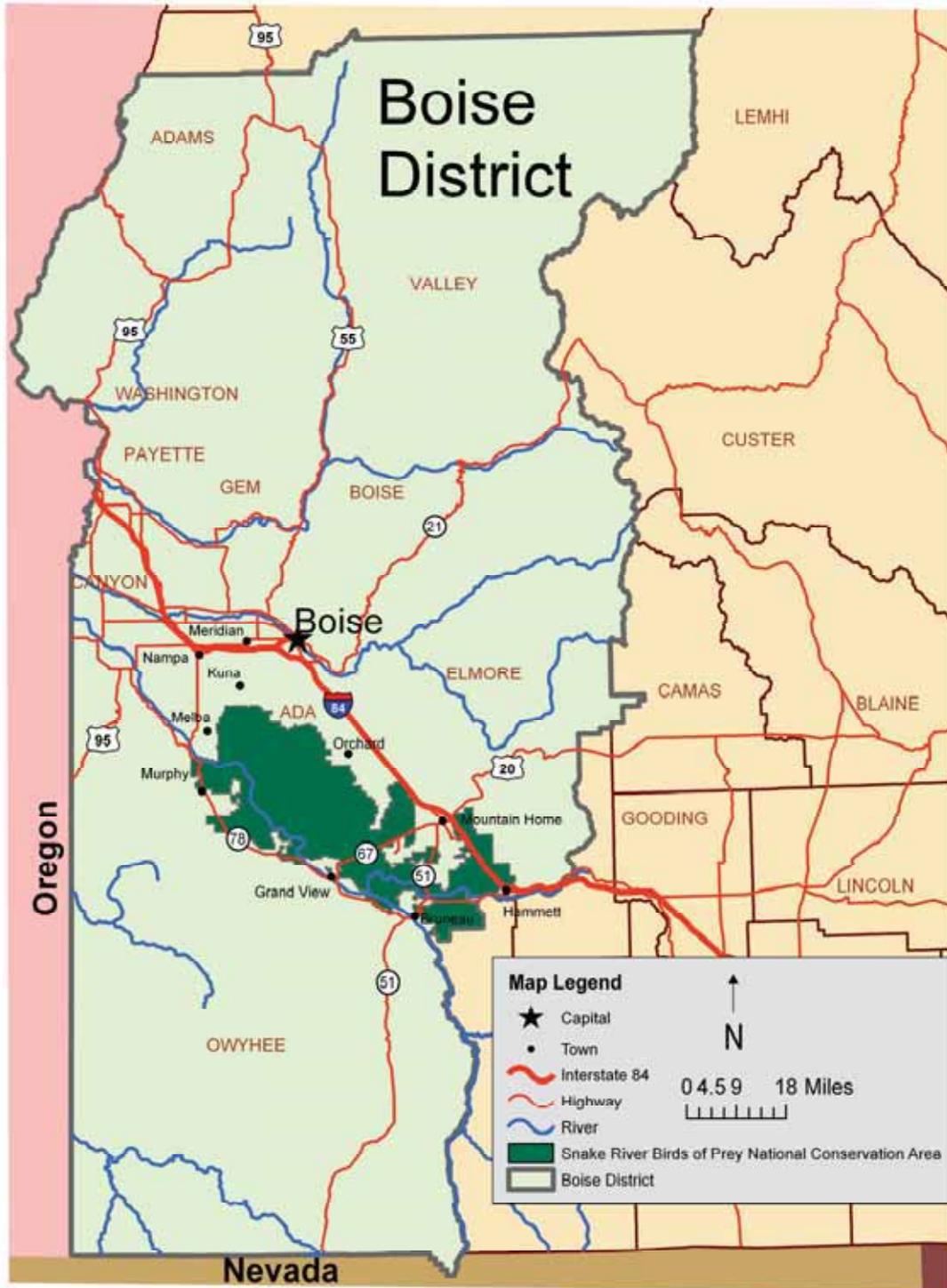
Thank you again for taking part in this important management decision-making process for the NCA. Your active participation will help the BLM achieve its mission to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. We look forward to working with all interested governments, agencies, organizations and individuals in implementing this plan for the management of one of our nation's special places. We will manage the NCA as a valued resource that has been entrusted to our care by the American people and in a manner that deserves your continued trust, while fulfilling the legislative intent to protect, conserve, and enhance raptor populations and habitats.

Sincerely,

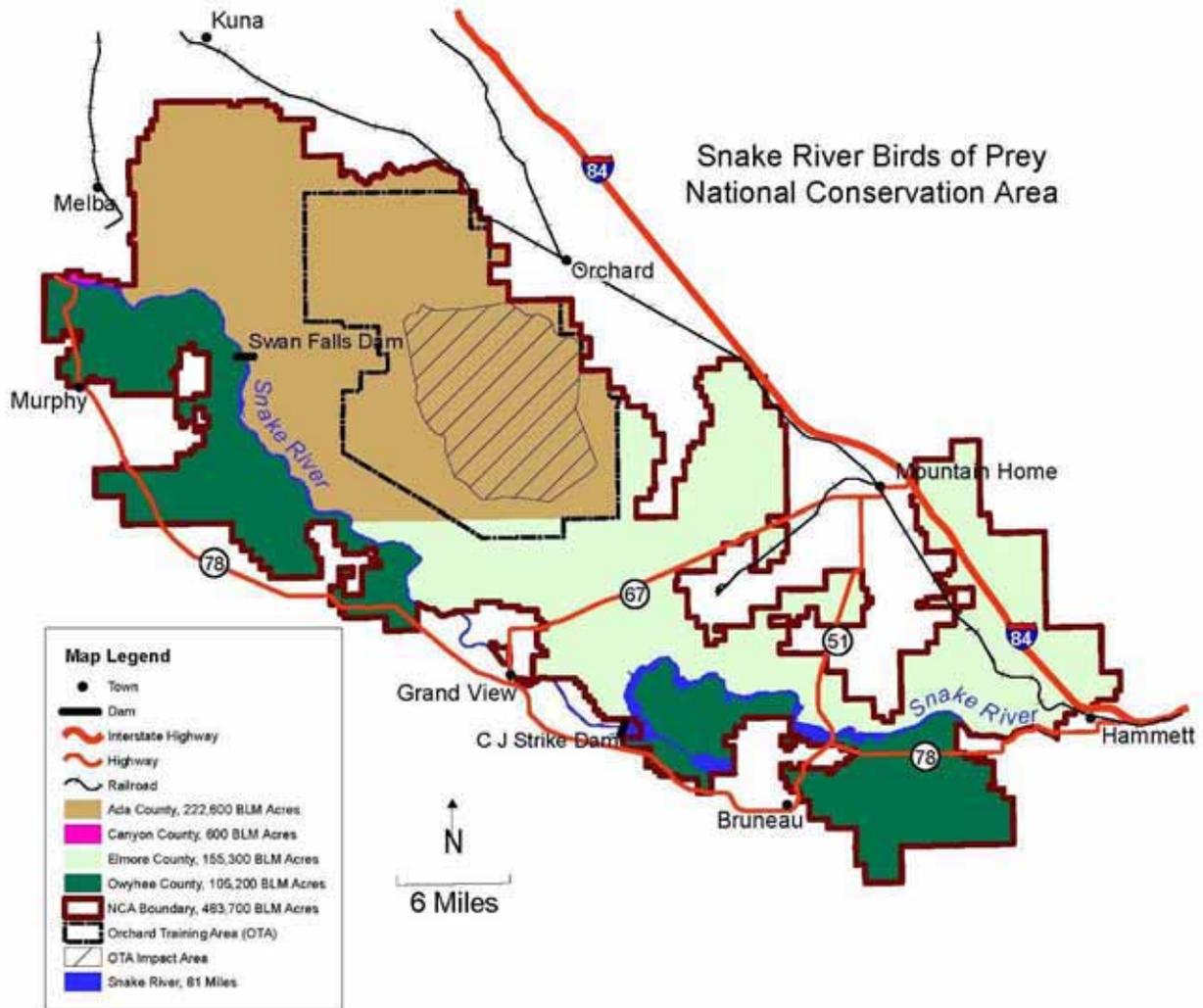
John Sullivan  
NCA Manager



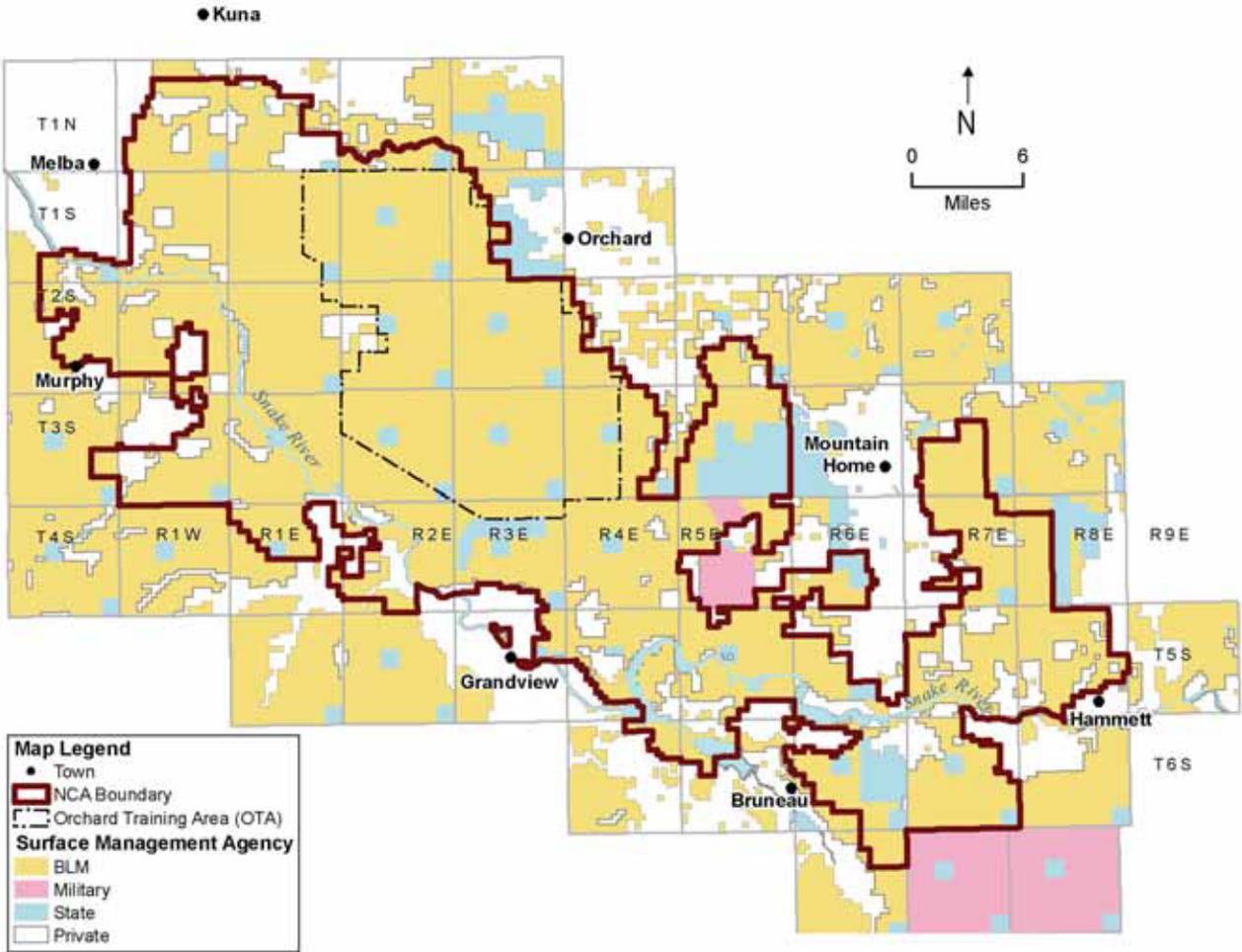
**UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT  
BOISE DISTRICT OFFICE**



# OVERVIEW OF THE NATIONAL CONSERVATION AREA (NCA)



# LAND OWNERSHIP WITHIN THE NCA





## INTRODUCTION

The Bureau of Land Management (BLM) prepared this Record of Decision (ROD) on the *Snake River Birds of Prey National Conservation Area (NCA) Proposed Resource Management Plan/Final Environmental Impact Statement*. The ROD includes a statement of the decisions made, the basis for the decision(s), synopses of alternatives considered, description of the environmentally preferable alternative, and an overview of public involvement in the decision-making process.

## DECISION

The attached plan is hereby approved as the Resource Management Plan (RMP) for the public lands and resources within the NCA, which are managed as a part of the BLM Four Rivers Field Office (FRFO). The NCA contains approximately 483,700 acres of public land in the Idaho counties of Ada, Canyon, Elmore and Owyhee. Public Law (PL) 103-64 established the NCA in 1993 for the "...conservation, protection and enhancement of raptor populations and habitats and the natural and environmental resources and values associated therewith..." This Plan was prepared under the regulations implementing the Federal Land Policy and Management Act (FLPMA) of 1976 (43 CFR Part 1600), as well as in conformance with requirements of the NCA-enabling Act. An Environmental Impact Statement (EIS) was prepared for this plan in compliance with the National Environmental Policy Act (NEPA) of 1969.

This RMP will replace portions of the 1983 Kuna Management Framework Plan (MFP), 1983 Bruneau MFP, 1987 Jarbidge RMP, 1988 Cascade RMP, and 1999 Owyhee RMP that cover the NCA, and replace the 1996 NCA Management Plan. The RMP is nearly identical to the one set forth in the NCA Proposed RMP and Final EIS, published February 29, 2008. Specific management decisions for the public lands under the jurisdiction of the FRFO are presented in Chapter 2. Major decisions include:

- Protecting remaining shrub communities through aggressive wildfire suppression;
- Restoring up to 130,000 acres of shrub habitat;
- Completing up to 100,000 acres of fuels management projects;
- Modifying Idaho Army National Guard (IDARNG) training activities by limiting vehicular maneuver training to non-shrub communities to protect existing shrub communities, and by providing 4,100 acres of additional training area to enhance military maneuvers impacted by restrictions;
- Area and use designations for livestock grazing, off-road vehicle use, rights-of-way, visual resource management, and energy corridors.

## OVERVIEW OF THE ALTERNATIVES

The BLM developed four RMP alternatives, including a No Action (Current Management) Alternative, and analyzed them in detail in an EIS. Each alternative emphasized a different combination of resource uses, allocations and restoration measures to address issues and resolve conflicts among uses so program goals are met in varying degrees and timeframes across the alternatives. The four alternatives considered are summarized below.



**Alternative A (No Action—Continue Current Management)**

This No Action Alternative would continue present practices based on existing land use plans and amendments. It depicts current management, and also serves as a baseline for comparison with the other alternatives. The habitat restoration program would be driven primarily by emergency fire rehabilitation processes, resulting in a minimal increase in the acreage of shrub communities.

**Alternative B**

The emphasis of this alternative is the restoration of a moderate amount of raptor and raptor prey habitat in addition to those areas affected by emergency fire rehabilitation and fuels management projects. This alternative would accommodate recreation, military and commodity uses that are compatible with the purposes of the NCA.

**Alternative C**

This alternative emphasizes the restoration and rehabilitation of all non-shrub areas outside of the Orchard Training Area (OTA) to improve raptor and raptor prey habitat. To support this level of habitat restoration, recreation and military training would be substantially restricted, and livestock grazing preference would be eliminated.

**Alternative D (Proposed Action)**

This alternative emphasizes the restoration and rehabilitation of all non-shrub areas outside the OTA to improve raptor and raptor prey habitat while imposing only moderate restrictions on recreation, military training and commodity uses.

**NOTICE OF MODIFICATIONS**

The Approved RMP is identical to Alternative D of the Proposed RMP/Final EIS (PRMP/FEIS) with minor modifications and clarifications resulting from changes in the status of federally listed threatened and endangered species. In addition, the area known as Pasture 8B of the Battle Creek Allotment is no longer listed as closed to grazing. These minor modifications and clarifications did not result in substantial changes to the proposed action, which related to environmental concerns; therefore, a supplemental FEIS is not needed.

The modifications and clarifications are:

- The bald eagle and the Idaho springsnail were recently de-listed, and are no longer Federal endangered and threatened species. They remain BLM special status species and will continue to be managed to preclude the need for their re-listing as endangered or threatened.
- Slickspot peppergrass (*Lepidium papilliferum*) was listed as a proposed endangered species in response to a June 4, 2008 court order. The U.S. Fish and Wildlife Service (USFWS) is currently scheduled to issue a final listing decision by October 2009. This



RMP identifies management actions and conservation measures based on the 2003 Slickspot Peppergrass Candidate Conservation Agreement (CCA) and a programmatic Conservation Agreement (CA) signed by the BLM and USFWS in August 2006 which were designed to minimize adverse effects. If the final decision is to list the plant as either threatened or endangered, the BLM will initiate Section 7 consultation with the USFWS as required.

- Pasture 8B (3,040 acres) will not be allocated preference grazing; however, it may be grazed at BLM's discretion, under contract or as temporary non-renewable forage, for the purpose of meeting specific NCA resource management objectives, including weed reduction, hazardous fuels management, and ecological improvement (Grazing Map 1). Prior to grazing, an environmental analysis will be completed to identify impacts and develop appropriate mitigations.

## **ENVIRONMENTALLY PREFERRED ALTERNATIVE**

A Record of Decision is required under Council on Environmental Quality (CEQ) regulations to identify the environmentally preferred alternative. The CEQ has defined the environmentally preferred alternative as the one that will promote the national environmental policy, as expressed in Section 101 of NEPA. Alternative C would be more protective of many natural and cultural values than the other alternatives, but would provide for fewer and more restricted uses, resulting in the greatest economic and social impacts. Also, the emphasis on minimal active management under this alternative could result in undesired conditions, especially, increased wildland fire potential.

The BLM determined Alternative D, the approved RMP, to be the preferred alternative when considering both the human (social and economic) environment and the natural environment. Section 101 of NEPA lists six broad policy goals for all Federal plans, programs and policies. It states in pertinent part that "...it is the continuing responsibility of the federal government to...

1. fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. ensure for all Americans safe, healthful, productive and aesthetically and culturally pleasing surroundings;
3. attain the widest range of beneficial uses of the environment without degradation, risk to health or safety or other undesirable and unintended consequences;
4. preserve important historical, cultural and natural aspects of our national heritage, and maintain, wherever possible, an environment that supports diversity and variety of individual choice;
5. achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life's amenities;
6. enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources."



Identifying the preferred alternative involves balancing current and potential resource uses, resource impacts and mitigation to maintain a healthy environment while meeting human needs.

## **MANAGEMENT CONSIDERATIONS/DECISION RATIONALE**

Approval of the attached RMP considers a number of factors, including input from Native American Tribes, the Idaho Army National Guard, State and County governments, other Federal agencies, BLM Boise District Resource Advisory Council (RAC), interested organizations and the public.

Approval of the RMP is the best approach to addressing the planning issues identified through scoping, meeting the purpose and need of the planning process and providing an optimal balance in managing resource uses while considering potential impacts to public lands.

## **MITIGATION MEASURES**

The Approved RMP contains appropriate mitigation and management actions to avoid or minimize environmental impacts, where practicable, while meeting the purposes for which the NCA was established. Mitigation may also be developed during site-specific activity and project level analysis.

## **PLAN MONITORING**

Planning regulations (43 CFR 1610.4-9) require continuous monitoring of RMPs and periodic formal evaluations. The BLM will monitor the Approved Plan to determine whether the objectives set forth in this document are being met, and if the land use plan direction is effective. In addition to the program-specific monitoring, the plan identifies landscape-level monitoring and triggers that could result in change, should monitoring show that progress towards objectives is not being achieved or, ultimately, the Desired Future Conditions (DFC) are not being realized.

The BLM may modify or adjust management to meet objectives without amending or revising the plan, as long as assumptions and impacts disclosed in the analysis remain valid and broad-scale goals and objectives are not changed. In those instances where BLM considers taking or approving actions that alter or do not conform to the overall direction of the plan, BLM will prepare a plan amendment or revision with appropriate public involvement and environmental analysis.

## **PUBLIC AND GOVERNMENT INVOLVEMENT**

The BLM conducted an extensive public outreach program to encourage broad public participation during the development of this RMP. Over 30 public meetings were held during development of the Proposed RMP/Final EIS. In addition to the public scoping meetings, BLM attended meetings with non-governmental organizations and agencies. Participation by the public, Native American Tribes, local governments, and State and Federal agencies enhanced BLM's understanding of their various viewpoints during development of the alternatives for analysis, identification of the preferred alternative based on public comments on the Draft EIS/RMP, selection of the proposed alternative for the Final EIS and Proposed RMP, and the final decision implementing the RMP. The BLM Boise District RAC helped with public outreach and understanding of the public issues and concerns. The



Idaho Army National Guard and Owyhee County were cooperators in the development of the RMP/EIS.

## **SCOPING**

The BLM published the Notice of Intent to Plan (NOI) in the *Federal Register* (FR) on August 7, 2001. It conducted formal public scoping from November 27, 2001 to January 9, 2002. During the scoping period, BLM held six public meetings, sent a newsletter to interested parties, established a project web site and published notices in local newspapers. Throughout the scoping and issue identification process, 52 individuals and/or organizations provided 1,031 distinct written comments. The BLM analyzed these comments and used the results to identify the planning issues, Desired Future Conditions, alternatives, and conduct environmental analysis of the alternatives.

## **DRAFT RMP/EIS**

On May 19, 2006, BLM published the Draft RMP/EIS with a 90-day public review and comment period. Copies of the document were distributed upon request, and it was available for viewing on the Idaho BLM web site and at the Boise District Office. Prior to the release of the Draft RMP, BLM held a number of “Coffee Shop” style meetings to discuss with interested parties the preliminary alternatives. During the comment period, BLM conducted four additional public meetings and sent out another newsletter. As a result of the extensive public outreach, BLM received only 17 letters from individuals and/or groups commenting on the Draft RMP.

## **PROPOSED RMP/FINAL EIS**

Public comments on the Draft RMP/Final EIS, and review by and consultation with the Shoshone-Paiute and Shoshone-Bannock Tribes and the U.S. Fish and Wildlife Service, were considered and incorporated into the Proposed RMP/Final EIS. The Proposed RMP/Final EIS was published on February 29, 2008 and contained responses to all substantive comments received on the Draft. The BLM distributed copies upon request, and made the document available on its web site and at the Boise District Office. It also published a Notice of Availability (NOA) in the *Federal Register*, which initiated a 30-day protest period.

## **RECORD OF DECISION/APPROVED RMP**

Copies of this ROD and Approved RMP are available upon request, can be viewed on the Idaho BLM web site, at the Boise District Office, or at the BLM Idaho State Office in Boise.

## **PROTESTS AND APPEALS**

The BLM policy for land use planning specifies the types of decisions that are considered land use planning decisions, and those that are considered implementation-level decisions. This policy is outlined in the BLM Land Use Planning Handbook. Land use planning decisions are subject to protest in accordance with land use planning regulations (43 CFR 1610.5-2). Implementation level decisions are not subject to protest, but may be appealed as described by 43 CFR 4.4.



All decisions covered by this ROD are land use planning decisions that were protestable upon publication of the Proposed RMP. In accordance with 43 CFR 1610.5-2, the decision of the BLM Director regarding protests is the final decision for the Department of the Interior and is not subject to further administrative appeal.

## RESULTS OF PROTEST REVIEW

The BLM received two protest letters on the proposed land use plan decisions contained in the Proposed NCA RMP/Final EIS.

One letter was submitted by Simplot Land and Livestock. The main protest point in this letter was that:

- Closing Pasture 8B of the Battle Creek Allotment will not allow for the use of grazing to improve the undesirable resource conditions that currently exist there.

Western Watersheds Project submitted the other protest letter. The primary concerns expressed in this letter were that:

- The proposed RMP contained an inadequate range of alternatives.
- The proposed RMP provided inadequate protections for slickspot peppergrass and microbotic crusts.
- Management actions did not address grazing as the principal agent causing vegetative degradation and habitat fragmentation.
- BLM did not use the most current vegetation data.

The BLM Director addressed all protest points without requiring significant changes to proposed RMP decisions.

## APPEALABLE DECISIONS AND PROCEDURES

Opportunity for administrative appeal of the proposed decisions ended on March 31, 2008, with the close of the RMP protest period.

## APPROVAL

Having considered a full range of reasonable alternatives, associated effects, and public input, I approve the Snake River Birds of Prey National Conservation Area Resource Management Plan.



Thomas H. Dyer  
Idaho State Director  
Bureau of Land Management

9/30/08  
Date



**DEAR READER LETTER**

**RECORD OF DECISION** ..... R-1

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### 1.1 INTRODUCTION

The Snake River Birds of Prey National Conservation Area (NCA) is located in southwestern Idaho, within a 30-minute drive of Boise, and where almost half of Idaho’s population resides. It is located in Ada, Canyon, Elmore and Owyhee counties and encompasses approximately 483,700 public land acres extending 81 miles along the Snake River. The NCA includes the 138,000-acre Orchard Training Area (OTA), used by the Idaho Army National Guard (IDARNG) for military training since 1953. Within its boundary are approximately 41,200 State acres, 4,800 private acres, 1,600 military acres, and 9,300 acres covered by water; however, these lands were not affected by the NCA designation and are not affected by NCA RMP decisions.

The NCA was established in 1993 by Public Law (PL) 103-64 (16 USC 460iii-2; 107 Stat. 304) (Appendix 1). Public activities and uses that existed when the legislation was enacted are allowed to continue to the extent that they are compatible with the purposes for which the NCA was established - conservation, protection, and enhancement of raptor (birds of prey) populations and habitats. It contains the greatest concentration of nesting raptors in North America and the greatest density of prairie falcons in the world. About 700 raptor pairs, representing 16 species, nest there each spring, including golden eagles and burrowing owls. Eight other raptor species use the area during various seasons.

The area is a unique habitat for birds of prey because the cliffs of the Snake River Canyon provide ideal nesting sites, while the adjacent upland plateau supports unusually large populations of small mammal prey species. It is noted for having one of the highest densities of ground squirrels ever recorded, and the Piute ground squirrel is a critical food source during late winter, spring, and early summer for many of the NCA raptor species – most notably prairie falcons.

The NCA is managed by BLM under the concept of dominant use rather than multiple use. This means that prior to authorizing uses, BLM determines the compatibility of those uses with the purposes for which the NCA was established. Many historic uses that were occurring when it was established have either already been analyzed or were analyzed during this planning process.

This planning effort was undertaken to provide the BLM Boise District with a comprehensive framework, known as a Resource Management Plan (RMP), for managing the affected public lands. The purpose of the RMP is to ensure that public land uses are planned for and managed in accordance with the requirements of PL 103-64.

### 1.2 PURPOSE OF THE RMP

The RMP provides BLM with a stand-alone comprehensive framework for managing public lands in the NCA over the next 20+ years to meet the purposes of the enabling legislation (Appendix 1):

*“...to provide for the conservation, protection, and enhancement of raptor populations and habitats and the natural and environmental resources and values associated*



*therewith, and of the scientific, cultural, and educational resources and values of the public lands in the conservation area....”*

The enabling legislation and the management principles contained in the Federal Land Policy and Management Act (FLPMA) guide the land use decisions within the NCA. In addition, authorized uses must be determined to be compatible with the purposes for which it was established [Section 3(a) of the NCA-enabling Act], as well as with the management guidance provided in Section 1(5) and Section 4(b) of the Enabling Act.

### **1.3 NEED FOR THE RMP**

According to BLM’s planning manual (1610), land use plans guide management actions on the affected public lands. Land use plan decisions establish goals and objectives for resource management [i.e., Desired Future Conditions (DFC)], the measures needed to achieve the goals and objectives, and parameters for using public lands. They identify lands that are open or available for certain uses, including any applicable restrictions, and lands that are closed to certain uses. Land use plan decisions ordinarily are made on a broad scale and customarily guide subsequent site-specific implementation decisions. Among the issues and concerns needing to be addressed in the NCA are:

- Landscape-level changes in ecological condition caused by the loss of shrub habitat.
- The need to recognize the role of fire in the NCA and identify appropriate fire and fuels management.
- The expansion of invasive and noxious weeds contributing to landscape-wide changes in plant communities and ecological processes.
- The burgeoning human population in the surrounding area which has increased recreation demands and related impacts.
- The management of special status species including slickspot peppergrass and Snake River snails.
- Locations and size of military training areas.
- Areas available for livestock grazing.

Because of the increasing demand for use of public land, there is a compelling need to develop an RMP that ensures that:

- Management is more proactive about conserving, protecting, and enhancing raptor populations and habitats, including raptor prey populations.
- Authorized uses are compatible with the purposes for which the NCA was established.
- Resource uses are balanced, and are sustainable over the long-term.
- Increasing demand for a comprehensive transportation plan, including off-highway vehicle use, is addressed.
- Sensitive species habitats are protected and enhanced.



## 1.4 PUBLIC PARTICIPATION

BLM published the Federal Register Notice of Intent (NOI) to plan in the NCA on August 7, 2001. The following principles for collaboration drove the public involvement process:

1. Realistically match internal resources to commitments.
2. Identify what is fixed and what is open for input and influence by the public.
3. Be clear and consistent.
4. Educate the public about the RMP process and how it links to future site-specific decisions.
5. Link to national strategies and policies in order to focus on what is open for discussion and minimize debate on issues that are already decided.
6. Follow through on commitments, both procedural and substantive.
7. Be publicly accountable for seeking input from the public.

The BLM designed a process consistent with its seven principles for collaboration, which was included in an internal document entitled *A Collaborative Process for Resource Management Planning*. Generally, this iterative process followed a pattern of:

- Interdisciplinary team (ID Team) product development and internal agency review.
- Review from BLM Boise District Resource Advisory Council (RAC).
- Review from Federal, State, local agencies, and cooperating agencies through the Intergovernmental Coordination Group (ICG).
- Formal government-to-government consultation with American Indian Tribes.
- Review and comment from the general public.
- ID team revisions based on this feedback.

The RAC is a 15-member advisory group which provides advice and recommendations to BLM on resource and land management issues. Membership includes a cross section of Idahoans from the southwestern portion of the state representing energy, tourism and commercial recreation, environmental, and archeological or historic interests, as well as elected officials, Tribes and the public-at-large. Council members are selected for their ability to provide informed, objective advice on a broad array of public lands issues and their commitment to collaboration in seeking solutions to those issues. Members are appointed to three-year terms, may be reappointed to consecutive terms, and must be Idaho residents.

The ICG is a group comprised of representatives from Federal, State, and local governments which meet to increase two-way information sharing about natural resource guidance, documents, data, and initiatives to ensure that information is considered, and to assist in resolving inconsistencies between Federal and State/local plans.

Meetings with individuals and interest groups occurred throughout the process. It should be noted that the ID Team included representatives from two cooperating agencies, the IDARNG and Owyhee County.



## 1.5 LAWS AND REGULATIONS THAT INFLUENCED THE SCOPE OF THE RMP

The BLM planning regulations (43 CFR 1610) require identification of planning criteria which guide and direct the development of the RMP. They influence all aspects of the planning process, including inventory and data collection, formulation of alternatives, estimation of effects, and, ultimately, the selection of a proposed alternative. They ensure that RMPs 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. They are also based on consultation with American Indian Tribes; coordination with public, other Federal, State, and local agencies and government entities; and analysis of information pertinent to the planning area.

## 1.6 DESIRED FUTURE CONDITIONS AND STANDARDS FOR THE NCA

Following consultation with the Tribes and with the assistance of the RAC, ICG, public, and cooperators (IDARNG and Owyhee County), BLM developed the DFC. They are the goals that specifically address the issues and perspectives identified by the public and others, and are generally broad statements that describe the future condition of resources and/or land uses that BLM and the public identified during the scoping process. The DFC do not, however, describe the actions needed to attain those conditions. The conditions are expressed in terms of DFC and standards. The DFC aid BLM in identifying actions that will most effectively address unsatisfactory resource conditions as required by laws and regulations, national policy (i.e., BLM Strategic Plan Goals), State Director guidance, and resource or social considerations.

Standards are descriptions of physical, chemical, and biological conditions required to maintain healthy ecosystems. In addition, BLM has developed goals for specific programs. Collectively, they form the vision for future management of the area.

### Resources:

#### 1.6.1 Air Quality

Tied to National and State Guidance.

#### 1.6.2 Cultural and Tribal

##### DFC:

- Cultural and historic resources would be protected, and past, present, and future traditions and practices would be preserved.

##### Standard:

- Protection would be provided through administrative and physical measures, education, interpretation, and special designations.



### 1.6.3 Fish and Wildlife (includes Special Status Animals)

#### DFC:

- The distribution, abundance, and quality of wildlife habitats would be maintained or improved to provide food, cover, and space for healthy populations of game and non-game wildlife through the seasons, as well as through various life stages.
- Distribution and condition of habitats would contribute to the long-term viability of federally listed and BLM sensitive species and to their resilience to environmental change.
- Raptor nest sites would be protected, maintained, and enhanced.

#### Standards:

- Plant communities with shrub, forb, and grass diversity and cover appropriate to the site would provide quality upland habitats.
- Quality habitat for riparian-dependent animals would be provided by streams and wetlands with plant species diversity and structure appropriate to the site.
- Connectivity between habitats for fish and wildlife populations would be maintained or enhanced.
- The number of large trees would be increased to enhance raptor roosting and nesting habitat.

### 1.6.4 Soil Resources

Tied to National and State guidance.

### 1.6.5 Vegetation

#### 1.6.5.1 Upland and Special Status Plants

#### DFC:

#### Areas 1, 2 and 3 (See Management Area Map)

- The uplands would support healthy sagebrush and salt desert shrub communities, and provide habitats to sustain or increase raptor and raptor prey populations.
- The uplands would provide habitats to increase the populations of shrub obligate animals.
- Habitat conditions would contribute to long-term viability of special status species.
- Noxious weeds would only be present in small isolated areas.
- Plant communities would show an upward trend in species diversity, productivity, and structure.

#### Area 1 Specific

- Sagebrush and salt desert shrub communities would be the dominant vegetation type and would include a mosaic of multi-aged shrubs, forbs, and native and adapted non-native perennial grasses.
- There would be a decrease in the severity, frequency, and size of wildfires.



Area 2 Specific

- Sagebrush and salt desert shrub communities would increase and would include a mosaic of multi-aged shrubs, forbs, and native and adapted non-native perennial species.
- There would be a decrease in the severity, frequency, and size of wildfires.

Area 3 Specific

- Sagebrush and salt desert shrub communities would increase, but the area would remain largely dominated by cheatgrass and other exotic annuals.
- Fire would continue to be a function of cheatgrass-dominated areas.

**Standards:**Areas 1, 2 and 3:

- Healthy native and adapted non-native plant populations would minimize the establishment of invasive and noxious weeds. New infestations of noxious weeds would be eradicated, and existing populations of noxious and invasive weeds would be managed to prevent invasions of weed-free areas.
- The population size and habitat quality of special status plants would be maintained and/or improved.
- Special status plants would continue to exist at their present locations.
- The distribution, abundance, and vigor of special status plant species would be maintained or improved.

Area 1 Specific:

- A mixture of early to late seral sagebrush and salt desert shrub/grasslands, needed for raptor and raptor prey habitat, would exist in various sized blocks in well-distributed patterns across the landscape (including disjunct islands and corridors).

Area 2 Specific:

- Early to mid seral sagebrush and salt desert shrub/grasslands, needed for raptor and raptor prey habitat, would exist in smaller sized and less contiguous blocks compared to Area 1.

Area 3 Specific:

- Small, non-contiguous stands of early to mid seral sagebrush and salt desert shrub/grasslands, needed for raptor and raptor prey habitat, would increase in size and connectivity.

**1.6.5.2 Vegetation – Riparian and Water Quality**DFC:

- Upland and riparian conditions would support water quality that is consistent with Idaho water quality standards.
- Riparian areas would provide habitats to sustain or increase raptor populations.



- Riparian areas would provide habitats to sustain riparian obligate species, especially special status species.

Standards:

- Native riparian plant species would be the dominant vegetation type.
- The population size and habitat quality of special status plants would be maintained and/or increased.
- Desirable native and non-native plant populations would minimize establishment of invasive noxious weeds.

**1.6.6 Visual Resources**

No Specific DFC: See Recreation.

**1.6.7 Water Quality**

No Specific DFC: See Vegetation – Riparian and Water Quality.

**Resource Uses:**

**1.6.8 Idaho Army National Guard**

DFC:

Areas 1 and 2

- The Idaho Army National Guard would continue to administer military activities in the Orchard Training Area in a manner that is compatible with the NCA-enabling legislation.

Standard:

Areas 1 and 2

- Military activities would not adversely impact raptor and raptor prey habitats.

**1.6.9 Lands and Realty**

DFC:

- Public lands would be consolidated to facilitate land management.
- Administrative and public access to public lands would exist where needed and where consistent with resource values.
- All major utility and transportation rights-of-way would be located in designated corridors.
- Resource values on public lands would be protected to prevent loss of revenue due from the use of public lands.

Standard:

- Consolidation would be accomplished through a combination of land exchange, purchase, and donation.



### **1.6.10 Livestock Grazing**

DFC:

- Forage would be made available to support ranching operations to the extent compatible with the NCA-enabling legislation.

Standards:

- Livestock grazing would not adversely impact habitat requirements of raptors and their prey base.
- Grazing management programs would be planned and scheduled to control the timing, intensity, and duration of grazing use to protect and/or enhance the ecological integrity of plant communities.

### **1.6.11 Recreation**

DFC:

- A range of motorized, non-motorized, undeveloped and developed recreation opportunities would exist in a manner compatible with the NCA-enabling legislation.
- Environmental impacts and user conflicts would be reduced by improving public awareness of birds and their prey.

Standard:

- New recreation facilities that are compatible with the NCA purposes would be designed to protect the natural and scenic landscape values.

### **1.6.12 Renewable Energy**

No Specific DFC: See Lands and Realty.

### **1.6.13 Transportation**

No Specific DFC: See Recreation.

### **1.6.14 Utility and Communication Corridors**

No Specific DFC: See Lands and Realty.

Other:

### **1.6.15 Fire Ecology**

No Specific DFC: See Vegetation.



### 1.6.16 Special Designations

DFC:

- Special or unique natural, historic, cultural, scenic, and recreational values would be protected through special designations, as needed.

Standard:

- Special designations would be used for intensive management of unique resources.

### 1.6.17 Social and Economic Conditions

DFC:

- Consumptive and non-consumptive uses, determined to be compatible with the purposes of the NCA, would contribute to the economy of the region.

Standard:

- No standard was identified.

## 1.7 RELATIONSHIP TO OTHER PLANS, POLICIES, AND PROGRAMS

Specific actions required to attain the goals and outcomes defined in the RMP are accomplished through implementation plans and subsequent monitoring. These plans apply to specific program areas, projects, or operational and development strategies for specific areas of the NCA. Future implementation plans will use the goals and DFC defined in this document as their objective. Implementation plans with potential to affect the environment will require formal analysis in compliance with NEPA and related legislation, including the National Historic Preservation Act.

FLPMA requires that: *“the Secretary shall, to the extent he finds practical, keep apprised of State, local, and tribal land use plans; assure that consideration is given to those State, local and tribal plans that are germane in the development of land use plans for public lands; assist in resolving to the extent practical, inconsistencies.... Land use plans of the Secretary under this section shall be consistent with State and local plans to the maximum extent he finds consistent with Federal law and the purposes of this act.”*

Relevant plans, policies, and programs (e.g., State/local land use plans) were considered in the preparation of this document. In addition to all local, State and Federal regulations, the IDARNG must comply with internal Department of Defense (DoD), Department of Army (DA), and National Guard Bureau directives, policies, and regulations.

As previously mentioned, BLM formed the ICG, which is composed of representatives from various Federal, State, and local agencies and government entities to ensure that, where practical, the RMP is consistent with requirements in other agency plans. Since over 20% of the NCA is located in Owyhee County, the Board of Commissioners signed a cooperating agency agreement which allowed them to have representation on BLM’s ID Team during RMP development. IDARNG also signed a



cooperating agency agreement. IDARNG, as a cooperating agency, provided both natural resource and military training expertise on the ID Team.



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## Chapter 2 – Management Objectives and Management Actions

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The following information details the rationale, standard operating procedures, objectives and management actions for each resource and resource use throughout the life of this plan.

### 2.1 AIR QUALITY

#### Rationale

The “Interim Air Quality Policy on Wildland and Prescribed Fires” issued by the U. S. Environmental Protection Agency (EPA) on April 23, 1998 directs public land managers to protect public health and welfare by mitigating the impacts of air pollutant emissions on air quality and visibility for all wildland and prescribed fires managed to achieve resource values. In accordance with the planning criteria, including the Clean Air Act, all authorized actions would meet or exceed National Ambient Air Quality Standards.

#### Standard Operating Procedures

- Emissions from point and non-point sources will be limited by requiring and implementing mitigation measures.
- An approved burn plan, that includes information and techniques to reduce or alter smoke emission levels, will be in place prior to implementing a prescribed burn.
- All prescribed fire actions will be coordinated with other affected agencies through the Montana/Idaho Smoke Management Program certified by the EPA and Idaho Department of Environmental Quality.
- The majority of fuel types do not allow for opportunities to reduce emissions; therefore, emissions will be managed primarily by timing and atmospheric dispersal.

#### Air Quality Objectives and Management Actions

<b>Objectives:</b>
Meet or exceed the National Ambient Air Quality Standards and the Prevention of Significant Deterioration regulations with all authorized actions.
<b>Management Actions:</b>
Management actions are derived from the legislation and are covered under Standard Operating Procedures.

### 2.2 CULTURAL AND TRIBAL RESOURCES

#### Rationale

The BLM’s management of cultural resources is guided by laws, executive orders (EO), regulations, and policies. The National Historic Preservation Act (NHPA) of 1966, as amended, directs Federal agencies to provide leadership in the protection and preservation of prehistoric and historic cultural properties that have been determined eligible for listing or are listed in the National Register of Historic Places (NRHP). Section 106 of the NHPA directs Federal agencies to consider the potential effects of agency and agency-approved actions on significant archaeological and historic properties through a process of inventory, evaluation and effects analysis, and consultation with American Indian Tribes, State Historic Preservation Office, Advisory Council on Historic Preservation, and



interested publics. Section 110 of the NHPA directs agencies to establish programs to inventory, evaluate and nominate sites to the NRHP and to protect, preserve, manage, and maintain cultural properties.

As part of BLM's cultural resource management program, the Idaho Army National Guard (IDARNG) protects and monitors cultural and historic sites within the Orchard Training Area (OTA) under the requirements of a Cultural Resources Memorandum of Agreement, which is an addendum to the OTA Memorandum of Understanding (MOU).

### Standard Operating Procedures

- American Indians have access to the public lands in the NCA for hunting, fishing and gathering, and to practice their religion and culture. Sites and traditional cultural properties deemed to be at risk from natural or human caused factors will be protected.
- Section 110 cultural resource surveys will be conducted. Based on historic numbers, it is estimated that 80 to 240 acres will be surveyed for cultural resources per year.
- Conduct interpretation and education, data recovery and recordation, and site stabilization activities as key elements in the protection of cultural resources.
- Retain public lands containing important cultural resources and plant habitat unless they can be exchanged for lands containing better habitat and/or more significant resource values.
- Adverse impacts to cultural resources will be mitigated with specific management actions chosen for each project. Management actions could be chosen from a variety of options that include, but are not limited to:
  - o Physical avoidance of the site by moving the proposed project.
  - o Fencing of the site to protect the cultural properties.
  - o More complete documentation of the site with additional site recordings such as photographs, site maps, sketches, or other data recovery techniques.
  - o Preservation of the site by limiting surface collection of artifacts.
  - o Archaeological testing.
  - o Data recovery through salvage excavation.
  - o Full data recovery through scientific excavation.
  - o On-site mitigation of potential adverse impacts.

### Cultural and Tribal Resources Objectives and Management Actions

<b>Objective:</b>
Manage cultural resources by emphasizing mitigation and public interpretation.
<b>Management Actions:</b>
Acquire lands that contain significant natural or cultural resources as opportunities arise.
Protect cultural resources in place without actions such as site excavations or removal of objects when possible.
Restrict vehicles to designated routes in the Guffey Butte-Black Butte Archaeological District.
Revoke the Guffey Butte-Black Butte Area of Critical Environmental Concern (ACEC) designation.



### Cultural and Tribal Resources Objectives and Management Actions

Enlarge the Oregon Trail Special Recreation Management Area (SRMA) to approximately 7,900 acres. (Recreation Map 1)

Protect the Oregon Trail as a Visual Resource Management (VRM) Class II area. [Visual Resource Management (VRM Map)]

## 2.3 FISH AND WILDLIFE

### Rationale

Pursuant to Section 3(a)(2) of the 1993 NCA-enabling legislation (PL 103-64), BLM is required to manage the NCA to “...provide for the conservation, protection, and enhancement of raptor populations and habitats and the natural and environmental resources and values associated therewith...” Section 2(4) of the Act defines the term “raptor habitat” to include the habitat of the raptor prey base as well as the nesting and hunting habitat of raptors within the conservation area.

Over 300,000 acres of native shrub communities have been lost in the past 30 years due, in large part, to repeated wildfires. Upland shrub and riparian communities constitute important habitat for small mammals that are the principal prey for the 25 raptor species that spend all or a portion of their year in the NCA. These communities also support a myriad of other wildlife species. Shrub communities degraded by wildfire, soil erosion, and exotic plant invasion cannot support relatively stable small mammal populations that are found in less degraded communities. Anything that compromises the population dynamics of raptors and their prey is of special concern. Therefore, a prime consideration for wildlife management is to improve existing habitat conditions, especially for small mammal populations. Management actions for the fish and wildlife program are tied closely to the vegetation and riparian resource programs.

Raptors and Raptor Prey: The greatest benefit to raptors is the stabilization of raptor prey populations, most notably the Piute ground squirrel. To stabilize and increase the small mammal prey base, remnant upland native shrub habitat must be preserved, inter-connected, and expanded. Restoring degraded areas to shrub/bunchgrass habitat with a forb component and biological soil crust provides additional habitat for small mammals, invertebrates, lizards, snakes, and birds.

Waterfowl: Riparian and wetland habitat improvement will provide additional food for waterfowl and migrant shorebirds, plus feeding and resting sites for many other bird species.

Upland Game: Pheasant, quail, dove, and partridge have additional nesting and escape cover if shrub/bunchgrass habitat is improved adjacent to agricultural sites. Additional water sources will also expand the amount of usable range for upland birds. Nuttall’s cottontails find increased cover and food in improved riparian and upland areas.

Big Game: Although mule deer and pronghorn have historically used most of the NCA (at least seasonally), their range is currently limited by a lack of surface water. Additional surface water would make more of the NCA available to these species.



**Non-Game:** Improving and expanding existing riparian and woodland habitats provides nest, perch, feed, and cover sites for many non-game birds; breeding areas for amphibians; and temporary food and cover for mammals, reptiles, amphibians and invertebrates. Additional cover and feeding areas will especially benefit migratory songbirds in the spring.

**Special Status Species (SSS):** See Special Status Species, Section 2.4 below.

### **Fish and Wildlife Objectives and Management Actions**

<b>Objectives:</b>
Emphasize protection and enhancement of raptor prey and other wildlife populations and habitats, expand areas utilized by raptor prey and big game, and reduce competition for forage in perennial pastures between livestock and Piute ground squirrels.
<b>Management Actions:</b>
Restore or maintain plant species diversity and hydrologic functioning of springs and seeps, where possible.
Increase raptor nesting, perching, feeding and roosting opportunities through tree planting or artificial structures.
Remove exotic trees and shrubs and plant cottonwood, willow, and other desirable trees and shrubs on up to 40 miles of riparian and wetland wildlife habitat.
Protect and restore all river, stream, and reservoir shorelines (approximately 101 miles) to maintain or enhance fisheries and aquatic-riparian habitat.
Provide additional surface water for big game, upland game, and non-game species.
Include shrubs that are suitable for raptor prey (small mammals) and big game in habitat restoration projects.
Plant up to 100 acres of yellow-billed cuckoo woodland habitat in appropriately sized blocks.
Restore approximately 130,000-targeted acres of degraded small mammal and big game habitat. Habitat restoration priorities will be emphasized where it is most beneficial to raptor prey populations, rather than being limited to currently burned areas.
Convert approximately 100,000 acres of annual grasslands to a perennial plant community through a combination of biological, chemical, and mechanical fuels management projects. This is in addition to habitat restoration projects.
Construct an additional pond (approximately 20-acres) at the Ted Trueblood Wildlife Management Area (TWMA) to increase habitat for migrant shorebirds and nesting waterfowl.
Improve up to two miles of riparian/wetland habitat annually.
Treat approximately 4,000 acres for noxious weed infestations annually. Restored areas and Special Status Plants (SSP) habitat have priority for treatment.



### Fish and Wildlife Objectives and Management Actions

Priest Ranch (340 ac), TWMA (300 ac) Gold Isle (120 ac), and Cove Recreation Site (100 ac) will be closed to livestock grazing. Kuna Butte (3,400 ac) of the Sunnyside Spring/Fall Allotment and Pasture 8B (3,040 ac) of the Battle Creek Allotment will only be grazed for the purpose of meeting specific NCA resource management objectives, under a fuels/weed reduction contract or as a temporary non-renewable grazing authorization (Grazing Map 1). Prior to grazing, an environmental analysis will be completed to identify impacts and develop appropriate mitigations. In addition to the above, livestock grazing in the Snake River Pasture (1300 ac) of the Melba Seeding Allotment, located downstream from Swan Falls Dam, will be restricted to the dormant season to reduce conflicts with spring and summer recreational use along the Snake River.

Livestock grazing will not be permitted in areas restored with perennial species until the plants are successfully established and can withstand grazing. Where practicable, these areas will only be grazed during the dormant season or grazed under a rotational grazing system to maintain the perennial species.

Retain Canyon and Plateau shooting restrictions as described below (Recreation Map 2). Use of firearms within these areas for animal damage control and law enforcement are exempt from the shooting closure.

- Plateau (37,700 acres) – closed year-round to the discharge of rifles and pistols.
- Snake River Canyon (23,500 acres) – closed year-round to the discharge of rifles and pistols except for deer hunting season in Hunting Unit 40 on the south side of the Snake River. Shotguns and muzzleloaders will be allowed from September 1 to February 14. The width of the closed area is 1/2 mile from the river or 100 yards back from the canyon rim, whichever is greater.

## 2.4 SPECIAL STATUS SPECIES (SSS) – ANIMALS AND PLANTS

### Rationale

The BLM Manual Section 6840 (Special Status Plant Management) provides overall policy direction to conserve listed, threatened, or endangered species on BLM administered land, and to ensure authorized actions do not contribute to the need to list Federal, candidate, State or BLM sensitive species. In addition, the management of Idaho rangelands is outlined in the Idaho Standards for Rangeland Health and Guidelines for Livestock Grazing Management (S&G) (Appendix 2). Standard 8 (Sensitive Species) represents the standards against which the NCA SSS will be measured. Management actions will focus on minimizing or eliminating the threats associated with wildland fire, competition from exotic species, grazing, and off-road vehicle activity.

The yellow-billed cuckoo is a candidate for threatened or endangered species listing by the U.S. Fish and Wildlife Service (USFWS) that needs immediate attention. Management actions authorized or funded by BLM should be implemented in a manner that do not jeopardize the continued existence of this species or result in the destruction or modification of its critical habitat. Once a species is listed, BLM's mission, through law enforcement, research, and land management, is to enhance the species' chance for recovery and survival. State sensitive species and species proposed for Federal listing (candidate species) will be given the same management consideration as listed species.



In consultation with the USFWS, BLM developed conservation measures to promote the protection and conservation of listed, proposed and candidate species and their habitat. These conservation measures, included as Appendix 9, are considered land use plan management actions specific to the protection of the candidate and other SSS. These measures will remain in effect for the protection of the yellow-billed cuckoo unless or until they are amended or replaced through subsequent consultation.

The BLM and Idaho Department of Fish and Game (IDFG) agreed to *“Ensure, to the best of their abilities, that critical habitats and populations of sensitive species occurring on lands administered by the BLM will be managed and/or conserved to minimize the need for listing these animals as threatened or endangered by either Federal or State governments in the future”* (IDFG and BLM Master MOU 2003 cover sheet).

The BLM and IDFG consider 30 species in Idaho “range wide/globally imperiled”; however, habitat exists for only two of the species in the NCA. Additionally, 21 species are “regional and State imperiled” and 17 species are on the Idaho watch list (Appendix 3). All of these species are important, but in the NCA, there will be special emphasis on the prairie falcon and Piute ground squirrel, which are “regional and State imperiled” species. Restoration of upland shrub/bunchgrass habitat helps stabilize ground squirrel populations; thereby helping to stabilize the prairie falcon population.

No data exists to suggest that the giant fairy shrimp or its habitat is in jeopardy. However, as needs are identified, BLM will implement measures to protect playas from user impacts. When more is known about the giant fairy shrimp’s biology and ecological requirements, BLM will, if warranted, implement more specific management actions to protect it from user impacts.

### **Standard Operating Procedures**

- Retain public lands containing important plant habitat unless they can be exchanged for lands containing better habitat and/or more significant resource values. Land exchanges should enhance or at least not adversely affect raptor populations or their habitat.
- Recreation permits will not be issued in areas that adversely affect SSS habitat.
- Federal actions shall not contribute to the need to federally list candidate species or BLM sensitive species.
- Inventories will be conducted prior to BLM authorizing surface disturbing actions to determine the presence or absence of SSS.
- Wildland fires will be suppressed using the most aggressive tactics possible to minimize impacts to SSS habitat.
- IDARNG has responsibility for (1) initial attack for fires within the OTA (2) maintenance of a BLM-authorized firebreak system, (3) hazardous fuels management within the Impact Area, and (4) strict control of ignition sources (pyrotechnics and tracer ammunition) in times of high fire danger.



<b>Special Status Species Objectives and Management Actions</b>
<b>Objectives:</b>
Emphasize maintenance, protection, and enhancement of raptors and other sensitive wildlife populations and habitats.
The distribution, abundance, and vigor of SSPs will be maintained or improved.
<b>Management Actions:</b>
Increase raptor nesting, perching, feeding and roosting opportunities through tree planting or artificial structures.
Remove exotic trees and shrubs and plant cottonwood, willow, and other desirable trees and shrubs on up to 40 miles of riparian and wetland wildlife habitat.
Protect and restore all river, stream, and reservoir shorelines (approximately 101 miles) to maintain or enhance fisheries and aquatic-riparian habitat.
Manage giant fairy shrimp habitat with protection of the fairy shrimp as the priority. As more is learned about its biological and ecological requirements, BLM will incorporate appropriate protection measures. (Wildlife Map)
Maintain or improve 136 miles of existing fuel breaks and construct approximately 12 miles of new fuel breaks. (Vegetation Map)
Include in all BLM authorizations permitting surface disturbing activities (non-grazing), requirements that (1) affected areas be reseeded with a perennial vegetative cover, and (2) surface disturbing activities be located at least 1/2 mile from occupied sensitive plant habitat.
Implement the following actions consistent with the slickspot peppergrass CA (Appendix 8) to protect slickspot peppergrass and its habitat from wildfires: (1) occupied habitat has priority for suppression over the surrounding area, (2) use aggressive fire suppression tactics when occupied habitats are threatened, and (3) create and maintain fuel breaks around areas where frequent fires threaten habitat.
Keep 90% of the wildfires occurring within slickspot peppergrass management areas (Fire Map) to 100 acres or less while keeping 90% of wildfires in the remainder of the NCA to 200 acres or less.
Require all permit holders in slickspot peppergrass habitat to conform to applicable conservation measures from the CA (Appendix 8).
Require IDARNG to avoid shrub stands with 10% or greater canopy cover during military training activities.
Restrict vehicle maneuver training to designated routes in the 22,300-acre Bravo Area. This restriction becomes effective <u>after</u> the authorization for an additional 4,100 acres (expanded Maneuver Area) goes into effect on land adjacent to the existing OTA boundary. [Idaho Army National Guard (IDARNG) Map]

## 2.5 SOIL RESOURCES

### Rationale

The BLM must comply with the Federal Land Policy & Management Act (FLPMA), Clean Water Act (CWA), Idaho S&Gs, and other related Federal and State laws and regulations regarding watershed health, soil stability, and water quality. Improving and maintaining healthy and properly functioning watersheds benefit wildlife, fisheries, water quality, recreation, and livestock grazing.



### Standard Operating Procedures

- Adapted perennial grasses, forbs, and shrubs will be seeded when possible to (1) stabilize the soil, (2) prevent weed invasion, (3) restore wildlife habitat, and (4) reduce the likelihood of future fires.
- Grazing management actions should provide for adequate amounts of vegetative ground cover and litter (determined on an ecological site basis) to support infiltration and soil stability, protect resources, and maintain site productivity.
- Where livestock grazing is permitted, it will be managed through the Idaho S&G process.
- Undue erosion from surface disturbing activities will be prevented or minimized by applying appropriate Best Management Practices (BMP) and/or SOPs in conjunction with site specific monitoring.
- Mechanical impacts to the soil surface and biological soil crusts will be minimized through proper timing and duration for the type of use with regard to soil type, soil moisture content, and biological soil crust vulnerability.

### Soil Resources Objectives and Management Actions

<b>Objectives:</b>
Watersheds have stable vegetative communities that provide for proper hydrologic function, nutrient cycling, energy flow, and soil stability.
Soil productivity is maintained and enhanced. Accelerated soil erosion caused by human activities will be minimal.
Minimize the potential for localized soil erosion processes on all soils with a moderate to very high soil erosion potential. (Soil Map)
<b>Management Actions:</b>
Retain all public lands in the 43,000-acre right-of-way (ROW) avoidance area to protect the visual corridor along the Historic Oregon Trail and the resources along the Snake River canyon. (Lands Map 1)
Manage vehicle access according to the following Off-Highway Vehicle (OHV) Area Designations. (Transportation Map)
Open – 0 acres
Limited – 428,400 acres (limited to designated routes)
Closed – 4,400 acres

## 2.6 UPLAND VEGETATION

### Rationale

PL 103-64 established the NCA to “...provide for the conservation, protection, and enhancement of raptor populations and habitats and the natural and environmental resources and values associated therewith...” Section 2(4) of the legislation defines “raptor habitat” as including the habitat of the raptor prey base as well as the nesting and hunting habitat of raptors within the conservation area.



The greatest emphasis would be placed on protecting remnant shrub communities from wildfire, treating 230,000 acres of degraded habitat, and reducing impacts from resource uses, such as livestock grazing and off-road vehicle activity. This would allow treatment (restoration, fuels) of essentially all acres outside of the OTA currently identified as non-shrub habitat. However, over the long-term, because of increasing recreation and other uses, it is anticipated that 30,000 acres of remnant shrub communities would be lost to wildfire.

The management of Idaho rangelands is outlined in Idaho S&Gs. Standard 4 (Native Plant Communities), Standard 5 (Seedings), Standard 6 (Exotic Plant Communities Other than Seedings), and Standard 8 (Sensitive Species) represent the standards against which the NCA rangelands are measured.

### Standard Operating Procedures

- All wildfires will be evaluated for possible Emergency Stabilization and Restoration (ESR). Objectives include the establishment of shrub and perennial herbaceous species to minimize soil erosion and invasion by annual plant species, and to maintain and improve raptor prey habitat.
- Prescribed fire and biological, chemical or mechanical fuels management treatments will be emphasized in priority areas depending on funding or perceived hazards. Priorities may include the Wildland Urban Interface (WUI) and protection of existing resources, including wildlife habitat and SSP populations.
- Efforts will be made to restore native and/or desirable non-native vegetation in degraded habitats (i.e., exotic plant or seeded communities) to help create mosaics of vegetation that are resistant and resilient to disturbance. Restoration efforts will be prioritized using a variety of criteria including: (1) proximity to existing shrub communities, sensitive species habitat, priority raptor nesting sites, major roads and fences; (2) soils and ecological types; and (3) precipitation zone. Management Area 1 would have the highest probability for success.
  - Grazing practices will provide sufficient residual vegetation to improve, restore, and/or maintain hydrologic functioning, and to provide plant species diversity and structure for quality habitat.
- Recreation permits will not be issued in areas that adversely affect SSS habitat.

### Upland Vegetation Objectives and Management Actions

#### Objectives:

Limit further loss of existing native shrub habitat to no more than 30,000 acres and increase the acres of restored shrub habitat.

Special status plant and animal habitats will be in good ecological condition, where potential allows, and authorized human uses would be compatible.

Emphasize protection and enhancement of raptor prey and other wildlife populations and habitats, expand areas utilized by raptor prey and big game, and reduce competition for forage in perennial pastures between livestock and Piute ground squirrels.



### Upland Vegetation Objectives and Management Actions

#### Management Actions:

Designate up to 5,000 acres for research purposes.

Limit open fires to established (improved) campsites. Additional restrictions may be imposed during periods of high fire danger.

Treat approximately 4,000 acres for noxious weed infestations annually. Restored areas and SSP habitat have priority for treatment.

Include in all BLM authorizations permitting surface disturbing activities (non-grazing), requirements that (1) affected areas be reseeded with a perennial vegetative cover, and (2) surface disturbing activities be located at least 1/2 mile from occupied sensitive plant habitat.

Require all permit holders in slickspot peppergrass habitat to conform to applicable conservation measures from the CA. (Appendix 8)

Implement the following actions consistent with the slickspot peppergrass CA (Appendix 8) to protect slickspot peppergrass and its habitat from wildfires: (1) occupied habitat has priority for suppression over the surrounding area, (2) use aggressive fire suppression tactics when occupied habitats are threatened, and (3) create and maintain fuel breaks around areas where frequent fires threaten habitat.

Restore approximately 130,000-targeted acres of degraded small mammal and big game habitat. Habitat restoration priorities will be emphasized where it is most beneficial to raptor prey populations, rather than being limited to currently burned areas.

Convert approximately 100,000 acres of annual grasslands to a perennial plant community through a combination of biological, chemical, and mechanical fuels management projects. This is in addition to habitat restoration projects.

Livestock grazing in annual-dominated areas will be managed to leave sufficient residual litter after grazing for small mammal food and cover, and for watershed protection.

Priest Ranch (340 ac), TWMA (300 ac) Gold Isle (120 ac), and Cove Recreation Site (100 ac) will be closed to livestock grazing. Kuna Butte (3,400 ac) of the Sunnyside Spring/Fall Allotment and Pasture 8B (3,040 ac) of the Battle Creek Allotment will only be grazed for the purpose of meeting specific NCA resource management objectives, under a fuels/weed reduction contract or as a temporary non-renewable grazing authorization (Grazing Map 1). Prior to grazing, an environmental analysis will be completed to identify impacts and develop appropriate mitigations. In addition to the above, livestock grazing in the Snake River Pasture (1300 ac) of the Melba Seeding Allotment, located downstream from Swan Falls Dam, will be restricted to the dormant season to reduce conflicts with spring and summer recreational use along the Snake River.

Restrict vehicle maneuver training to designated routes in the 22,300-acre Bravo Area. This restriction becomes effective after the authorization for an additional 4,100 acres (expanded Maneuver Area) goes into effect on land adjacent to the existing OTA boundary. [Idaho Army National Guard (IDARNG) Map]

Locate military assembly and bivouac areas in existing, hardened sites adjacent to designated roads in the Bravo Area and as needed throughout the rest of the OTA in non-shrub sites. Where appropriate, BLM will authorize IDARNG to gravel or cinder frequently used sites.

Require IDARNG to avoid shrub stands with 10% or greater canopy cover during military training activities.



## 2.7 WATER QUALITY, RIPARIAN AND WETLANDS

### Rationale

Water quality is important for human uses and proper ecosystem functioning. Management practices, such as grazing, mineral material extraction, recreation, and vegetation management, should be designed to maintain healthy, sustainable and functioning ecosystems as described in the Idaho S&Gs.

The Clean Water Act (CWA) of 1977, as amended, requires the restoration and maintenance of the chemical, physical, and biological integrity of the Nation's waters. Under the Act, State-developed Total Maximum Daily Loads (TMDL) and State-approved water quality management plans will be required for water bodies containing water quality limited segments. Sinker Creek and Rabbit Creek were the only streams originally identified in the Sub-basin assessment as 303(d) listed streams. Sinker Creek still remains listed for temperature.

### Standard Operating Procedures

- The BLM's management mandate authorizes only those uses and activities that comply with State water quality standards. Uses and activities will be managed to meet water quality standards on water quality limited stream segments.
- Implement water resource objectives and maintain or improve water quality. Public lands adjacent to stream segments not meeting State water quality standards and/or Proper Functioning Condition (PFC) will be managed to produce an upward trend in the structure and composition of key riparian/wetland vegetation, as well as the desired physical characteristics of the stream channel.
- To comply with State water quality standards, BLM takes the following actions to address Section 303(d) listed stream segments in the NCA:
  - o Assess the effect of management actions on Section 303(d) listed streams and other water bodies.
  - o For water bodies that remain on the 303(d) list and are affected by BLM management activities, BLM will develop or adjust management actions necessary to restore water quality and meet Idaho standards. The BLM will work with State agencies and local Tribes to set priorities and timelines for addressing listed water bodies. The BLM will also develop Water Quality Restoration Plans to address the water quality parameter at issue.
- Grazing practices will provide sufficient residual vegetation to improve, restore, and/or maintain hydrologic functioning, and to provide plant species diversity and structure for quality habitat.
- Conduct aggressive weed suppression activities at the TWMA. Other riparian areas infested with noxious weeds should also be treated, as weeds are identified.



### Water Quality, Riparian and Wetlands Objectives and Management Actions

#### Objectives:

Rivers, streams and reservoir shorelines will have appropriate aquatic-riparian habitat.

#### Management Actions:

Treat up to 20 acres of TWMA decadent wetland vegetation with prescribed fire each year for five years.

Restore 80 acres of the TWMA wetlands within five (5) years to achieve good ecological condition.

Construct an additional pond (approximately 20-acres) at the TWMA to increase habitat for migrant shorebirds and nesting waterfowl.

Improve up to two miles of riparian/wetland habitat annually.

Remove exotic trees and shrubs and plant cottonwood, willow, and other desirable trees and shrubs on up to 40 miles of riparian and wetland wildlife habitat.

Initiate biological weed control measures as a priority. When biological weed control methods are not feasible, BLM will use approved herbicides, tillage, and prescribed fire as appropriate.

Protect and restore all river, stream, and reservoir shorelines (approximately 101 miles) to maintain or enhance fisheries and aquatic-riparian habitat.

Priest Ranch (340 ac), TWMA (300 ac) Gold Isle (120 ac), and Cove Recreation Site (100 ac) will be closed to livestock grazing. Kuna Butte (3,400 ac) of the Sunnyside Spring/Fall Allotment and Pasture 8B (3,040 ac) of the Battle Creek Allotment will only be grazed for the purpose of meeting specific NCA resource management objectives, under a fuels/weed reduction contract or as a temporary non-renewable grazing authorization (Grazing Map 1). Prior to grazing, an environmental analysis will be completed to identify impacts and develop appropriate mitigations. In addition to the above, livestock grazing in the Snake River Pasture (1300 ac) of the Melba Seeding Allotment, located downstream from Swan Falls Dam, will be restricted to the dormant season to reduce conflicts with spring and summer recreational use along the Snake River.

## 2.8 VISUAL RESOURCES

### Rationale

Section 102(a)(8) of FLPMA states that public land will be managed to protect the quality of scenic values and, where appropriate, to preserve and protect certain public land in its natural condition. Section 101(b) of NEPA requires Federal agencies to “assure for all Americans...aesthetically pleasing surroundings”. Guidelines for the identification of Visual Resource Management (VRM) classes on public land are contained in BLM Handbook 8410-1, *Visual Resource Inventory*. The establishment of VRM classes is based on an evaluation of the scenic qualities of the landscape, public sensitivity toward certain areas (e.g. special management areas, travel corridors, and landscape settings), and the location of affected land from primary travel corridors (distance zoning).

Approved VRM objectives (classes) provide the visual management standards for the approval, design and development of future projects and for rehabilitation of existing projects.

Visual design considerations will be incorporated into all surface disturbing projects regardless of size or potential impacts. Emphasis is placed on providing these inputs during the initial planning and



design phase so as to minimize costly redesign and mitigation at later phases. Every effort is made to inform potential applicants of the visual management objectives so visual design considerations can be incorporated into initial planning and design efforts.

<b>Visual Resources Objectives and Management Actions</b>
<b>Objectives:</b>
Protect the visual resources of historic areas with a secondary emphasis on the Snake River Canyon.
<b>Management Actions:</b>
Manage the areas along the Oregon Trail and the Snake River Canyon as VRM Class II, the OTA as Class IV and remaining areas as Class III. [Visual Resource Management (VRM) Map] This will provide reasonable protection of the Oregon Trail and flexibility in managing the remainder of the NCA.

## 2.9 WILD HORSES AND BURROS

### Rationale

About 3,400 acres (7%) of the 51,000 acre Black Mountain Herd Management Area (HMA) is located within the NCA. Due to its proximity to Highway 78 and other competing uses in the area, this portion of the HMA receives minimal use by wild horses; therefore the HMA will continue to be managed in conformance with requirements in the Owyhee RMP.

## 2.10 IDAHO ARMY NATIONAL GUARD (IDARNG)

### Rationale

The IDARNG conducts military training activities in the 138,500-acre OTA (all ownerships) under the authority of an MOU, which was last amended in 2002. Among other things, that amendment extended the term of the MOU to 30 years, and provided for additional amendments at the conclusion of the RMP process to incorporate decisions that affect operational aspects of the OTA. The Impact Area is closed to public access for safety purposes. The closure is incorporated as an Ada County ordinance to protect the public from the potential safety and health hazards related to live firing, unexploded ordnance, and munitions-related chemical soil contamination.

### Standard Operating Procedures

- Military training activities will be restricted from sensitive resource areas and cultural resources.
- Existing firing ranges, support and maintenance facilities, and utilities will be operated, maintained, and upgraded by IDARNG, as authorized under BLM ROWs.
- OTA road improvements and maintenance, fence repair, sign maintenance, and public notification of training activities are authorized or required through the OTA MOU.
- IDARNG has responsibility for (1) initial attack for fires within the OTA (2) maintenance of a BLM-authorized firebreak system, (3) hazardous fuels management within the Impact Area, and (4) strict control of ignition sources (pyrotechnics and tracer ammunition) in times of high fire danger.



### Idaho Army National Guard Objectives and Management Actions

#### Objectives:

Authorize military training in a manner that reduces impacts to existing shrub habitats, supports BLM habitat restoration projects, and provides modified and/or new areas to enhance military training opportunities.

#### Management Actions:

Recommend to Congress, through the Secretary of the Interior, that the OTA Impact Area be withdrawn to the Department of Defense (DoD), with the IDARNG having administrative authority for all uses in the Impact Area, including livestock.

Allow recreational activities within the OTA outside of the Impact Area. (IDARNG Map)

Require all military vehicles from outside the Treasure Valley area to be washed prior to entering the OTA.

Incorporate into the OTA law enforcement Standard Operating Procedures (SOPs) a requirement to monitor and report public contacts/incidents in the OTA.

Authorize one 5-acre and one 50-acre excavation-training site. (IDARNG Map)

Authorize temporary or permanent military drop zones on a case-by-case basis.

Locate military assembly and bivouac areas in existing, hardened sites adjacent to designated roads in the Bravo Area and as needed throughout the rest of the OTA in non-shrub sites. Where appropriate, BLM will authorize IDARNG to gravel or cinder frequently used sites.

Require IDARNG to avoid shrub stands with 10% or greater canopy cover during military training activities.

Restrict vehicle maneuver training to designated routes in the 22,300-acre Bravo Area. This restriction becomes effective after the authorization for an additional 4,100 acres (expanded Maneuver Area) goes into effect on land adjacent to the existing OTA boundary. (IDARNG Map)

## 2.11 LANDS AND REALTY

### Rationale

The NCA Lands and Realty program is composed of discretionary and non-discretionary cases. Nondiscretionary cases are application-generated proposals that BLM is required to process, such as ROW, land use permits, and various leases. Congress has delegated BLM discretionary authority to determine if specific proposals merit authorization and, if so, where and under what terms and conditions an authorization should be granted.

Discretionary cases consist largely of land adjustment proposals that BLM proactively generates as well as proposals that are filed by outside sources. The BLM has full discretion to determine whether to act on specific proposals. In its evaluation process, BLM determines whether a proposal is feasible, is in the public interest, and if sufficient personnel and funding are available to process the case. Land adjustment proposals primarily involve the acquisition of in-holdings and the blocking up of Federal ownership to facilitate management and reduce conflicts with adjacent landowners.

Designation of utility corridors and ROW avoidance areas are non-discretionary actions (see Utility and Communication Corridors, Section 2.17). Areas designated as either suited or unsuited for a



specific use is a landscape-scale RMP decision, and bears heavily on future ROW applications. An existing utility corridor crosses the extreme eastern corner of the NCA. The utility industry requested that an additional corridor be designated. Related to this issue, the NCA possesses certain resources and other values that could be impacted by utility or other types of development. As such, the designation of a ROW avoidance area(s) is appropriate to protect these sensitive resources.

The original NCA boundary was located largely through negotiations with individual landowners following a general determination of the foraging needs of prairie falcons. The boundary was located on property lines and other administrative boundaries, and does not conform to easily identifiable landmarks, such as roads, railroads, pipelines, transmission lines, etc. Because of this, both land managers and users have difficulty determining the exact boundary in many locations. To improve management and facilitate use, Congress will be requested to realign the boundary.

### Standard Operating Procedures

- All lands and realty proposals undergo site-specific NEPA analysis, and must be compatible with the purposes for which the NCA was established.
- Tribal and public access needs will be considered in all land tenure adjustments.
- Retain public lands containing important cultural resources and plant habitat unless they can be exchanged for lands containing better habitat and/or more significant resource values.
- Land exchanges should enhance or at least not adversely affect raptor populations or their habitat.
- Lands that are acquired for, or that otherwise become a part of the NCA, will be managed under the requirements of the NCA-enabling legislation, and the management will be consistent with the adjacent NCA public lands as described in the RMP.
- Public lands removed from the NCA by virtue of a boundary adjustment will be managed consistent with the BLM land use plan(s) in effect for the adjacent public lands.
- Land tenure adjustments (exchanges, purchases, donations, etc.) will be evaluated on a case-by-case basis, and completed only when in the public interest and consistent with the NCA-enabling legislation.

### Lands and Realty Objectives and Management Actions

<b>Objectives:</b>
Consolidate public land ownership to enhance administration and improve resource management.
Meet the needs of the public in a manner that minimizes impacts on resources consistent with NCA legislative requirements.
<b>Management Actions:</b>
Retain all public lands in the 43,000-acre avoidance area to protect the visual corridor along the Historic Oregon Trail and the resources along the Snake River canyon. (Lands Map 1)
As opportunities arise, acquire scattered State and private lands within the NCA to improve management.



### Lands and Realty Objectives and Management Actions

Recommend to Congress, through the Secretary of the Interior, that the OTA Impact Area be withdrawn to the Department of Defense (DoD), with the IDARNG having administrative authority for all uses in the Impact Area, including livestock grazing.

Recommend to Congress, through the Secretary of the Interior, that the NCA boundary be realigned to areas more easily identified on the ground. (Lands Map 2)

Restrict major utility developments to the two utility corridors identified. (Lands Map 3)

Include in all BLM authorizations permitting surface disturbing activities (non-grazing), requirements that (1) affected areas be reseeded with a perennial vegetative cover, and (2) surface disturbing activities be located at least a half-mile from occupied sensitive plant habitat.

Require permit holders in slickspot peppergrass habitat to conform to applicable conservation measures from the CA (Appendix 8).

## 2.12 LIVESTOCK GRAZING

### Rationale

Section 3(a)(3) of the Act establishing the NCA provides that uses of public lands existing on the date of enactment, including livestock grazing, shall be allowed as long as they are consistent with the purposes for which the NCA was established. It is BLM's intent to manage livestock grazing in a manner that achieves objectives related to the conservation, protection, and enhancement of raptor populations and habitats.

Rangelands should be meeting Idaho S&Gs or making significant progress toward meeting them. When rangelands meet standards, they are providing for proper nutrient cycling, hydrologic cycling, and energy flow. Where livestock grazing is found to be a factor in not meeting a standard(s), stocking levels, duration, and season of use are adjusted to help the area progress towards meeting the standard(s).

### Standard Operating Procedure

- Grazing allocations, which include stocking levels, seasons and duration of use, would be determined through the Idaho S&G process, which would include the potential for increases or decreases in authorized animal unit months (AUMs).
- Grazing permits and livestock facilities will be authorized through the Idaho S&G process.
- Grazing management practices:
  - o Provide for periodic rest and/or deferment during critical growth stages of key forage plant species and allow sufficient re-growth to meet the plants' needs for maintenance and reproduction.
  - o Provide for adequate amounts of vegetative ground cover and litter (determined on an ecological site basis) to support infiltration and soil stability, protect resources, and maintain site productivity.



- o Provide sufficient residual vegetation to shade stream channels, provide cover, capture sediment, and stabilize streambanks and channels so that streams are properly functioning.
- o Provide sufficient residual vegetation to maintain wetland functions, including dissipating water energy, capturing sediment, recharging ground water, stabilizing shorelines and streambanks, and providing structure for wildlife habitat appropriate to site potential.
- Grazing management practices will be designed and scheduled to support vegetation management projects [restoration, fuels and Emergency Stabilization and Restoration (ESR)].
  - o Areas treated for restoration or rehabilitation purposes will be rested from livestock grazing for whatever time is necessary for adequate recovery and/or seedling establishment, up to ten (10) years.
- Manage grazing in accordance with conservation measures listed in the CA. (Appendix 8)

### Livestock Grazing Objectives and Management Actions

<b>Objectives:</b>
Livestock grazing would be managed to maintain or enhance prey habitat and reduce competition for forage in perennial pastures between livestock and Piute ground squirrels.
<b>Management Actions:</b>
As part of the OTA Impact Area withdrawal, IDARNG would assume responsibility for livestock management in the Impact Area.
Consider and when appropriate, retire all or portions of grazing permits in deference to wildlife habitat management when opportunities arise.
Suspend the adjudicated AUMs for treated areas during treatment establishment.
Use livestock exclosures to protect sensitive plants or their habitat, where needed.
The BLM authorized officer determines through the Idaho S&G process when, how, and to what extent livestock grazing will be authorized when a seeding has been determined to be successful to ensure that future livestock grazing is managed to maintain the long-term habitat quality of the area.
Use grazing on a site-specific basis for hazardous fuel reduction and maintenance of fuels management projects, including up to 1,500 acres of greenstrips and firebreaks. (Grazing Map 2)
Livestock grazing in annual-dominated areas will be managed to leave sufficient residual litter after grazing for small mammal food and cover, and watershed protection.



### Livestock Grazing Objectives and Management Actions

Priest Ranch (340 ac), TWMA (300 ac) Gold Isle (120 ac), and Cove Recreation Site (100 ac) will be closed to livestock grazing. Kuna Butte (3,400 ac) of the Sunnyside Spring/Fall Allotment and Pasture 8B (3,040 ac) of the Battle Creek Allotment will only be grazed for the purpose of meeting specific NCA resource management objectives, under a fuels/weed reduction contract or as a temporary non-renewable grazing authorization (Grazing Map 1). Prior to grazing, an environmental analysis will be completed to identify impacts and develop appropriate mitigations. In addition to the above, livestock grazing in the Snake River Pasture (1300 ac) of the Melba Seeding Allotment, located downstream from Swan Falls Dam, will be restricted to the dormant season to reduce conflicts with spring and summer recreational use along the Snake River.

## 2.13 MINERAL RESOURCES

### Rationale

Section 3(d) of the NCA-enabling Act withdrew public lands in the NCA from entry, appropriation, or disposal under the general mining laws, mineral and geothermal leasing laws, and mineral material disposal laws. The Act provided for the continued extraction of mineral materials (sand, gravel, clay, building stone, and decorative rock) through mineral material sales and free use permits from sites that existed prior to the establishment of the NCA; however, no new mineral material sites may be established. BLM manages 16 active mineral material sites with another 29 previously operated, but currently inactive sites. Mineral material sales and free use permits will be authorized to the extent compatible with the purposes for which the NCA was established.

### Mineral Materials Objectives and Management Actions

#### Objective:

Authorize mineral material sales and free use permits from existing active and inactive sites to the extent compatible with the NCA-enabling legislation.

#### Management Actions:

No new mineral material sites will be established.

Authorize mineral material extraction from compatible active mineral material sites. Inactive sites could be reopened for operation if compatible.

## 2.14 RECREATION

### Rationale

FLPMA recognized recreation as an important component of multiple use management. Dispersed, unstructured activities typify most of the recreational uses occurring across the NCA. BLM Manual 8300 (Recreation) directs the BLM to designate administrative units known as Special Recreation Management Areas (SRMAs) where there is a need for a higher level of managerial presence or investment than is typical of most public land. Public land outside of SRMAs is designated as an Extensive Recreation Management Area (ERMA) where limited resources are required to provide extensive, unstructured recreational activities.



The NCA’s legislation states that “...the Secretary may provide for visitor use of the public lands in the conservation area to such extent and in such manner as the Secretary considers consistent with the protection of raptors and raptor habitat, public safety, and the purposes for which the conservation area is established.” Educational values are also recognized and given a major management emphasis. The BLM does not expect to provide the full range of experiences because the primary management focus in the NCA is the protection of raptor populations and habitat.

### Standard Operating Procedures

- Requests for recreational special use permits will be evaluated on a case-by-case basis to determine compatibility with NCA management objectives.

<b>Recreation Objectives and Management Actions</b>
<b>Objectives:</b>
Provide a range of developed and undeveloped recreational opportunities with existing and new amenities, while protecting resource values, minimizing user conflicts, and promoting public safety.
<b>Management Actions:</b>
Recreation permits will not be issued in occupied sensitive plant habitat.
Prohibit rock climbing and rappelling due to safety and resource concerns.
Limit open fires to established (improved) campsites. Additional restrictions may be imposed during periods of high fire danger.
Prohibit the use of paintball guns and equipment within the Snake River Canyon and within 1/4 mile of the canyon rim.
Retain Canyon and Plateau shooting restrictions as described below (Recreation Map 2). Use of firearms within these areas for animal damage control and law enforcement are exempt from the shooting closure. <ul style="list-style-type: none"> <li>• Plateau (37,700 acres) – closed year-round to the discharge of rifles and pistols.</li> <li>• Snake River Canyon (23,500 acres) – closed year-round to the discharge of rifles and pistols except for deer hunting season in Hunting Unit 40 on the south side of the Snake River. Shotguns and muzzleloaders will be allowed from September 1 to February 14. The width of the closed area is 1/2 mile from the river or 100 yards back from the canyon rim, whichever is greater.</li> </ul>
Manage the NCA in a “roaded natural” setting, with 4,400 acres designated for semi-primitive, non-motorized opportunities in the western portion of the Snake River Canyon and around the Grandview area. (Recreation Map 3)
Maintain and expand both Dedication Point and Cove Recreation Site as needed to meet the increasing demands for developed recreational facilities. Develop five additional recreation sites with Black Butte, Three Pole, Kuna Butte, Guffey Butte, and Initial Point being examples. (Recreation Map 4) Develop small secondary sites as necessary to meet user needs.



### Recreation Objectives and Management Actions

Designate four SRMAs based on significant recreational, scenic or cultural values. (Recreation Map 1)

- *Snake River Canyon SRMA* – This SRMA consists of 22,300 acres in the Snake River Canyon downstream from Grandview, Idaho that is managed for the protection of cultural and scenic values.
- *Owyhee Front SRMA* – This SRMA consists of 6,300 acres located west of State Highway 78. The boundary extends beyond the NCA into Owyhee Field Office lands, and is managed as part of the larger SRMA. If the NCA boundary is realigned as proposed in the Lands and Realty Section, this SRMA would no longer be within the NCA. The purpose of the SRMA is to provide enhanced management of recreational uses.
- *C.J. Strike SRMA* – This SRMA consists of 20,000 acres surrounding C.J. Strike Reservoir along the Snake River. The purpose of the SRMA is to provide enhanced recreation management associated with the reservoir, and protection of the Oregon Trail adjacent to the reservoir.
- *Oregon Trail SRMA* – This SRMA consists of approximately 7,900 acres lying along a one-mile wide (1/2 mile on each side) corridor of the South Alternate of the Oregon Trail. The purpose of the SRMA is to protect the visual and historic values of the Trail.

### Wild & Scenic Rivers Objectives and Management Actions

#### Objectives:

Protect outstandingly remarkable values associated with rivers and streams.

#### Management Actions:

Recommend four segments of the Snake River as not suitable for inclusion in the WSR system. (Recreation Map 5) The existing NCA legislation provides protection for the outstandingly remarkable values associated with the Snake River Canyon.

## 2.15 RENEWABLE ENERGY

### Rationale

The NCA supports the densest concentration of nesting raptors in North America, as well as incredible numbers of migrating raptors. It also provides important habitat for songbirds, upland birds, bats, and waterfowl. Wind energy development projects located in almost any location in the NCA could pose potentially unacceptable hazards for one or more of these species during certain seasons. As such, wind energy developments are incompatible with the purposes for which the NCA was established and are not an appropriate use in the NCA.

## 2.16 TRANSPORTATION

### Rationale

Federal regulations require BLM to designate all public lands as either open, limited, or closed to off-highway vehicles (OHV) for the purpose of (1) meeting public demand for OHV activities,



(2) protecting natural resources, (3) providing for public health and safety, and (4) minimizing conflicts between user groups. Regulations pertaining to OHV planning include 43 CFR 8342; EO 11644, Use of Off-Road Vehicles on Public lands (37 FR 2877: Feb. 9, 1977) and EO 11989, Off-Road Vehicles on Public lands (42 FR 26959h: May 25, 1977).

### **Standard Operating Procedures**

- The 53,000-acre OTA Impact Area is closed to public access for safety reasons, and, therefore, is not reflected in the acreages identified as closed below.
- Route designations only apply to BLM managed lands and are not applicable to State and private lands or County roads. In addition, paved and graveled roads shown on the Transportation Map were identified as part of the base transportation system, and remain open.
- The RMP identifies areas as open, closed or limited in terms of type and timing of vehicle use. A route inventory was completed in March 2004. In areas identified as limited to existing routes, this inventory is the basis for the identification of “existing”.
- Hard surfaced, graveled routes and county roads are identified as part of the “base road network” and will remain open. Established ROW may be limited to the use for which they were authorized.

### **Route Evaluation Criteria**

In order to make systematic and consistent decisions relative to specific route designations, criteria are needed to help BLM determine if the route(s) should be open, limited or closed.

The criteria are identified below. It is important to note that identification of specific resources or potentially conflicting uses does not automatically necessitate the closure of the route, but merely identifies the need for more in-depth analysis of the route. Route designations were not addressed through the RMP process, but will be done through a separate environmental analysis.

The following questions will be answered during the analysis of each route.

1. Is the route a paved or gravel surface, an officially recognized ROW, an officially recognized County or State route, or officially recognized in a Federal-planning document?
2. Is the continued use of the route likely to impact a State or Federal SSS or its habitat, cultural or other specially protected resource, or any special area designations?
3. Is the route a regional one that serves more than one planning sub-region, a principal means of connectivity within a sub-region, which provides commercial or private property access?
4. Does the route contribute to recreational opportunities, route network connectivity, public safety, and/or public use access opportunities?
5. Can the commercial, private property, or public use of the route be met by another route within this route’s zone of influence?
6. Can impacts to identified sensitive resources be mitigated or avoided?



7. Would route closure or other mitigation address cumulative effects on other resources not identified as sensitive or specially protected?
8. Is this consistent with the RMP and the intent of the NCA-enabling legislation?

Once the above questions are answered, BLM will develop proposed route designations, which would show routes as open, limited, or closed. The public will have an opportunity to review and provide comment on route designation proposals, and alternatives will be based on public comment.

The following tables reflect the criteria that will be used to evaluate each route. The distances reflect a proximity that requires further analysis and do not necessarily mean a route must be closed if it is within the specified distance.

**Transportation Table 2.1.** Route Designation Criteria – Route Use.

<b>Route Use/Need Access</b>	<b>Distance from route (ft)</b>
<b>Range Improvements – Commercial Ranching Facility</b>	
Fence	330
Pipeline	330
Water Sites	330
Cattle Guard	150
Corral	300
Trailing Route	165
<b>Administrative Use Sites</b>	
Monitoring Site	330
Wildlife Resource (guzzlers, exclosures, etc.)	330
Vegetation Treatment (including rehabilitation sites)	330
Weather Station	330
<b>Utilities</b>	
Cell Site/Communication Site	330
Electrical Transmission	330
Irrigation Canal	330
Gas Pipeline	330
Telephone	330
<b>Mining</b>	
Mining Claim	330
Mineral Material Site	330
<b>Tribal</b>	
Treaty Areas	N/A
Traditional Use Areas (significant landform features such as caves, mesas, etc.)	1320
<b>Private Property</b>	
Access	330



**Transportation Table 2.1.** Route Designation Criteria – Route Use.

<b>Route Use/Need Access</b>	<b>Distance from route (ft)</b>
<b>Military</b>	
Facility/Training Site	330
Access	330
<b>Public Use Sites</b>	
Road Kiosk, Campground, Etc	330
<b>Special Recreation Use Permits</b>	
Commercial	1,320
Competitive	1,320
Large Group	1,320
<b>RS 2477</b>	
Assertion	N/A
Recognized ROW	N/A

**Transportation Table 2.2.** Route Designation Criteria – Concerns.

<b>Environmental/Cultural Concerns</b>	<b>Distance from route (ft)</b>
<b>High Density Route Polygon (Habitat Fragmentation)</b>	
Over 4 miles per square mile	N/A
<b>303d -Water Quality Impaired Streams</b>	
Adjacent to or Along	165
Proximate (within ½ mile)	2,640
<b>Raptors</b>	
Nesting Area	1,650
Ground Nesting or Burrowing Raptors	1,650
<b>Special Status Species (Plant and Animal)</b>	
Types 1 and 2 in or through	2,640
Types 3-5 in or through	1,320
<b>Riparian</b>	
Near streams, riparian areas, or floodplains	165
<b>Soils</b>	
Route subject to erosion concerns	N/A
<b>Cultural Sites</b>	
Proximate Register/Register Eligible/Undetermined	1,650
Through Register/Register Eligible/Undetermined	165



**Transportation Table 2.3.** Route Designation Criteria – Current Use.

<b>Current Recreational Use/Users List</b>	<b>Type of Use *</b>
Equestrian	Primary/Secondary
Mountain Biking	Primary/Secondary
OHV Hill Climbing	Primary/Secondary
Parking Area/Trailhead	Primary/Secondary
Snowmobile	Primary/Secondary
Special Recreation Use Permits	Primary/Secondary
Technical 4 WD/Rockcrawling	Primary/Secondary
Boating/Water/Fishing Access	Primary/Secondary
Camping	Secondary
Hiking – Popular Area	Primary/Secondary
Hunting – Popular Area	Primary/Secondary
Motorcycle Trials	Primary/Secondary
ATV and Motorcycle Trail Riding	Primary/Secondary
Mountain/Rock Climbing	Secondary
Public Use Site Access/Interpretive Panel	Primary/Secondary
Rockhounding	Primary/Secondary
Shooting	Primary/Secondary
Vistas, Sightseeing, Photography	Primary/Secondary
Wildlife Watching	Primary/Secondary
Special Recreation Use Permit – Commercial	Primary/Secondary
Special Recreation Use Permit – Competitive	Primary/Secondary
Special Recreation Use Permit – Large Group	Primary/Secondary
Other	Primary/Secondary

\*Primary = Route used for a specific activity

Secondary = Route used to get to a specific activity



### Transportation Objectives and Management Actions

#### Objectives:

Provide motorized access to the majority of the NCA while reducing the number of unnecessary routes, and increasing non-motorized opportunities.

#### Management Actions:

Designate and sign up to 20 miles of non-motorized trails to create a trail network.

Restrict vehicles to designated routes in the Guffey Butte-Black Butte Archaeological District.

Include the current Canyon Creek OHV area (approximately 300 acres) in the OHV “limited” designation. However, that designation would not take effect for one year following the signing of the ROD to give a qualified entity or local government time to develop an acceptable management plan for the area. An acceptable management plan would include opportunity for ownership and/or responsibility for management, maintenance and supervision of the area, and would prevent impacts from spreading outside of the area. If this does not occur within one year, OHV cross-country travel will not be allowed.

Manage vehicle access according to the following OHV Area Designations. (Transportation Map)

Open – 0 acres

Limited – 428,400 acres (limited to designated routes)

Closed – 4,400 acres

Close the following areas to motorized vehicles:

- Halverson Bar – 1,150 acres
- Wees Bar – 1,200 acres
- TWMA – 320 acres
- Cove – 1,600 acres
- Gold Isle – 150 acres

## 2.17 UTILITY AND COMMUNICATION CORRIDORS (LAND USE AUTHORIZATIONS)

### Rationale

The oil and gas, utility, and communication industries have a continuing need to upgrade and increase their infrastructure developments. As such, BLM will address ROW applications for developments, such as communication sites, electric transmission lines, and oil and gas pipelines. Major utilities will be restricted to the two corridors identified. (Lands Map 3) Potential developments within these corridors would be compatible with the purposes for which the NCA was established. Wind energy development is incompatible with the conservation, protection, and enhancement of raptor populations and habitats, and as such, will not be authorized in the NCA. (See Lands and Realty, Section 2.11.)

### Standard Operating Procedures

- Land containing significant cultural resources will be protected during any use-authorized project installation or during use.



- Tribal interests and public access needs will be considered in all utility and communication site grants.
- Important sensitive species and other wildlife habitat will be protected and monitored if a land use authorization is granted.
- VRM Class II management areas will not be available for utility corridors.
- Land use authorizations will enhance or at least not adversely affect raptor populations or their habitat.
- To protect occupied SSS habitat adjacent to construction activities, temporary or permanent project fencing is required prior to the implementation of ground disturbing activities.
- Surface disturbing activities and/or human developments will be located with an appropriate buffer to protect occupied, sensitive plant habitat.
- Surface disturbing activities are not authorized in areas supporting SSS unless the action could be appropriately mitigated.
- Include in all BLM authorizations permitting surface disturbing activities (non-grazing), requirements that (1) affected areas be reseeded with a perennial vegetative cover, and (2) surface disturbing activities be located at least a half-mile from occupied sensitive plant habitat.

#### Utility and Communication Corridor Objectives and Management Actions

##### Objectives:

ROW authorizations for utility developments will be compatible with the purposes for which the NCA was established, emphasizing habitat protection with economic development.

##### Management Actions:

Restrict major utility developments to the two utility corridors identified. (Lands Map 3)

Retain the five existing communication sites and consider new locations on a case-by-case basis.

Include in all BLM authorizations permitting surface disturbing activities (non-grazing), requirements that (1) affected areas be reseeded with a perennial vegetative cover, and (2) surface disturbing activities be located at least a half-mile from occupied sensitive plant habitat.

Require all permit holders in slickspot peppergrass habitat to conform to applicable conservation measures from the CA. (Appendix 8)

Retain all public lands in the 43,000-acre ROW avoidance area to protect the visual corridor along the Historic Oregon Trail and the resources along the Snake River canyon. (Lands Map 1)

## 2.18 WILDLAND FIRE ECOLOGY AND MANAGEMENT

### Rationale

In order to conserve a dwindling ecosystem component, remnant shrub habitat would have the highest priority for protection after human life and property, including the Wildland Urban interface (WUI).

All wildland fires would receive an Appropriate Management Response (AMR) which allows for a full range of management actions ranging from full, aggressive and costly suppression tactics to a



confine or contain strategy using existing barriers, predicted weather changes, or minimal suppression activities.

Wildland fire use is the practice of using wildland fire for resource benefit while limiting the cost of fire suppression. Because of the extensive shrub loss within the NCA, wildland fire use projects will not be used. AMR would be used first and foremost to protect life and property while emphasizing firefighter and public safety. AMR is adaptable and appropriate in providing for a broad range of responses based on hazards, threats, resource management objectives, values at risk, tactical concerns, etc.

### **Standard Operating Procedures**

- Extinguish fires with the least possible surface disturbance.
- In order to minimize risk to firefighters and reduce wildland fire suppression costs, allow wildland fires to burn to natural fuel breaks, where and when appropriate.
- Follow management direction in the District Oregon Trail Management Plan and the NCA Cultural Resource Management Plan.
- Conduct fire suppression and fuels management activities in accordance with conservation agreements and recovery plans.
- Use Minimum Impact Suppression Tactics (MIST) when appropriate to mitigate potential adverse effects of fire suppression on values at risk, i.e., cultural sites such as the Oregon Trail, and areas with highly erosive soils.
- Minimize the spread of annual grasses and other invasive non-native species.
- Where possible, equipment used for suppression and prescribed fire is to be cleaned before arriving on-site, i.e., vehicle wash stations set up in base camps. Staging areas and fire camps should be located on sites free of invasive, non-native species.
- Fuels projects will be designed to protect active raptor nests with an appropriate species-specific buffer, if needed.
- Pre- and post-burn treatments will be used to reduce the overall threat of invasive, non-native species establishment and spread.
- Support fire hazard reduction efforts to reduce fire hazards in and around WUI areas, and in areas of high resource value.
- IDARNG has responsibility for (1) initial attack for fires within the OTA (2) maintenance of a BLM authorized firebreak system, (3) hazardous fuels management within the Impact Area, and (4) strict control of ignition sources (pyrotechnics and tracer ammunition) in times of high fire danger.
- Fire suppression priorities are as follows:
  1. Threats to human life and structures in the WUI.
  2. Remnant shrub habitat, slickspot peppergrass sites, and habitat restoration projects.
  3. Fire-altered areas dominated by annual grasses (cheatgrass).
- Habitat restoration will improve the overall health of the vegetation and return the Fire Regime Condition Classes (FRCC) closer to historic states. To this end, native and adapted non-native species will be seeded with low soil-disturbance techniques to meet the habitat needs of raptors and their prey base, reduce invasive species, and provide



- improved fire resistance. Mechanical, chemical, and biological treatments, as well as prescribed fire (when conducted under appropriate conditions), may be used to help restore native plant communities and reduce the size and occurrence of future wildfires.
- The use of surface disturbing equipment is limited during fire suppression on areas containing significant natural or cultural values, including native shrub communities, the Oregon Trail, and identified paleontological resources.

### Wildland Fire Ecology and Management Objectives and Management Actions

<b>Objective:</b>
Protection of native plant communities is one of the highest priorities for fire suppression.
<b>Management Actions:</b>
Limit open fires to established (improved) campsites. Additional restrictions may be imposed during periods of high fire danger.
Maintain or improve 136 miles of existing fuel breaks and construct approximately 12 miles of new fuel breaks. (Vegetation Map)
Use grazing on a site-specific basis for hazardous fuel reduction and maintenance of fuels management projects, including up to 1,500 acres of greenstrips and firebreaks. (Grazing Map 2)
Evaluate all burned areas for emergency stabilization and rehabilitation with the goal of restoring shrub and perennial grass communities.
Use a combination of prescribed fire, herbicides and mechanical treatments where appropriate, on all vegetation treatment projects, including ESR.
Implement the following actions consistent with the slickspot peppergrass CA (Appendix 8) to protect slickspot peppergrass and its habitat from wildfires: (1) occupied habitat has priority over the surrounding area, (2) use aggressive fire suppression tactics when occupied habitats are threatened, and (3) create and maintain fuel breaks around areas where frequent fires threaten habitat.
Restore approximately 130,000-targeted acres of degraded small mammal and big game habitat. Habitat restoration priorities will be emphasized where it is most beneficial to raptor prey populations, rather than being limited to currently burned areas.
Convert approximately 100,000 acres of annual grasslands to a perennial plant community through a combination of biological, chemical, and mechanical fuels management projects. This is in addition to habitat restoration projects.

## 2.19 SPECIAL DESIGNATIONS

(See Recreation, Section 2.14)



## 2.20 SOCIAL AND ECONOMIC CONDITIONS

### 2.20.1 Economic Conditions

#### Rationale

FLPMA directs the BLM to manage public lands for multiple use purposes. This mandate, however, was modified by the 1993 NCA legislation, which requires BLM to provide for a multitude of uses, so long as each use is compatible with the purposes for which the NCA was established. The legislation, however, specifically withdrew the area from certain activities, including: (1) entry, appropriation, or disposal under the public land laws (Desert Land Entry, Carey Act, State of Idaho Admissions Act, etc.); (2) locatable mineral disposal; (3) mineral and geothermal leasing; and (4) mineral material disposal, with the exception that mineral materials could be made available from existing sites to the extent compatible with the purposes for which the NCA was established.

Management actions that have a socio-economic impact come from the various resource programs and no specific management actions were developed for socio-economic development.

### 2.20.2 Hazardous Materials

#### Rationale

The BLM is committed to reducing hazardous material situations on public lands. Federal agencies are required to comply with all Federal and State laws, regulations and policies regarding hazardous materials on public lands.

The BLM policy requires that areas subject to hazardous materials accumulation from military activities be withdrawn to the DoD.

#### Standard Operating Procedures

- Utilize educational programs for public awareness of the impacts of hazardous materials on health, safety, and the environment.
- All authorizations providing for the use or storage of, or the potential for, hazardous materials would include special stipulations to assure human and natural resource safety.

#### Hazardous Materials Objectives and Management Actions

##### Objectives:

Protect human health and safety and minimize environmental damage from hazardous materials.

##### Management Actions:

Authorize and manage land uses to reduce the occurrence and severity of hazardous material incidences.

Recommend to Congress, through the Secretary of the Interior, that the OTA Impact Area be withdrawn to the Department of Defense (DoD), with the IDARNG having administrative authority for all uses in the Impact Area, including livestock.



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### 3.1 INTRODUCTION

The success of the Snake River Birds of Prey National Conservation Area (NCA) resource management plan (RMP) will be measured by the degree to which it is implemented and the degree to which the Desired Future Conditions (DFC) are met. This chapter provides a framework to implement and monitor the various components of the proposed alternative described in Chapter 3 through an adaptive management process.

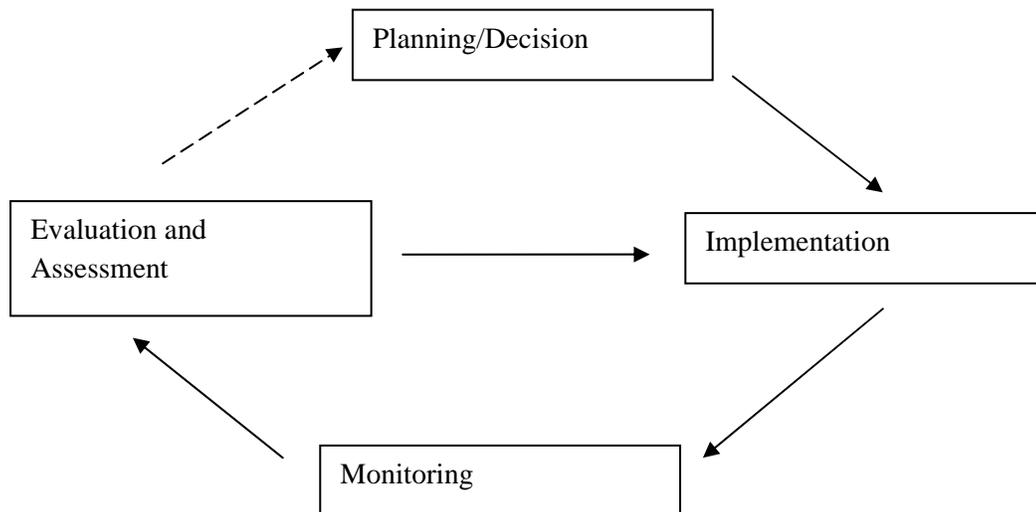
### 3.2 ADAPTIVE MANAGEMENT

The complexity and interconnectedness of natural processes and resource uses makes it impossible to completely understand all the components that make up the NCA and how they interact. Not only is knowledge incomplete, but the ecological systems are constantly changing through both natural and human-caused mechanisms. A dynamic planning process allows managers to apply new knowledge and understanding of processes to address these unknowns. Adaptive management is a continual process of planning, implementation, monitoring, and evaluation/assessment to adjust management strategies (Figure 3.1). Using the best available data, scientific information, and professional judgment, adaptive management allows managers to meet DFC and objectives by adjusting management throughout the life of the plan. Adaptive management improves the effectiveness of the plan by permitting dynamic responses to new data, changes in public expectations/desires, and a changing landscape.

### 3.3 IMPLEMENTATION

Implementation is the process of putting plans and decisions into effect. Following the adoption of the RMP, many of the actions identified will require implementation plans such as the designation of routes within areas identified as limited to designated routes, or a management plan for a Special

**Figure 3.1.** The Adaptive Management Process.



Recreation Management Area (SRMA). These plans will provide the site specific management emphasis necessary to fully achieve the RMP objectives for the area(s).

In implementing this plan, BLM will focus its resources on the highest priority issues determined to have the greatest significance in meeting the needs of raptor and raptor prey populations. Other issues will be deferred until priority programs and projects are implemented. In setting priorities, the following factors would be evaluated.

- Is this a primary purpose for the NCA?
- Which geographic area will show the greatest return for the time and money invested?
- Will the project benefit special resource values, such as SSP or cultural resources?
- Does monitoring show we are making progress toward achieving the DFC?

Implementation decisions represent the final approval of on-the-ground actions needed to implement the decisions identified in the RMP. These types of decisions generally require site-specific planning and National Environmental Policy Act (NEPA) analysis. The following are examples of implementation:

- Fire Management – Site-specific fire and fuels management practices that are needed to meet the RMP decision to increase the number of acres receiving fuels treatments.
- Idaho Army National Guard (IDARNG) – Developing support facilities or infrastructure based on changes in training.
- Lands and Realty – Ensuring that authorized realty actions occurring in avoidance areas are consistent with the protection of the identified sensitive resource(s).
- Livestock Grazing – Identifying allotment-specific grazing management practices for lands designated as open for livestock grazing.
- Recreation – Developing SRMA management plans.
- Transportation – Designating the travel management network for all areas identified as limited to designated routes in the RMP.

The rate of implementation and overall management will be guided by budget allocations and developed in consultation with other agencies, Tribes, government entities, and collaborators. Specific priorities will be further refined during development and NEPA analyses of implementation and project plans. Priorities will be reviewed annually to help develop the work plan commitments for future years and will be driven, in part, by BLM's success in making progress toward achieving the DFC.

### 3.4 MONITORING

RMP monitoring differs from activity or program specific monitoring in that it looks at progress on a landscape basis and focuses on trends in achieving objectives that will move closer to the DFC. Monitoring will focus on how the plan is implemented (implementation monitoring) and the effectiveness of the actions implemented (effectiveness monitoring). Although some program specific



monitoring currently occurs (i.e., livestock utilization, traffic counters), a comprehensive monitoring plan will be developed to insure adequate progress toward the goals and objectives of this RMP.

Implementation monitoring will record what, when, where, and how the plan has been followed, including legal requirements and agency policies; occur at one-year intervals; and provide a basis for annual budgeting.

Effectiveness monitoring will focus primarily on vegetation resources (for DFC) and, secondarily, on other resources (for objectives). Most resources and resource uses depend on the type and ecological condition of existing vegetation communities. The DFC generally calls for maintaining or increasing the amount of perennial grass and shrub cover. Effectiveness monitoring will focus on short- and long-term landscape-wide changes to perennial vegetation cover (Table 3.1). Key indicators will include the amount of:

- shrub or perennial grass dominated communities that are converted to annual dominated communities by fire or failed vegetation treatments (desirable vegetation lost);
- perennial grass/shrub or, to a lesser degree, perennial grass communities (desirable vegetation) present; and
- connectivity between desirable vegetation communities (degree of fragmentation).

**Table 3.1.** Landscape-level Measures of the Effectiveness of Implementing the NCA RMP. Changes in these Indicators Will Help Determine Progress Toward Meeting DFC.

Indicator	Management Area (BLM acres)	Current	10-year <sup>3</sup>	20-year <sup>3</sup>	Trigger(s)
Desirable Vegetation Lost	Entire NCA		<15,000 acres	<30,000 acres	Loss of >7,500 acres in a 5-year period
Desirable Vegetation Present <sup>1</sup>	Entire NCA (476,600) <sup>2</sup>	39	46	58	Failure of >20% of treatments over a 5-year period.
	NCA outside the OTA (341,600)	42	52	66	
	1 (96,700)	66	75	90	
	2 (190,800)	35	45	60	
	3 (54,100)	30	35	45	
	OTA (134,900)	32	32	39	Loss of 10% in 10 years



**Table 3.1.** Landscape-level Measures of the Effectiveness of Implementing the NCA RMP. Changes in these Indicators Will Help Determine Progress Toward Meeting DFC.

Indicator	Management Area (BLM acres)	Current	10-year <sup>3</sup>	20-year <sup>3</sup>	Trigger(s)
Degree of fragmentation	1	Moderate	Moderate	Low	Increase in the expected level of fragmentation.
	2	Moderate to High	Moderate	<b>Moderate to Low</b>	
	3	High	High	Moderate	
	OTA	Low to High	Low to High	Low to High	

<sup>1</sup> Expressed as a percentage of the area.

<sup>2</sup> Total of the following general vegetation classifications: shrub/cheatgrass; cheatgrass; exotic annuals; Sandberg bluegrass/cheatgrass; shrubs, seeded; and bare ground.

<sup>3</sup> Although 230,000 acres of vegetation treatments will occur, the 10- and 20-year projected values for “Desirable Vegetation Present” account for funding problems or unforeseen catastrophic events (i.e., fire, drought).

Monitoring intervals will vary because of different responses to treatments or disturbances. Wildfire will result in the immediate conversion of shrublands to grasslands; therefore, changes can be monitored on a yearly basis. However, because fire conditions vary considerably between years, the trigger for change will occur at a longer interval. Establishing perennial grass and shrub communities through vegetation treatments will occur at a slower rate; therefore, changes from fuels and restoration treatments could be expected to be measurable at five-year intervals. Increasing the size and connectivity of perennial communities would occur over the long-term, and measurable changes could be expected at 10- or 20-year intervals. The triggers are meant as guidelines and could change as inventory, research, and experience indicate.

Objectives to be monitored are organized by resource or resource use (Table 3.2). Monitoring is intended to identify broad trends that indicate improvements or changes that need to be addressed, and is not intended to be site-specific or address all objectives, activities, and resources. Some objectives have been paraphrased or combined, where appropriate. They are listed under the resource most directly affected by the action.

Monitoring of key elements of the plan does not constitute a BLM decision, but merely provides the basis for adaptive management. Monitoring will be implemented over a period of years, and conducted in a cost-effective manner, often using data currently collected for other purposes, such as rangeland trend data. Monitoring may also include sampling, modeling or remote sensing to analyze landscape-wide progress. Monitoring methods will follow BLM or other appropriate protocols.

The monitoring program will not be static, but will be periodically evaluated and adjusted as appropriate to ensure that the monitoring questions and standards remain relevant. As part of regular plan maintenance, some monitoring items could be discontinued and others added as knowledge and issues change.



**Table 3.2** Landscape-level Measures of the Effectiveness of Implementing the NCA RMP. Changes in These Indicators Will Help Determine if Objectives are Being Met.

<b>Cultural</b>	<b>Objective</b>	<i>Manage cultural resources by emphasizing mitigation and public interpretation.</i>	<b>Indicator/Trigger for Adaptive Management</b>
	<b>Monitoring Method and Frequency</b>	<p>Monitor a representative sample of significant cultural sites (including sites within the OTA) at least once every three years (1-3 year intervals). Create a mitigation plan based on the results of the monitoring.</p> <p>Monitor the Guffey Butte – Black Butte Archaeological District and the Oregon Trail for recreation, OHV, fire suppression, and rehabilitation/restoration impacts (annually).</p>	Impacts to cultural resources that detract from the characteristics that make a site eligible for the National Register.
<b>Fish and Wildlife</b>	<b>Objective</b>	<i>Emphasize protection and enhancement of raptor, raptor prey and other wildlife populations and habitats and expand areas useable by raptor prey and big game.</i>	<b>Indicator/Trigger for Adaptive Management</b>
	<b>Monitoring Method and Frequency</b>	<p>Monitor raptors and raptor prey populations to determine whether treated and untreated vegetation communities are meeting their needs (1-3 year intervals).</p> <p>Use monitoring data provided by IDFG (1-5 year intervals) for waterfowl, upland game, and big game species to identify population trends.</p> <p>Monitor the colonization of successfully rehabilitated and restored uplands by representative wildlife species beginning 15 years after treatment. (1-3 year intervals).</p>	Consistent downward trends or persistent instability in populations.
<b>Special Status Animals</b>	<b>Objective</b>	<i>Emphasize maintenance, protection, and enhancement of raptors and other sensitive wildlife populations and habitats.</i>	<b>Indicator/Trigger for Adaptive Management</b>



**Table 3.2** Landscape-level Measures of the Effectiveness of Implementing the NCA RMP. Changes in These Indicators Will Help Determine if Objectives are Being Met.

	<b>Monitoring Method and Frequency</b>	<p>Monitor representative, select sensitive species (avian, mammalian, aquatic) in representative habitats (1-3 year intervals).</p> <p>Monitor the colonization of successfully rehabilitated and restored riparian/wetlands by representative special status species beginning 15 years after treatment (1-3 year intervals).</p>	Consistent downward trends or persistent instability in populations.
<b>Special Status Plants</b>	<b>Objectives</b>	<i>The distribution, abundance, and vigor of special status plants will be maintained or improved.</i>	<b>Indicator/Trigger for Adaptive Management</b>
	<b>Monitoring Method and Frequency</b>	Monitor select populations of Type 1 and 2 special status plants for disturbance from livestock trampling and grazing, OHV activity, fire (suppression and ESR activities), and exotic plant invasion (1-5-year intervals). Slickspot peppergrass occurrences would be monitored annually using the habitat integrity protocol, as described in the CCA (Appendix 7).	For slickspot peppergrass, 10% surface disturbance on 10% of slickspots on a transect would trigger a management change. Other species do not currently have specific triggers.
<b>Vegetation</b>	<b>Objectives</b>	<p><i>Watersheds will have stable vegetative communities that provide for proper hydrologic function, nutrient cycling, energy flow, and soil stability.</i></p> <p><i>Limit further loss of existing native shrub habitat to no more than 30,000 acres and increase the acres of restored shrub habitat.</i></p>	<b>Indicator/Trigger for Adaptive Management</b>



**Table 3.2** Landscape-level Measures of the Effectiveness of Implementing the NCA RMP. Changes in These Indicators Will Help Determine if Objectives are Being Met.

	<b>Monitoring Method and Frequency</b>	<p>Use satellite imagery to monitor landscape changes in desired plant communities related to fire, recreation, livestock grazing, military training, and other activities to assess potential impacts to raptor prey species (5-year intervals)</p> <p>Monitor livestock utilization following use periods.</p> <p>Monitor vegetation trend in the OTA.</p> <p>Monitor condition, viability, and effectiveness of fuel breaks (annually).</p>	Greater than expected loss of remnant perennial vegetation communities.
<b>Recreation</b>	<b>Objective</b>	<i>Provide a diversity of quality, resource based recreational opportunities, while protecting resource values, minimizing user conflicts, and promoting public safety</i>	<b>Indicator/Trigger for Adaptive Management</b>
	<b>Monitoring Method and Frequency</b>	<p>Obtain visitor use estimates from other State agencies (e.g. IDFG, IDPR) and private entities (e.g. Idaho Power Company) (annually).</p> <p>Conduct visitor satisfaction surveys.</p> <p>Monitor activities to identify user conflicts and safety concerns.</p> <p>Monitor recreation use to assure the purposes of the enabling legislation (4d) are met.</p> <p>Evaluate other monitoring data (vegetation, wildlife) to determine if resource impacts are being caused by recreation.</p>	Limits of Acceptable Change (LAC) thresholds are exceeded.



### **3.5 EVALUATION AND ASSESSMENT – FUTURE CHANGES TO THE RMP**

Evaluation and assessment is the point where plans and monitoring data are reviewed. This phase of adaptive management is used to 1) judge the success of existing actions in meeting objectives and making progress toward achieving DFC; 2) make recommendations for mid-course corrections; and 3) help set priorities for management and research. The understanding gained through a comprehensive review of all the monitoring data is critical to managing sustainable, healthy, and productive habitats.

Evaluation and assessment will occur at five-year intervals. Tables 3.1 and 3.2 identify indicators or triggers (conditions that reflect a movement away from DFC) that may indicate a need to change or adjust management. Results from program specific monitoring could provide additional indicators for change. Conditions that might warrant a change in the RMP include:

- New information or circumstances that provide for interpretations not known or understood when the RMP was completed that could significantly affect ongoing actions.
- RMP decisions that are no longer valid based on new information or changed circumstances.
- Implementation decisions that are no longer valid based on new information or changed circumstances.
- Effects of proposed or ongoing actions that are substantially different from those projected in the Environmental Impact Statement (EIS).
- Inconsistencies that arise between RMP actions and other resource-related plans.

Minor changes, refinements or clarifications in the plan are maintenance actions that incorporate data from monitoring. Plan maintenance actions would not expand the scope of resource uses or restrictions or change the terms, conditions or decisions of the approved NCA RMP/EIS. Maintenance actions do not require formal public involvement, Tribal consultation or interagency coordination. Major changes to the plan, however, would require a plan amendment, formal public involvement, interagency coordination, Tribal consultation, and NEPA analysis.

### **3.6 COLLABORATION IN IMPLEMENTATION AND MONITORING**

Although BLM has primary responsibility for management of the NCA, opportunities exist to work with a variety of cooperating entities (i.e. Idaho Army National Guard, U.S. Geological Survey's Biological Resource Division) during plan implementation and monitoring. For example, the IDARNG monitors vegetation plots annually to determine habitat trend, and to provide information regarding the status of vegetation in the OTA.



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**APPENDIX 1. NCA ENABLING LEGISLATION**

PUBLIC LAW 103-64 – AUG. 4, 1993

**SNAKE RIVER BIRDS OF PREY NATIONAL CONSERVATION AREA**

PUBLIC LAW 103-64  
103d Congress

**An Act**

To establish the Snake River Birds of Prey National Conservation Area in the State of Idaho, and for other purposes.

*Be it enacted by the Senate and House of Representatives of United States of America in Congress assembled,*

**Section 1. Findings**

The Congress finds the following:

(1) The public lands managed by the Bureau of Land Management in the State of Idaho within the Snake River Birds of Prey Area contain one of the densest known nesting populations of eagles, falcons, owls, hawks, and other birds of prey (raptors) in North America.

(2) These public lands constitute a valuable national biological and educational resource since birds of prey are important components of the ecosystem and indicators of environmental quality, and contribute significantly to the quality of wildlife and human communities.

(3) These public lands also contain important historic and cultural resources (including significant archaeological resources) as well as other resources and values, all of which should be protected and appropriately managed.

(4) A military training area within the Snake River Birds of Prey Area, known as the Orchard Training Area, has been used since 1953 by reserve components of the Armed Forces. Military use of this area is currently governed by a Memorandum of Understanding between the Bureau of Land Management and the State of Idaho Military Division, dated May 1985. Operating under this Memorandum of Understanding, the Idaho National Guard has provided valuable assistance to the Bureau of Land Management with respect to fire control and other aspects of management of the Orchard Training Area and the other lands in the Snake River Birds of Prey Area. Military use of the lands within the Orchard Training Area should continue in accordance with such Memorandum of Understanding (or extension or renewal thereof), to the extent consistent with section 460iii-3(e) of this title, because this would be in the best interest of training of the reserve components (an important aspect of national security) and of the local economy.

(5) Protection of the conservation area as a home for raptors can best and should be accomplished by the Secretary of the Interior, acting through the Bureau of Land Management, under a management plan that:

(A) emphasizes management, protection, and rehabilitation of habitat for these raptors and of other resources and values of the area;



(B) provides for continued military use, consistent with the requirements of section 460iii-3(e) of this title, of the Orchard Training Area by reserve components of the Armed Forces;

(C) addresses the need for public educational and interpretive opportunities;

(D) allows for diverse appropriate uses of lands in the area to the extent consistent with the maintenance and enhancement of raptor populations and habitats and protection and sound management of other resources and values of the area; and

(E) demonstrates management practices and techniques that may be useful to other areas of the public lands and elsewhere.

(6) There exists near the conservation area a facility, the World Center for Birds of Prey operated by The Peregrine Fund, Inc., where research, public education, recovery, and reestablishment operations exist for endangered raptor species. There also exists at Boise State University a raptor study program which attracts national and international graduate and undergraduate students.

(7) The Bureau of Land Management and Boise State University, together with other State, Federal, and private entities, have formed the Raptor Research and Technical Assistance Center to be housed at Boise State University, which provides a unique adjunct to the conservation area for raptor management, recovery, research, and public visitation, interpretation, and education.

(8) Consistent with requirements of sections 1712 and 1732 of title 43, the Secretary has developed a comprehensive management plan and, based on such plan, has implemented a management program for the public lands included in the conservation area established by this subchapter.

(9) Additional authority and guidance must be provided to assure that essential raptor habitat remains in public ownership, to facilitate sound and effective planning and management, to provide for effective public interpretation and education, to ensure continued study of the relationship of humans and these raptors, to preserve the unique and irreplaceable habitat of the conservation area, and to conserve and properly manage the other natural resources of the area in concert with maintenance of this habitat.

(10) An ongoing research program funded by the Bureau of Land Management and the National Guard is intended to provide information to be used in connection with future decision making concerning management of all uses, including continued military use, of public lands within the Snake River Birds of Prey Area.

(11) Public lands in the Snake River Birds of Prey Area have been used for domestic livestock grazing for more than a century, with resultant benefits to community stability and contributions to the local and State economies. It has not been demonstrated that continuation of this use would be incompatible with appropriate protection and sound management of raptor habitat and the other resource values of these lands; therefore, subject to the determination provided for in section 460iii-3(f) of this title, it is expected that such grazing will continue in accordance with applicable regulations of the Secretary and the management plan for the conservation area.

(12) Hydroelectric facilities for the generation and transmission of electricity exist within the Snake River Birds of Prey Area pursuant to a license(s) issued by the Federal Energy Regulatory Commission, or its predecessor, the Federal Power Commission.



## Section 2. Definitions

As used in this Act:

- (1) The term "Secretary" means the Secretary of the Interior.
- (2) The term "conservation area" means the Snake River Birds of Prey National Conservation Area established by section 3.
- (3) The term "raptor" or "raptors" means individuals or populations of eagles, falcons, owls, hawks, and other birds of prey.
- (4) The term "raptor habitat" includes the habitat of the raptor prey base as well as the nesting and hunting habitat of raptors within the conservation area.
- (5) The term "Memorandum of Understanding" means the Memorandum of Understanding #ID-237, dated May 1985, between the State of Idaho Military Division and the Bureau of Land Management.
- (6) The term "Orchard Training Area" means that area generally so depicted on the map referred to in section 3(b) of this title, and as described in the Memorandum of Understanding as well as the air space over the same.
- (7) The term "Impact Area" means that area which was used for the firing of live artillery projectiles and is used for live fire ranges of all types and, therefore, poses a danger to public safety and which is generally so depicted on the map referred to in section 3(b).
- (8) The term "Artillery Impact Area" means that area within the Impact Area into which live projectiles are fired, which is generally described as that area labeled as such on the map referred to in section 3(b) of this title.
- (9) The term "the plan" means the comprehensive management plan developed for the conservation area, dated August 30, 1985, together with such revisions thereto as may be required in order to implement this Act.
- (10) The term "hydroelectric facilities" means all facilities related to the generation, transmission, and distribution of hydroelectric power and which are subject to, and authorized by, a license(s), and any and all amendments thereto, issued by the Federal Energy Regulatory Commission.

## Section 3. Establishment of National Conservation Area

- (a) Establishment and Purposes – (1) There is hereby established the Snake River Birds of Prey National Conservation Area (hereafter referred to as the "conservation area").
  - (2) The purposes for which the conservation area is established, and shall be managed, are to provide for the conservation, protection, and enhancement of raptor populations and habitats and the natural and environmental resources and values associated therewith, and of the scientific, cultural, and educational resources and values of the public lands in the conservation area.
  - (3) Subject to the provisions of subsection (d) of this section and section 4, uses of the public lands in the conservation area existing on August 4, 1993, shall be allowed to continue.
- (b) Area Included – The conservation area shall consist of approximately 482,457 acres of federally owned lands and interests therein managed by the Bureau of Land Management as



generally depicted on the map entitled "Snake River Birds of Prey National Conservation Area", dated November 1991.

(c) Map and Legal Description – As soon as is practicable after August 4, 1993, the map referred to in subsection (b) of this section and a legal description of the conservation area shall be filed by the Secretary with the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate. Each such map shall have the same force and effect as if included in this Act; except that the Secretary may correct clerical and typographical errors in such map and legal description. Each such map shall be on file and available for public inspection in the office of the Director and the Idaho State Director of the Bureau of Land Management of the Department of the Interior.

(d) Withdrawals – Subject to valid existing rights, the Federal lands within the conservation area are hereby withdrawn from all forms of entry, appropriation, or disposal under the public land laws; and from entry, application, and selection under the Act of March 3, 1877 (Ch. 107, 19 Stat. 377, 43 U.S.C. 321 *et seq.*; commonly referred to as the "Desert Lands Act"), section 4 of the Act of August 18, 1894 (Ch. 301, 28 Stat; U.S.C. 641; commonly referred to as the "Carey Act"), the Act of July 3, 1890 (Ch. 656, 26 Stat. 215; commonly referred to as the "State of Idaho Admissions Act"), section 2275 of the Revised Statutes, as amended (43 U.S.C. 851), and section 2276 of the Revised Statutes, as amended (43 U.S.C. 852). The Secretary shall return to the applicants any such applications pending on August 4, 1993, without further action. Subject to valid existing rights, as of August 4, 1993, lands within the Birds of Prey Conservation Area are withdrawn from location under the general mining laws, the operation of the mineral and geothermal leasing laws, and the mineral material disposal laws, except that mineral materials subject to disposal may be made available from existing sites to the extent compatible with the purposes for which the conservation area is established.

#### Section 4. Management and Use

(a) In General – (1)(A) Within 1 year after August 4, 1993, the Secretary shall make any revisions in the existing management plan for the conservation area as necessary to assure its conformance with this Act, and no later than January 1, 1996, shall finalize a new management plan for the conservation area.

(B) Thereafter, the Secretary shall review the plan at least once every 5 years and shall make such revisions as may be necessary or appropriate.

(C) In reviewing and revising the plan, the Secretary shall provide for appropriate public participation.

(2) Except as otherwise specifically provided in section 3(d) of this title and subsections (d), (e), and (f) of this section, the Secretary shall allow only such uses of lands in the conservation area as the Secretary determines will further the purposes for which the Conservation Area is established.

(b) Management Guidance – After each review pursuant to subsection (a) of this section, the Secretary shall make such revisions as may be needed so that the plan and management program to implement the plan include, in addition to any other necessary or appropriate provisions, provisions for –



- (1) protection for the raptor populations and habitats and the scientific, cultural, and educational resources and values of the public lands in the conservation area;
  - (2) identifying levels of continued military use of the Orchard Training Area compatible with paragraph (1) of this subsection;
  - (3) public use of the conservation area consistent with the purposes of this Act;
  - (4) interpretive and educational opportunities for the public;
  - (5) a program for continued scientific investigation and study to provide information to support sound management in accordance with this Act, to advance knowledge of raptor species and the resources and values of the conservation area, and to provide a process for transferring to other areas of the public lands and elsewhere this knowledge and management experience;
  - (6) such vegetative enhancement and other measures as may be necessary to restore or enhance prey habitat;
  - (7) the identification of levels, types, timing, and terms and conditions for the allowable nonmilitary uses of lands within the conservation area that will be compatible with the protection, maintenance, and enhancement of raptor populations and habitats and the other purposes for which the conservation area is established; and
  - (8) assessing the desirability of imposing appropriate fees for public uses (including, but not limited to, recreational use) of lands in the conservation area, which are not now subject to fees, to be used to further the purposes for which the conservation area is established.
- (c) Visitors Center – The Secretary, acting through the Director of the Bureau of Land Management, is authorized to establish, in cooperation with other public or private entities as the Secretary may deem appropriate, a visitors center designed to interpret the history and the geological, ecological, natural, cultural, and other resources of the conservation area and the biology of the raptors and their relationships to man.
- (d) Visitors Use of Area – In addition to the Visitors Center, the Secretary may provide for visitor use of the public lands in the conservation area to such extent and in such manner as the Secretary considers consistent with the protection of raptors and raptor habitat, public safety, and the purposes for which the conservation area is established. To the extent practicable, the Secretary shall make available to visitors and other members of the public a map of the conservation area and such other educational and interpretive materials as may be appropriate.
- (e) National Guard Use of Area – (1) Pending completion of the ongoing research concerning military use of lands in the conservation area, or until the date 5 years after August 4, 1993, whichever is the shorter period, the Secretary shall permit continued military use of those portions of the conservation area known as the Orchard Training Area in accordance with the Memorandum of Understanding, to the extent consistent with the use levels identified pursuant to subsection (b)(2) of this section.
- (2) Upon completion of the ongoing research concerning military use of lands in the conservation area, the Secretary shall review the management plan and make such additional revisions therein as may be required to assure that it meets the requirements of this Act.
  - (3) Upon completion of the ongoing research concerning military use of lands in the conservation area, the Secretary shall submit to the Committees on Natural Resources and



Merchant Marine and Fisheries of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report of the results of such research.

(4) Nothing in this subchapter shall preclude minor adjustment of the boundaries of the Orchard Training Area in accordance with provisions of the Memorandum of Understanding.

(5) After completion of the ongoing research concerning military use of lands in the Orchard Training Area or after the date 5 years after August 4, 1993, whichever first occurs, the Secretary shall continue to permit military use of such lands, unless the Secretary, on the basis of such research, determines such use is not compatible with the purposes set forth in section 3(a)(2). Any such use thereafter shall be permitted in accordance with the Memorandum of Understanding, which may be extended or renewed by the Secretary so long as such use continues to meet the requirements of subsection (b)(2) of this section.

(6) In accordance with the Memorandum of Understanding, the Secretary shall require the State of Idaho Military Division to insure that military units involved maintain a program of decontamination.

(7) Nothing in this subchapter shall be construed as by itself precluding the extension or renewal of the Memorandum of Understanding, or the construction of any improvements or buildings in the Orchard Training Area so long as the requirements of this subsection are met.

(f) Livestock Grazing – (1) So long as the Secretary determines that domestic livestock grazing is compatible with the purposes for which the conservation area is established, the Secretary shall permit such use of public lands within the conservation area, to the extent such use of such lands is compatible with such purposes. Determinations as to compatibility shall be made in connection with the initial revision of management plans for the conservation area and in connection with each plan review required by subsection 4(a)(1)(B).

(2) Any livestock grazing on public lands within the conservation area, and activities the Secretary determines necessary to carry out proper and practical grazing management programs on such lands (such as animal damage control activities) shall be managed in accordance with the Act of June 28, 1934 (43 U.S.C. 315 *et seq.*; commonly referred to as the "Taylor Grazing Act"), section 402 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1752), other laws applicable to such use and programs on the public lands, and the management plan for the conservation area.

(g) Cooperative Agreements – The Secretary is authorized to provide technical assistance to, and to enter into such cooperative agreements and contracts with, the State of Idaho and with local governments and private entities as the Secretary deems necessary or desirable to carry out the purposes and policies of this Act.

(h) Agricultural Practices – Nothing in this subchapter shall be construed as constituting a grant of authority to the Secretary to restrict recognized agricultural practices or other activities on private land adjacent to or within the conservation area boundary.

(i) Hydroelectric Facilities – Notwithstanding any provision of this Act, or regulations and management plans undertaken pursuant to its provisions, the Federal Energy Regulatory Commission shall retain its current jurisdiction concerning all aspects of the continued and future operation of hydroelectric facilities, licensed or relicensed under the Federal Power Act (16 U.S.C. 791a *et seq.*), located within the boundaries of the conservation area.



## Section 5. Additions

(a) Acquisitions – (1) The Secretary is authorized to acquire lands and interests therein within the boundaries of the conservation area by donation, purchase with donated or appropriated funds, exchange, or transfer from another Federal agency, except that such lands or interests owned by the State of Idaho or a political subdivision thereof may be acquired only by donation or exchange.

(2) Any lands located within the boundaries of the conservation area that are acquired by the United States on or after August 4, 1993, shall become a part of the conservation area and shall be subject to this Act.

(b) Purchase of Lands – In addition to the authority in section 318(d) of Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) and notwithstanding section 7(a) of Land and Water Conservation Fund Act of 1964 (16 U.S.C. 4061-9(a)), monies appropriated from the Land and Water Conservation Fund may be used as authorized in section 5(b) of the Endangered Species Act of 1973 (16 U.S.C. 1534(b)), for the purposes of acquiring lands or interests therein within the conservation area for administration as public lands as a part of the conservation area.

(c) Land Exchanges – The Secretary shall, within 4 years after August 4, 1993, study, identify, and initiate voluntary land exchanges which would resolve ownership related land use conflicts within the conservation area.

## Section 6. Other Laws and Administrative Provisions

(a) Other Laws – (1) Nothing in this subchapter shall be construed to supersede, limit, or otherwise affect administration and enforcement of the Endangered Species Act of 1973 (16 U.S.C. 1531 *et seq.*) or to limit the applicability of the National Trails System Act (16 U.S.C. 1241 *et seq.*) to any lands within the conservation area.

(2) Except as otherwise specifically provided in this subchapter, nothing in this subchapter shall be construed as limiting the applicability to lands in the conservation area of laws applicable to public lands generally, including but not limited to the National Historic Preservation Act (16 U.S.C. 470 *et seq.*), the Archaeological Resources Protection Act of 1979 (16 U.S.C. 470aa *et seq.*), or the Native American Graves Protection and Repatriation Act (25 U.S.C. 3001 *et seq.*).

(3) Nothing in this subchapter shall be construed as by itself altering the status of any lands that on August 4, 1993, were not managed by the Bureau of Land Management.

(4) Nothing in this subchapter shall be construed as prohibiting the Secretary from engaging qualified persons to use public lands within the conservation area for the propagation of plants (including seeds) to be used for vegetative enhancement of the conservation area in accordance with the plan and in furtherance of the purposes for which the conservation area is established.

(b) Release – The Congress finds and directs that the public lands within the Snake River Birds of Prey Natural Area established as a natural area in October 1971 by Public Land Order 5133 have been adequately studied and found unsuitable for wilderness designation pursuant to section 603 of the Federal Land Policy and Management Act of 1976. Such lands are hereby



released from further management pursuant to section 603(c) of Such an Act and shall be managed in accordance with other applicable provisions of law, including this Act.

(c) Existing Administrative Withdrawal Terminated – Public Land Orders 5133 dated October 12, 1971, and 5777 dated November 21, 1980, issued by the Secretary are hereby revoked subject to subsections (d)(3) and (d)(4).

(d) Water – (1) The Congress finds that the United States is currently a party in an adjudication of rights to waters of the Snake River, including water rights claimed by the United States on the basis of the reservation of lands for purposes of conservation of fish and wildlife and that consequently there is no need for this Act to effect a reservation by the United States of rights with respect to such waters in order to fulfill the purposes for which the conservation area is established.

(2) Nothing in this Act or any action taken pursuant thereto shall constitute either an expressed or implied reservation of water or water rights for any purpose.

(3) Nothing in this Act shall be construed as effecting a relinquishment or reduction of any of the water rights held or claimed by the United States within the State of Idaho or elsewhere on or before August 4, 1993.

(4) The Secretary and all other officers of the United States shall take all steps necessary to protect all water rights claimed by the United States in the Snake River adjudication now pending in the district court of the State of Idaho in which the United States is joined under section 208 of the Act of July 10, 1952 (66 Stat. 560; 43 U.S.C. 666; commonly referred to as the “McCarran Amendment”).

## **Section 7. Authorization of Appropriations**

There are authorized to be appropriated such sums as may be necessary to carry out this Act.

Approved August 4, 1993.



## APPENDIX 2. IDAHO STANDARDS FOR RANGELAND HEALTH AND GUIDELINES FOR LIVESTOCK GRAZING MANAGEMENT



# Idaho Standards for Rangeland Health and Guidelines for Livestock Grazing Management

**FINAL**

U.S. Department of the Interior  
Bureau of Land Management



August 1997

Dear Reader,



After nearly two years of hard work, I am proud to announce the completion of "Standards for Rangeland Health and Guidelines for Livestock Grazing Management" for Idaho. These standards and guidelines, which provide the resource measures and guidance needed to ensure healthy, functional rangelands, went into effect on August 12 after they were approved by the Secretary of the Interior.

As you will recall, the BLM presented proposed standards and guidelines, developed by the 45 members of our three Resource Advisory Councils, to the public for feedback earlier this spring. We received 22 letters from individuals and organizations suggesting revisions. We provided a copy of each letter, as well as a summary of comments, to our Resource Advisory Councils and asked them to carefully consider each suggestion and provide us with recommendations for changes. We used our Resource Advisory Councils' recommendations, as well as input from the BLM Washington Office and the Department of the Interior, to develop the final standards and guidelines.

Subsequently, we conducted a comprehensive review of all of our existing land use plans in Idaho and found that the final standards and guidelines conform with them. We then prepared an Administrative Determination to that effect to meet National Environmental Policy Act requirements.

Now, we turn our attention away from developing standards and guidelines to implementing them. We are currently in the process of developing a strategy to prioritize our livestock grazing allotments and evaluate them to determine if standards and guidelines are being met or if significant progress towards meeting them is being achieved. As soon as this strategy is completed, sometime in the next few weeks, we will provide you with the appropriate detailed information.

The final standards and guidelines are the product of extensive discussion, debate, and compromise by individuals and organizations representing a wide variety of interests. Please be assured that we will offer many opportunities for interested parties to provide input as we implement the standards and guidelines and that your continued participation is critical to our success.

Sincerely,

Martha Hahn  
BLM Idaho State Director





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## Standards for Rangeland Health

The Standards for Rangeland Health, as applied in the State of Idaho, are to be used as the Bureau of Land Management's management goals for the betterment of the environment, protection of cultural resources, and sustained productivity of the range. They are developed with the specific intent of providing for the multiple use of the public lands. Application of the standards should involve collaboration between the authorized officer, interested publics, and resource users.

Rangelands should be meeting the Standards for Rangeland Health or making significant progress toward meeting the standards. Meeting the standards provides for proper nutrient cycling, hydrologic cycling, and energy flow.

Monitoring of all uses is necessary to determine if the standards are being met. It is the primary tool for determining rangeland health, condition, and trend. It will be performed on representative sites.

Appropriate to soil type, climate, and landform, indicators are a list of typical physical and biological factors and processes that can be measured and/or observed (e.g., photographic monitoring). They are used in combination to provide information necessary to determine the health and condition of the rangelands. Usually, no single indicator provides sufficient information to determine rangeland health. Only those indicators appropriate to a particular site are to be used. The indicators listed below each standard are not intended to be all inclusive.

The issue of scale must be kept in mind in evaluating the indicators listed after each standard. It is recognized that individual isolated sites within a landscape may not be meeting the standards; however, broader areas must be in proper functioning condition. Furthermore, fragmentation of habitat that reduces the effective size of large areas must also be evaluated for its consequences.

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## **STANDARD 1 (WATERSHEDS)**

Watersheds provide for the proper infiltration, retention, and release of water appropriate to soil type, vegetation, climate, and landform to provide for proper nutrient cycling, hydrologic cycling, and energy flow.

Indicators may include, but are not limited to, the following:

1. The amount and distribution of ground cover, including litter, for identified ecological site(s) or soil-plant associations are appropriate for site stability.
2. Evidence of accelerated erosion in the form of rills and/or gullies, erosional pedestals, flow patterns, physical soil crusts/surface sealing, and compaction layers below the soil surface is minimal for soil type and landform.

## **STANDARD 2 (RIPARIAN AREAS AND WETLANDS)**

Riparian-wetland areas are in properly functioning condition appropriate to soil type, climate, geology, and landform to provide for proper nutrient cycling, hydrologic cycling, and energy flow.

Indicators may include, but are not limited to, the following:

1. The riparian/wetland vegetation is controlling erosion, stabilizing streambanks, shading water areas to reduce water temperature, stabilizing shorelines, filtering sediment, aiding in floodplain development, dissipating energy, delaying flood water, and increasing recharge of groundwater appropriate to site potential.
2. Riparian/wetland vegetation with deep strong binding roots is sufficient to stabilize streambanks and shorelines. Invader and shallow rooted species are a minor component of the floodplain.
3. Age class and structural diversity of riparian/wetland vegetation is appropriate for the site.
4. Noxious weeds are not increasing.

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### STANDARD 3 (STREAM CHANNEL/FLOODPLAIN)

Stream channels and floodplains are properly functioning relative to the geomorphology (e.g., gradient, size, shape, roughness, confinement, and sinuosity) and climate to provide for proper nutrient cycling, hydrologic cycling, and energy flow.

Indicators may include, but are not limited to, the following:

1. Stream channels and floodplains dissipate energy of high water flows and transport sediment. Soils support appropriate riparian-wetland species, allowing water movement, sediment filtration, and water storage. Stream channels are not entrenching.
2. Stream width/depth ratio, gradient, sinuosity, and pool, riffle and run frequency are appropriate for the valley bottom type, geology, hydrology, and soils.
3. Streams have access to their floodplains and sediment deposition is evident.
4. There is little evidence of excessive soil compaction on the floodplain due to human activities.
5. Streambanks are within an appropriate range of stability according to site potential.
6. Noxious weeds are not increasing.

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#### **STANDARD 4 (NATIVE PLANT COMMUNITIES)**

Healthy, productive, and diverse native animal habitat and populations of native plants are maintained or promoted as appropriate to soil type, climate, and landform to provide for proper nutrient cycling, hydrologic cycling, and energy flow.

Indicators may include, but are not limited to, the following:

1. Native plant communities (flora and microbiotic crusts) are maintained or improved to ensure the proper functioning of ecological processes and continued productivity and diversity of native plant species.
2. The diversity of native species is maintained.
3. Plant vigor (total plant production, seed and seedstalk production, cover, etc.) is adequate to enable reproduction and recruitment of plants when favorable climatic events occur.
4. Noxious weeds are not increasing.
5. Adequate litter and standing dead plant material are present for site protection and for decomposition to replenish soil nutrients relative to site potential.

#### **STANDARD 5 (SEEDINGS)**

Rangelands seeded with mixtures, including predominately non-native plants, are functioning to maintain life form diversity, production, native animal habitat, nutrient cycling, energy flow, and the hydrologic cycle.

Indicators may include, but are not limited to, the following:

1. In established seedings, the diversity of perennial species is not diminishing over time.
2. Plant production, seed production, and cover are adequate to enable recruitment when favorable climatic events occur.
3. Noxious weeds are not increasing.
4. Adequate litter and standing dead plant material are present for site protection and for decomposition to replenish soil nutrients relative to site potential.

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**STANDARD 6 (EXOTIC PLANT COMMUNITIES,  
OTHER THAN SEEDINGS)**

Exotic plant communities, other than seedings, will meet minimum requirements of soil stability and maintenance of existing native and seeded plants. These communities will be rehabilitated to perennial communities when feasible cost effective methods are developed.

Indicators may include, but are not limited to, the following:

1. Noxious weeds are not increasing.
2. The number of perennial species is not diminishing over time.
3. Plant vigor (production, seed and seedstalk production, cover, etc.) of remnant native or seeded (introduced) plants is maintained to enable reproduction and recruitment when favorable climatic or other environmental events occur.
4. Adequate litter and standing dead plant material is present for site protection and for decomposition to replenish soil nutrients relative to site potential.

**STANDARD 7 (WATER QUALITY)**

Surface and ground water on public lands comply with the Idaho Water Quality Standards.

Indicators may include, but are not limited to, the following:

1. Physical, chemical, and biologic parameters described in the Idaho Water Quality Standards.

**STANDARD 8 (THREATENED AND ENDANGERED  
PLANTS AND ANIMALS)**

Habitats are suitable to maintain viable populations of threatened and endangered, sensitive, and other special status species.

Indicators may include, but are not limited to, the following:

1. Parameters described in the Idaho Water Quality Standards.

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2. Riparian/wetland vegetation with deep, strong, binding roots is sufficient to stabilize streambanks and shorelines. Invader and shallow rooted species are a minor component of the floodplain.
3. Age class and structural diversity of riparian/wetland vegetation are appropriate for the site.
4. Native plant communities (flora and microbiotic crusts) are maintained or improved to ensure the proper functioning of ecological processes and continued productivity and diversity of native plant species.
5. The diversity of native species is maintained.
6. The amount and distribution of ground cover, including litter, for identified ecological site(s) or soil-plant associations are appropriate for site stability.
7. Noxious weeds are not increasing.

## Guidelines for Livestock Grazing Management

### INTRODUCTION

Guidelines direct the selection of grazing management practices, and where appropriate, livestock management facilities to promote significant progress toward, or the attainment and maintenance of, the standards. Grazing management practices are livestock management techniques. They include the manipulation of season, duration (time), and intensity of use, as well as numbers, distribution, and kind of livestock. Livestock management facilities are structures such as fences, corrals, and water developments (ponds, springs, pipelines, troughs, etc.) used to facilitate the application of grazing management practices. Livestock grazing management practices and guidelines will be consistent with the Idaho Agricultural Pollution Abatement Plan.

Grazing management practices and facilities are implemented locally, usually on an allotment or watershed basis. Grazing management programs are based on a combination of appropriate grazing management practices and facilities developed through consultation, coordination, and cooperation with the Bureau of Land Management, permittees, other agencies, Indian tribes, and interested publics.

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These guidelines were prepared under the assumption that regulations and policies regarding grazing on the public lands will be implemented and will be adhered to by the grazing permittees and agency personnel. Anything not covered in these guidelines will be addressed by existing laws, regulations, Indian treaties, and policies.

The BLM will identify and document within the local watershed all impacts that affect the ability to meet the standards. If a standard is not being met due to livestock grazing, then allotment management will be adjusted unless it can be demonstrated that significant progress toward the standard is being achieved. This applies to all subsequent guidelines.



## GUIDELINES

1. Use grazing management practices and/or facilities to maintain or promote significant progress toward adequate amounts of ground cover (determined on an ecological site basis) to support infiltration, maintain soil moisture storage, and stabilize soils.
2. Locate livestock management facilities away from riparian areas wherever they conflict with achieving or maintaining riparian-wetland functions.
3. Use grazing management practices and/or facilities to maintain or promote soil conditions that support water infiltration, plant vigor, and permeability rates and minimize soil compaction appropriate to site potential.
4. Implement grazing management practices that provide periodic rest or deferment during critical growth stages to allow sufficient regrowth to achieve and maintain healthy, properly functioning conditions, including good plant vigor and adequate vegetative cover appropriate to site potential.
5. Maintain or promote grazing management practices that provide sufficient residual vegetation to improve, restore, or maintain healthy riparian-wetland functions and structure for energy dissipation, sediment capture, ground water recharge, streambank stability, and wildlife habitat appropriate to site potential.
6. The development of springs, seeps, or other projects affecting water and associated resources shall be designed to protect the ecological functions, wildlife habitat, and significant cultural and historical/archaeological/paleontological values associated with the water source.

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7. Apply grazing management practices to maintain, promote, or progress toward appropriate stream channel and streambank morphology and functions. Adverse impacts due to livestock grazing will be addressed.
8. Apply grazing management practices that maintain or promote the interaction of the hydrologic cycle, nutrient cycle, and energy flow that will support the appropriate types and amounts of soil organisms, plants, and animals appropriate to soil type, climate, and landform.
9. Apply grazing management practices to maintain adequate plant vigor for seed production, seed dispersal, and seedling survival of desired species relative to soil type, climate, and landform.
10. Implement grazing management practices and/or facilities that provide for complying with the Idaho Water Quality Standards.
11. Use grazing management practices developed in recovery plans, conservation agreements, and Endangered Species Act, Section 7 consultations to maintain or improve habitat for federally listed threatened, endangered, and sensitive plants and animals.
12. Apply grazing management practices and/or facilities that maintain or promote the physical and biological conditions necessary to sustain native plant populations and wildlife habitats in native plant communities.
13. On areas seeded predominantly with non-native plants, use grazing management practices to maintain or promote the physical and biological conditions to achieve healthy rangelands.
14. Where native communities exist, the conversion to exotic communities after disturbance will be minimized. Native species are emphasized for rehabilitating disturbed rangelands. Evaluate whether native plants are adapted, available, and able to compete with weeds or seeded exotics.
15. Use non-native plant species for rehabilitation only in those situations where:
  - a. native species are not readily available in sufficient quantities;
  - b. native plant species cannot maintain or achieve the standards; or
  - c. non-native plant species provide for management and protection of native rangelands.

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Include a diversity of appropriate grasses, forbs, and shrubs in rehabilitation efforts.

16. On burned areas, allow natural regeneration when it is determined that populations of native perennial shrubs, grasses, and forbs are sufficient to revegetate the site. Rest burned or rehabilitated areas to allow recovery or establishment of perennial plant species.

17. Carefully consider the effects of new management facilities (e.g., water developments, fences) on healthy and properly functioning rangelands prior to implementation.

18. Use grazing management practices, where feasible, for wildfire control and to reduce the spread of targeted undesirable plants (e.g., cheatgrass, medusa head, wildrye, and noxious weeds) while enhancing vigor and abundance of desirable native or seeded species.

19. Employ grazing management practices that promote natural forest regeneration and protect reforestation projects until the Idaho Forest Practices Act requirements for timber stand replacement are met.

20. Design management fences to minimize adverse impacts, such as habitat fragmentation, to maintain habitat integrity and connectivity for native plants and animals.

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## Glossary

**ACCELERATED EROSION** — Soil loss at a rate in excess of natural or geologic erosion as a result of human-caused disturbance.

**AGE CLASS** — A classification of woody plant species according to relative age, e.g., seedling, young, mature, or decadent.

**ALLOTMENT MANAGEMENT PLAN** — A documented program which applies to livestock grazing on public lands, prepared by consulting, cooperating, and coordinating with the permittee(s), lessee(s), or other interested publics.

**ANIMAL HABITAT** — The place and environment where an animal lives including all biotic, climatic, and edaphic factors.

**BEST MANAGEMENT PRACTICE (BMP)** — A component practice or combination of component practices determined to be the most effective, practicable means of preventing or reducing the amount of pollution generated by nonpoint sources to a level compatible with water quality goals. (Idaho Agricultural Pollution Abatement Plan, August 1993)

**COMPONENT PRACTICES** — Approved practices, used alone or in combination with other practices, are used to develop BMPs. (Idaho Agricultural Pollution Abatement Plan, August 1993)

**CONNECTIVITY** — The state of being functionally connected by movement of organisms, material, or energy. The opposite of habitat fragmentation.

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**CONSULTATION, COORDINATION, AND COOPERATION** — A process prescribed by the Public Rangelands Improvement Act of involving the permittee(s), lessee(s), federally recognized Indian tribes, and interested publics in the development of allotment management plans and other management programs on public lands. The process also includes trust responsibilities to Federally recognized Indian tribes.

**COLLABORATION** — To work jointly with others.

**COVER** — (See Ground Cover)

**DEFERMENT** — Nongrazing, either by delay or discontinuance of grazing, from the beginning of plant growth until the seed is set or the equivalent stage of vegetative reproduction.

**DIVERSITY** — (1) The absolute number of species in a community, species richness; and (2) a measure of the number of species and their relative abundance in a community; low diversity refers to few species or unequal abundances, high diversity to many species or equal abundances.

**ECOLOGICAL SITES** — A kind of land with specific physical characteristics that differs from other kinds of land in its ability to produce distinctive kinds and amounts of vegetation and its response to management. Ecological site is synonymous with range site and ecological type.

**ENERGY FLOW** — The capture of sunlight energy by plants and the conversion through photosynthesis to biomass.

**EXOTIC PLANT COMMUNITIES, OTHER THAN SEEDINGS** — Assemblages of plants that are not indigenous to the area, such as cheatgrass, yellow star thistle, and medusa head rye.

**FRAGMENTATION** — The process of dividing habitats into smaller and smaller units until their utility as habitat is lost.

**GRAZING MANAGEMENT PRACTICES** — Techniques used to manage livestock and include season, duration (amount of the time grazing occurs), intensity of use, numbers of livestock, kind of livestock, and distribution (e.g., salting, herding, and water development).



**GRAZING PLAN OR PROGRAM** — A combination of grazing management and/or facilities used to ensure an expectation of meeting or making significant progress toward meeting the Standards for Rangeland Health.

**GROUND COVER** — The percentage of material, other than bare ground, covering the land surface. It may include live and standing dead vegetation, microbiotic crust, litter, cobble, gravel, stones, and bedrock. Ground cover, plus bare ground, totals 100 percent.

**HUMAN ACTIVITIES** — Any activity that is initiated or controlled by people, such as recreation, timber harvest, livestock grazing, road and other construction, and mining.

**HYDROLOGIC CYCLE** — The circulation of water in the atmosphere, on the surface of the earth, in the soil, and in the underlying rocks.

**INDIAN TREATY** — A contract in writing between the United States Government and Indian tribes formally signed by duly authorized representatives and ratified by the United States Senate.

**INDICATOR** — Components or attributes of a rangeland ecosystem that can be observed and/or measured that provides evidence of the function, productivity, health and/or condition of the ecosystem.

**INFILTRATION** — A soil, as influenced by soil texture, aspect, slope, and vegetation cover.

**LANDFORM** — A naturally formed element of the landscape that controls or influences hydrologic, physical, and ecological processes.

**LANDSCAPE** — Landform of a region in aggregate.

**LAND USE PLAN** — Land use plan means a resource management plan or management framework plan, developed under the provisions of 43 CFR 1600. These plans are developed through public participation in accordance with the provisions of the Federal Land Policy and Management Act of 1976 and establish management direction for resource uses of public lands. (43 CFR 4100)

**LIFE FORM** — Characteristic form or appearance of a plant species at maturity, e.g., tree, shrub, forb, grass, etc.

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LITTER — Dead plant or animal material on the soil surface.

LIVESTOCK MANAGEMENT FACILITIES — Physical facilities, such as fences, water developments, and corrals that are used to handle and control livestock.

MICROBIOTIC CRUST — Community of non-vascular primary producers that occur as a "crust" on the surface of soils and made up of a mixture of algae, lichens, mosses, and cyanobacteria (bluegreen algae).

MONITORING — The orderly collection, analysis, and interpretation of resource data and information to evaluate progress toward meeting Standards for Rangeland Health and/or management objectives.

MULTIPLE USE — The definition of multiple use is defined in the Federal Policy and Management Act of 1976 as follows:

"The management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resource or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform with changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historic values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of the uses that will give the greatest economic return or the greatest output."

NATIVE SPECIES — Plants or animals indigenous to the area.

NON-NATIVE SPECIES — Plants or animals that are not indigenous to the area.

NOXIOUS WEEDS — Exotic plants that are listed by the State of Idaho and subject to Idaho weed control laws.



**NUTRIENT CYCLE** — The cyclical process by which plants and animals use chemical compounds and elements in the soil, water, and atmosphere to produce plants and animals and the decomposition of plants and animals to return chemical compounds and elements to the soil, water, and air for future use.

**PRODUCTIVITY** — The ability of a site to produce vegetation.

**PROPER FUNCTIONING CONDITION (RIPARIAN)** —

"Riparian-wetland areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; improve floodwater retention and ground-water recharge; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and the water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity."

USDI. 1993, Revised 1995. Riparian Area Management, Process for Assessing Proper Functioning Condition, Technical Report 1737-9, p. 4. Bureau of Land Management, BLM/SC/ST-93/003+1737+REV95, Service Center, CO. 51 pp.

USDI. 1994. Riparian Area Management, Process for Assessing Proper Functioning Condition for Lentic Riparian-Wetland Areas. Technical report 1737-11. Bureau of Land Management, BLM/SC/ST-94/008+1737, Service Center, CO. 37 pp.

**RANGELAND** — A kind of land on which the native vegetation is predominately grasses, grass-like plants, forbs, or shrubs. Rangelands include natural grasslands, savannas, shrublands, most deserts, alpine communities, riparian areas, and wet meadows.

**RANGELAND CONDITION** — The present status of a unit in terms of specific values or potential.

**RANGELAND HEALTH** — The degree to which the integrity of the soil and ecological processes of rangeland ecosystems is maintained.

National Research Council. 1994. Rangeland Health: New Methods to Classify, Inventory and Monitor Rangelands.



**RESIDUAL VEGETATION** — Amount, cover, and species composition of the vegetation on a site after it has been grazed for a period of time.

**REST** — Nongrazing for a specified period of time, generally a full growing season up to a full year.

**RIPARIAN AREAS** — A form of wetland transition between permanently saturated wetlands and uplands. The areas exhibit vegetation or physical characteristics that reflect permanent surface or subsurface water influence. Typical riparian areas include such areas as lands along, adjacent to, or contiguous with perennially and intermittently flowing rivers, streams, glacial potholes, and shores of lakes and reservoirs with stable water levels. Riparian areas do not include ephemeral (permanently above the water table and flows only during or immediately after a rainstorm or snowmelt) streams that do not exhibit the presence of vegetation dependent upon free water in the soil. (Bureau of Land Management Technical Reference TR 1737-9 and 11)

**SENSITIVE PLANTS AND ANIMALS** — Plants and animals listed by the Bureau of Land Management State Directors.

**SIGNIFICANT PROGRESS** — Measurable and/or observable (i.e., photography, use of approved qualitative procedures) changes in the indicators that demonstrate improved rangeland health.



**SPATIAL SCALE** — The relative size of an area under consideration. For example, a small scale is a site, a mid-scale is a watershed, and a large scale is a basin.

**SPECIAL STATUS SPECIES** — Plant and animal species that are federally listed as threatened or endangered, proposed threatened or endangered, candidate species, State listed as threatened or endangered, or listed by a Bureau of Land Management State Director as sensitive.

**SUSTAINED PRODUCTIVITY OF THE RANGE** — Maintaining the production capability of the rangeland for long periods of time (100 years +).

**TREND** — The direction of change in ecological status or resource value rating observed over time.

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USE — Human activities (e.g., mining, forestry, livestock grazing, vegetation manipulation, road construction and maintenance, other construction and maintenance activities, wild horses, recreation, habitat manipulation, and management facility construction and maintenance).

WATERSHED — An area that collects and discharges runoff to a given point. It is often used synonymously with drainage basin or catchment.

WETLAND — Areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and which under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Typical wetlands include marshes, shallow swamps, sloughs, lake shores, bogs, wet meadows, and riparian areas. (Bureau of Land Management Technical Reference TR 1737-9 and 11)



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## APPENDIX 3. SPECIAL STATUS ANIMAL SPECIES IN THE NCA

### Endangered

- None

### Threatened Species

- None

### Candidate Species

- Yellow-billed cuckoo (*Coccyzus americanus*)

### Range-wide/Globally Imperiled Species

- Pygmy rabbit (*Brachylagus idahoensis*)
- American white pelican (*Pelecanus erythrorhynchos*)

### Regional/State Imperiled Species

- Spotted Bat (*Euderma maculatum*)
- Piute ground squirrel (*Spermophilus mollis*)
- Trumpeter Swan (*Cygnus buccinator*)
- Peregrine falcon (*Falco peregrinus*)
- Prairie falcon (*Falco mexicanus*)
- Northern Goshawk (*Accipiter gentiles*)
- Ferruginous hawk (*Buteo regalis*)
- Black tern (*Chlidonias niger*)
- Calliope hummingbird (*Stellula calliope*)
- Lewis' woodpecker (*Melanerpes lewis*)
- Willow flycatcher (*Empidonax traillii*)
- Olive-sided flycatcher (*Contopus cooperi*)
- Loggerhead shrike (*Lanius ludovicianus*)
- Brewer's sparrow (*Spizella breweri*)
- Sage sparrow (*Amphispiza belli*)
- Longnose snake (*Rhinocheilus lecontei*)
- Mojave black-collard lizard (*Crotaphytus bicinctores*)
- Ground snake (*Sonora semiannulata*)
- Common garter snake (*Thamnophis sirtalis*)
- Western toad (*Bufo boreas*)
- Woodhouse's toad (*Bufo woodhousii*)

### Idaho Watch List

- Yuma myotis (*Myotis yumanensis*)
- Western pipistrelle (*Pipistrellus hesperus*)
- Western small-footed myotis (*Myotis ciliolabrum*)
- Barrow's goldeneye (*Bucephala islandica*)
- Swainson's hawk (*Buteo swainsoni*)
- Long-billed curlew (*Numenius americanus*)
- Wilson's phalarope (*Phalaropus tricolor*)
- Short-eared owl (*Asio flammeus*)
- Burrowing owl (*Speotyto cunicularia*)
- Cordilleran flycatcher (*Empidonax occidentalis*)
- Green-tailed towhee (*Pipilo chlorurus*)
- Grasshopper sparrow (*Ammodramus savannarum*)
- Red-napped sapsucker (*Sphyrapicus nuchalis*)
- Sage thrasher (*Oreoscoptes montanus*)
- Brewer's blackbird (*Euphagus cyanocephalus*)
- Cassin's finch (*Carpodacus cassinii*)
- Night snake (*Hypsiglena torquata*)



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#### APPENDIX 4. BLM SPECIAL STATUS PLANT SPECIES IN THE NCA

Soil type and habitat descriptions are for each species across their range. Location and threats are for those known to occur in the NCA.

Plant	Type <sup>1</sup>	Soil Type and Habitat	Location	Threats <sup>2</sup>
Mulford's milkvetch ( <i>Astragalus mulfordiae</i> )	2	Sandy slopes in alluvial deposits	Con Shea Basin/ Halverson Lakes, to Grandview.	A, B, C, D
Snake River milkvetch ( <i>Astragalus purshii</i> var. <i>ophiogenes</i> )	5	Fine alluvial sand in big sagebrush-grass-four-wing saltbush zone	Halverson Lakes/ Con Shea Basin to Wilkins Gulch/ Eagle Cove West.	None
Desert pincushion ( <i>Chaenactis stevioides</i> )	4	Coarse sand in salt desert shrub-Wyoming big sagebrush habitat	Dorsey Butte/Chattin Hill to West Rabbit Creek.	A, B, C
Greeley's parsley ( <i>Cymopterus acaulis</i> var. <i>greeleyorum</i> )	3	Heavy clay soils	Near Bruneau Dunes State Park to west of Chalk Gulch.	C
Shining flat sedge ( <i>Cyperus rivularis</i> )	5	Streambanks or other wet places in the valleys and lowlands, tolerant of alkali	Occurs along the Snake River	B, C, D
White eatonella ( <i>Eatonella nivea</i> )	4	Dry sandy or volcanic soil	Near the mouth of Sinker Creek, Fossil Butte, Waterhouse Gulch, Lower Squaw Creek, and East of Wildhorse Butte	B, C
Matted cowpie buckwheat ( <i>Eriogonum shockleyi</i> var. <i>shockleyi</i> )	3	Gravel benches in lakebed sediments in Wyoming big sagebrush-rabbitbrush-Indian ricegrass habitat, desert pavement	Halverson Lakes to Bruneau Dunes	A, C
Packard's cowpie buckwheat ( <i>Eriogonum shockleyi</i> var. <i>packardae</i> )	2	Gravel benches in lakebed sediments in Wyoming big sagebrush-rabbitbrush-Indian ricegrass habitat, desert pavement	Halverson Lake to Swan Falls and the Bruneau Valley rim	A, C
White-margined wax plant ( <i>Glyptopleura marginata</i> )	4	Sandy soils, loose ash, and cinders	Guffey Butte to Castle Butte	A, C

Plant	Type <sup>1</sup>	Soil Type and Habitat	Location	Threats <sup>2</sup>
Spreading ipomopsis ( <i>Ipomopsis polycladon</i> )	3	Loamy, sandy, or chalky soils of lakebed origin	Castle Butte/Big Foot Bar to Wilkins Gulch SE	C
Davis peppergrass ( <i>Lepidium davisii</i> )	3	Hard bottomed playas in Wyoming and mountain big sagebrush, salt desert shrub habitats	North of the Snake River Swan Falls to Mountain Home	A, B, C, D
Slickspot peppergrass ( <i>Lepidium papilliferum</i> )	2	Bare, open nitric (slickspot) sites in Wyoming big sagebrush habitat	Kuna to Hammett	A, B, D
Rigid threadbush ( <i>Nemacladus rigidus</i> )	4	Sandy, cindery, or ashy soils	Near Wildhorse Butte to Castle Butte	B, C
Janish's penstemon ( <i>Penstemon janishiae</i> )	3	Clay soils derived from volcanic ash or lake bed sediment in sagebrush communities	Chalk Hills, Historic populations only known from the NCA	A, B, C, D
Annual or Turtleback brittlebrush ( <i>Psathyrotes annua</i> )	3	Gravelly or cindery soils in Wyoming big sagebrush-salt desert shrub-habitat	Sinker Creek to Wildhorse Butte	C
Malheur prince's plume ( <i>Stanleya confertiflora</i> )	2	Clay soils usually facing north	Near the Rye Patch Ranch	C, D
American wood sage ( <i>Teucrium canadense var. occidentale</i> )	3	Along streams, riverbanks, and in moist bottomlands	Guffey Butte and Halverson Lake upstream to Big Foot Bar	D
Woven-spore lichen ( <i>Texosporium sancti-jacobi</i> )	2	Loamy soils in Wyoming big sagebrush-green rabbitbrush-Sandberg bluegrass habitat	Northern Ada County to Cinder Cone Butte, Orchard Southwest,	A, C, D

<sup>1</sup> Type 2-4 are BLM Sensitive; Type 5 is watch, not BLM Sensitive; Type 1 species are not known to occur in the NCA.

<sup>2</sup> A = fire related factors including loss of habitat, post-fire rehabilitation, fire breaks, and competition with introduced species;  
 B = grazing related activities including livestock and/or wildlife herbivory, trampling, rangeland management projects;  
 C = off road vehicle use including recreational use and military training activities; and  
 D = competition with invasive species.



**APPENDIX 5. GRAZING ALLOTMENTS IN THE NCA**

Allotment Name	Admin. Office	Allotment Number	Authorized AUMs <sup>1</sup>	Authorized Season of Use	Kind of Livestock
Castle Butte	ID-111	00359	102	03/15 – 04/15	Cattle
White Butte*	ID-110	00386	44	04/01 – 05/01	Cattle
Joyce FFR * (p)	ID-130	00487	34	11/01 – 02/28 04/01 – 07/31	Cattle Horse
Rabbit Creek/Peters Gulch * (p) Pastures 1 & 2	ID-130	00517	558	11/01 – 02/28	Cattle
Fossil Butte	ID-130	00535	1624	10/01 – 02/28	Cattle, Horse
Con Shea * (p)	ID-130	00571	1085	10/15 – 02/28	Cattle
Sinker Butte	ID-130	00578	723	10/20 – 01/07	Cattle
Montini FFR	ID-130	00654	672	03/01 – 02/28	Cattle
Battle Creek Pasture 8B	ID 111	00802	0	Closed to grazing	Cattle
Pole Creek Individual	ID-120	00806	54	11/01 – 01/31	Cattle
Mountain Home Sub-Unit (p)	ID-110	00813	3009	04/01 – 09/30 10/15 – 12/31	Cattle
Chalk Flat (p)	ID-110	00821	2,009	03/1 – 04/30 10/01 – 02/28	Cattle
Sunnyside Spring/Fall* (p)	ID-111	00825	6,256	04/01 – 06/30 10/15 – 12/16	Cattle, Sheep
Sunnyside Winter*	ID-111	00826	11,280	12/16 – 02/28	Cattle, Sheep
Rattlesnake Seeding*(p)	ID-111	00827	2,022	11/01 – 02/28 03/01 – 06/30	Cattle
Crater Rings* (p)	ID-111	00828	509	04/05 – 05/31	Cattle
Rattlesnake Creek*	ID-111	00834	137 83	04/01 – 06/15 10/01 – 11/16	Cattle
Rabbit Springs*	ID-111	00837	42 42	04/15 – 04/29 08/15 – 08/29	Cattle
Melba Seeding*	ID-111	00868	217 117	04/01 – 06/30 11/01 – 12/15	Cattle
Reverse* (p)	ID-111	00873	886 1069	03/01 – 05/31 11/10 – 02/28	Cattle
Chattin Hill*	ID-111	00875	833	12/16 – 02/28	Cattle
Squaw Creek * (p)	ID-111	00886	1581 767	04/01 – 06/30 11/01 – 01/05	Cattle
Simco* (p)	ID-111	00887	175	04/01 – 06/30	Cattle
Clover Hollow (p)	ID-110	00888	25 17	04/01 – 06/30 10/16 – 12/15	Cattle
Medbury Hill*	ID-111	00899	201 95	04/01 – 05/31 11/16 – 12/14	Cattle
Airbase*	ID-111	00896	3352	11/05 – 02/28	Cattle
Hammett No. 3 (p)	ID-110	01035	104 85	04/01 – 04/30 08/01 – 11/30	Horse
Bruneau Arm (p)	ID-210	01052	479	11/01 – 02/28	Cattle
Browns Gulch*(p)	ID-210	01053	3380	03/31 – 02/28	Cattle

Allotment Name	Admin. Office	Allotment Number	Authorized AUMs <sup>1</sup>	Authorized Season of Use	Kind of Livestock
Flat Iron	ID-210	01060	72	04/16 – 10/15	Cattle
			131	04/16 – 10/31	
			45	05/01 – 09/30	
West Saylor Creek (p)	ID-210	01137	136	04/01 – 11/30	Cattle
			53	03/16 – 06/15	Sheep
			35	10/16 – 12/15	Sheep

<sup>1</sup> For allotments only partially located within the NCA, the listed AUM values reflect the approximate number of AUMs associated with that portion of the allotment located within the NCA.

\* S&G assessment and determination has been completed.

<sup>(p)</sup> Denotes allotments only partially located within the NCA.

Note: AUMs shown in this table do not reflect actual use or any specific grazing management system.



**APPENDIX 6. MINERAL MATERIAL SITES IN THE NCA**

Location	Name/Operator	Commodity <sup>1</sup>	Acres
<b>Active Mineral Sites</b>			
T1S, R2E, S34	Idaho Department of Military	C	5.0
T2S, R4E, S28	Idaho National Guard	C	40.0
T3S, R2W, S26	Owyhee County Rd & Bridge	S&G	10.0
T3S, R4E, S5	Idaho National Guard	C	87.0
T3S, R1W, S22&29	Idaho Dept. of Transportation	S&G	5.0
T4S, R2E, S25&30	Owyhee County Rd & Bridge	S&G	36.4
T4S, R2E, S34	Grandview Irrigation District	S&G	10.0
T4S, R4E, S31	Chattin Hill Community Pit	Cl	5.0
T5S, R3E, S12	Elmore Community Pit	S&G	17.5
T5S, R6E, S19	Rattlesnake Community Pit	S&G	120.0
T5S, R6E, S28	Glenns Ferry Highway District	S&G	40.0
T5S, R8E, S23	Idaho Dept. of Transportation	S&G	40.0
T5S, R8E, S33	Hammett Community Pit	S	10.0
T6S, R4E, S11	Little Valley Community Pit	Cl	5.0
T6S, R4E, S11	Owyhee County Rd & Bridge	S&G	5.0
T6S, R6E, S7	Owyhee County Rd & Bridge	S&G	10.0
<b>Inactive Mineral Sites</b>			
T1N, R1W, S11	Inactive	S&G	10.0
T1N, R1W, S11	Inactive	S&G	5.0
T1N, R1W, S29	Inactive	C	5.0
T2S, R2E, S34	Inactive	C	2.0
T2S, R1W, S6	Inactive	S&G	5.0
T3S, R2E, S14	Inactive	C	80.0
T3S, R4E, S35	Inactive	S&G	5.0
T3S, R1W, S29	Inactive	S&G	5.0
T3S, R2E, S25	Inactive	S&G	5.0
T4S, R1E, S21	Inactive	S&G	5.0
T4S, R3E, S30	Inactive	S&G	5.0
T4S, R4E, S14, 23	Inactive	Cl	20.0
T4S, R4E, S2	Inactive	S&G	5.0
T4S, R4E, S28	Inactive	Bldg St	5.0
T4S, R7E, S14, 15	Inactive	B	50.0
T4S, R8E, S20	Inactive	S&G	5.0
T5S, R4E, S7	Inactive	S&G	10.0
T5S, R6E, S20	Inactive	S&G	10.0
T5S, R6E, S20	Inactive	S&G	10.0
T5S, R6E, S28	Inactive	S&G	5.0
T5S, R7E, S10	Inactive	S&G	5.0

Location	Name/Operator	Commodity <sup>1</sup>	Acres
T5S, R7E, S13	Inactive	S&G	5.0
T5S, R7E, S14	Inactive	S&G	5.0
T5S, R7E, S15	Inactive	S&G	5.0
T5S, R7E, S24	Inactive	S&G	5.0
T5S, R7E, S27	Inactive	S&G	5.0
T4S, R7E, S14, 15	Inactive	B	20.0
T5S, R8E, S7	Inactive	S&G	5.0
T6S, R6E, S18	Inactive	S&G	10.0
T6S, R7E, S10	Inactive	B	5.0
T6S, R7E, S10	Inactive	B	5.0
T5S, R6E, S29&21	Inactive	S&G	80.0

<sup>1</sup> B = Basalt; Bldg St = Building Stone; C = Cinders; Cl = Clay; S&G = Sand & Gravel

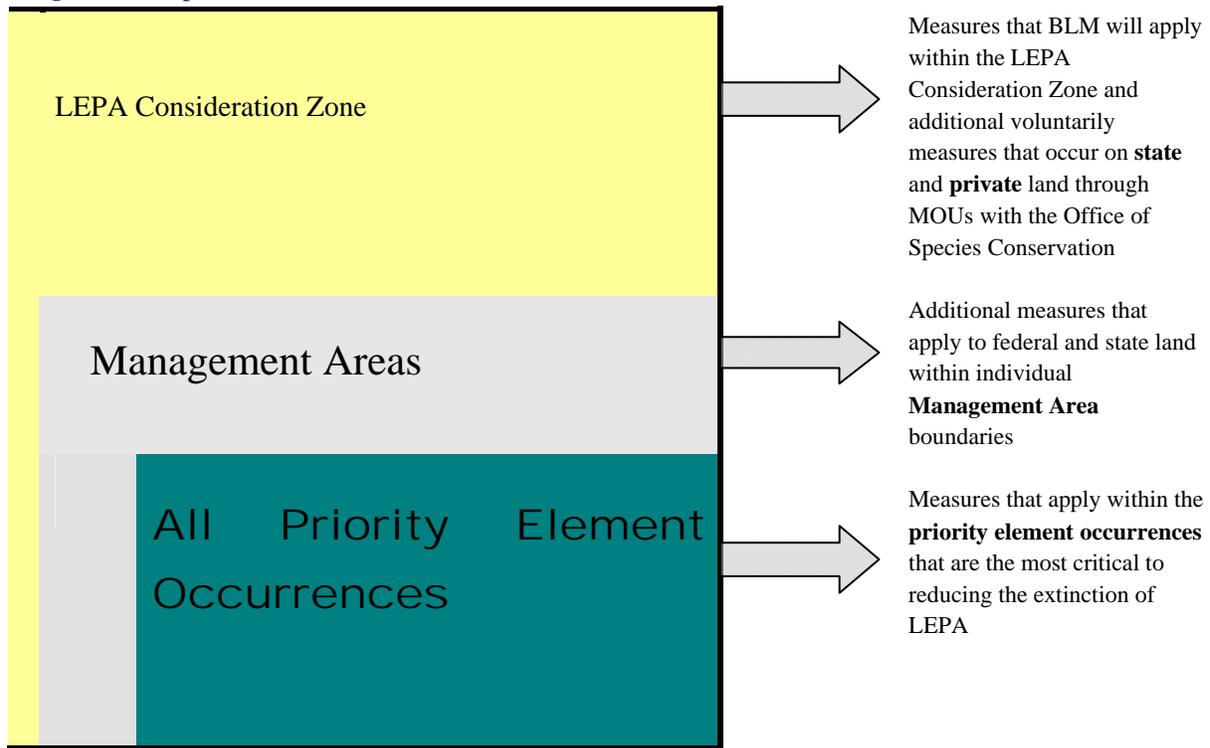


## APPENDIX 7. SLICKSPOT PEPPERGRASS CONSERVATION MEASURES FROM THE 2003 CCA

*Note: The conservation measures contained herein come directly out of the 2003 Slickspot Peppergrass (LEPA) Candidate Conservation Agreement (CCA). Only those conservation measures that affect the NCA are included.*

With the exception of fire that is universal throughout the area of consideration and varies only in the frequency of starts and reasons for starts, the presence and severity of an activity or threat varies throughout the species' range. Therefore, different approaches are needed to reduce, mitigate, and eliminate the threats. To accomplish this, conservation measures have been developed to address concerns at three interrelated levels: the LEPA Consideration Zone (all areas that may or do contain LEPA); specified LEPA management areas; and specific priority element occurrences.

**Figure 1.** Explanation of Conservation Measures.



The *Federal Land Policy and Management Act of 1976* (FLPMA) as amended, 43 U.S.C. 1701 *et seq.*, provides the authority for the BLM land use planning. The BLM's Planning Regulations (43 CFR 1600) and the *National Environmental Policy Act* (NEPA) as well as BLM Manual (1600) and Handbook provide direction. The land use planning process resulting in Resource Management Plans is the key tool used by the BLM, in coordination with interested publics, to protect resources and designate uses on federal lands managed by BLM. The BLM Manual and Handbook provide guidance for plan preparation, revision, amendments and subsequent implementation-level plans. The three Resource Management Plans directing management of the public lands encompassed by this

conservation agreement will be amended to incorporate the conservation agreement and direct its implementation.

BLM regulations (CFR Title 43, subpart 4130) provide the authority to issue grazing permits or leases to qualified applicants to authorize use of public lands managed by the BLM that are designated as available for livestock grazing through Resource Management Plans. Permits or leases specify the types and levels of livestock grazing use authorized as well as terms and conditions, which will assist in achieving management objectives. Grazing permittees are prohibited from violating special terms and conditions incorporated in permits and leases. Failure to comply with the terms and conditions of the grazing permit can result in the termination of the permit. Grazing permits or leases for allotments encompassed by this conservation agreement will, through the annual grazing authorizations linked to permit/lease terms and conditions, require compliance with the conservation measures identified in this conservation agreement.

BLM regulations also address authorizations for use of public lands. Regulations (CFR Title 43, subpart 2800) address rights-of-way authorizations and temporary use permits that regulate, control and direct the use of rights-of-way on public lands through requirements that are designed, in part, to protect the natural resources associated with public lands. BLM has the discretion to issue special use permits for commercial use, competitive events and organized events (CFR Title 43, subpart 2932) and can include stipulations intended to protect natural resources associated with public lands. BLM may amend, suspend, or cancel these permits, given due process, if permit stipulations are violated or if necessary to protect public safety and health or the environment. BLM rights-of-way authorizations, temporary use permits, and special use permits will comply with the conservation measures identified in this conservation agreement.

### ***LEPA Consideration Zone Conservation Measures***

- .01** BLM and Fire Cooperators will expand on and continue to provide special status plant and habitat awareness training to fire resource advisors, Incident Commanders, Engine Operators and Fire Operations Supervisors. Training will be formalized through issuance of an Instruction Memorandum by May 1, 2004.
- .02** BLM and Fire Cooperators will make protection of known Element Occurrences (EO's) a priority over the surrounding Management Area on wildfires. Fire management standard operating procedures for LEPA will be issued in an Instruction Memorandum by May 1, 2004
- .03** BLM will refine and formalize Standard Operating Procedures (SOP's) that address conservation of LEPA to be incorporated into Fire Management Plans. The Lower Snake District Fire Management Plan will be completed by September 30, 2004. Fire management standard operating procedures for LEPA will be issued in an Instruction Memorandum by May 1, 2004.
- .04** BLM will evaluate, create and maintain fuel breaks along areas where frequent fires can threaten occupied and suitable habitat (for schedule see **Table 2**).
- .05** Aggressive fire suppression tactics will be utilized in management areas when priority EO's are threatened. Fire management standard operating procedures for LEPA will be issued in an Instruction Memorandum by May 1, 2004.



- .06 BLM will utilize stationary and mobile vehicle wash points for BLM vehicles and equipment to reduce transport of undesirable plant material. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .07 BLM and Fire Cooperators will distribute maps and inform fire crews on locations of Management Areas and element occurrences to maximize fire protection and to avoid or minimize impacts from fire prevention and/or suppression activities. Fire management standard operating procedures for LEPA will be issued in an Instruction Memorandum by May 1, 2004.
- .08 BLM will use seeding techniques that minimize soil disturbance such as no-till drills and rangeland drills equipped with depth bands when rehabilitation and restoration projects have the potential to impact occupied and suitable habitat. Rehabilitation and restoration standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .09 BLM will continue to rest rehabilitated areas from land use activities to meet rehabilitation management objectives, defined through the Emergency Stabilization and Restoration plans. "Interagency Burned Area Emergency Stabilization and Rehabilitation Handbook", Version 2.0 Draft, currently being revised, Department of Interior, Departmental Policy Guidance (manual).
- .10 BLM will use native plant materials and seed if available (*see* conservation measure .11) during restoration and rehabilitation activities unless use of non-native, non-invasive species would contribute beneficially to maintenance and protection of occupied and suitable habitat. Fire rehabilitation standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .11 If native plant materials and seed are not available, BLM will avoid use of invasive non-native species for restoration or rehabilitation activities. Restoration and rehabilitation standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .12 BLM will include forbs in seed mixes to increase diversity and pollen sources for insect pollinators. Restoration and rehabilitation standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .13 Private landowners and permit holders will coordinate with BLM to increase participation in fire prevention, suppression, planning and rehabilitation.
- .14 BLM will authorize organized recreation activities only in areas free of occupied and suitable habitat. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .15 BLM will educate recreationists on special status species & invasive weeds focusing on occupied and suitable habitat areas (for schedule see **Table 2**).
- .16 BLM, in cooperation with Cooperative Weed Management Areas (CWMA) cooperators, will establish voluntary OHV wash points for dispersed recreationists at key locations.
- .17 BLM will require the use of equipment wash for organized recreation events where invasive or noxious weed introduction could pose a threat to occupied or suitable habitat. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.



- .18 BLM will require complete botanical survey using USFWS Rare Plant Inventory Guidelines within occupied and suitable habitat prior to actions that entail soil disturbance authorizations. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .19 BLM will require that all authorizations contain weed control measures. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .20 BLM will increase the frequency of compliance inspections associated with land use permits in occupied and suitable habitat areas. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .21 BLM will increase research on elimination and control of invasive species.
- .22 BLM will require portable wash racks at agency authorized construction sites. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .23 BLM and CWMA cooperators will train weeds staff on LEPA and occupied and suitable habitat recognition. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .24 BLM will require complete botanical surveys for LEPA and its habitat prior to authorizing herbicide use. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .25 BLM will opportunistically acquire occupied and suitable habitat in land exchanges.
- .26 BLM will strive to conserve remaining stands of sagebrush or native vegetation in making land management and project level decisions. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .27 BLM will require that new, renewing or amending right of way holders or other related permit holders to establish 40 – 60% perennial cover depending on the location of the project after all ground disturbing activities. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .28 BLM will incorporate requirements that new, renewing or amending right of way holders contact the Land Management Agency for ground disturbing activities in occupied and suitable habitat, pre and post construction. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .29 BLM and Law Enforcement Cooperators will modify agreements to increase Law Enforcement patrols to improve adherence to access management requirements and to discourage trespass (*see Table 2*).
- .30 BLM will train permittees on LEPA and occupied and suitable habitat recognition.
- .31 The BLM will conduct periodic compliance inspections during soil disturbance projects and increased inspections during use periods to prevent impacts on occupied and suitable habitat. General management standard operating procedures for LEPA will be issued in an Instruction Memorandum by December 31, 2003.
- .32 The Slickspot Peppergrass Conservation Team, through the State of Idaho Conservation Data Center (CDC) will conduct annual monitoring within all EO's in all MA's 1-11 to assess the effectiveness of the conservation measures. Protocols that expand the existing Habitat



- Integrity Index (HII) to encompass the monitoring required by this CCA will be in place by May, 2004.
- .33 BLM, FWS, and the state will continue to survey lands within the LEPA Consideration Zone and report survey information to the CDC and incorporate the information into the CCA adaptive management strategy.
  - .34 BLM in cooperation with the US Department of Agriculture (USDA) Plant Protection and Quarantine (PPQ) will aggressively work to minimize the risk of insect (i.e. Mormon crickets and grasshoppers) herbivory when outbreaks occur that may threaten existing element occurrences.
  - .35 BLM will provide USDA PPQ with the location of *Lepidium papilliferum* habitat. Mormon cricket and grasshopper control in *Lepidium papilliferum* habitat will only include those methods that do not significantly impact the plant's pollinators.

### ***Management Area Conservation Measures***

The development of management areas provides an organizational structure that facilitates the management of slickspot peppergrass in distinct segments across its range. Each management area has specific conservation measures for the multiple element occurrences located within it. The conservation measures for the management area are designed to eliminate, reduce or mitigate the impacts of site-specific activities and threats and to maintain or restore the sagebrush-steppe habitat. The use of this concept promotes management of slickspot peppergrass habitat across its range that is based on location or site-specific characteristics and issues. Consideration of administrative boundaries, specifically grazing allotment boundaries, private, state, or federal land was also factored into the designation of the management areas.

### ***Priority Element Occurrence Conservation Measures***

In addition to the conservation measures for management areas, selected "priority" element occurrences have been identified within each management area listed below for additional, site-specific conservation measures. These element occurrences were designated based on criteria including: existing habitat quality, geographic location relative to other existing occurrences to promote connectivity for the species, minimal land-use activities, the absence or presence of resources to address threats, the need to preserve enough element occurrences throughout the species range to prevent extinction in case of a catastrophic event.

The conservation measures are designed to reflect even greater priority on protection and restoration of the habitat within the element occurrences.

### **Kuna Management Area**

This MA is located south of Kuna, extending from the Kuna Butte area southward for approximately seven miles to south of Initial Point. The MA contains six (018, 019, 024, 025, 042, 057) known slickspot peppergrass occurrences. All of the occurrences are located on BLM land. All but one occurrence is located fully or partially within the Snake River Birds of Prey National Conservation



Area. Element occurrences 018 and 057 are priority occurrences. A series of wildfires have swept through this area in the past ten years and the great majority of the original shrub-steppe vegetation has been converted to annual grassland or crested wheatgrass seedings. All but one of the known slickspot peppergrass occurrences in the MA are located in areas that have burned. A few small remnant shrub stands are all that remain within these occurrences. The one occurrence that has not burned is surrounded by cheatgrass-dominated burned habitat. Most of the slickspot peppergrass occurrences within this MA are relatively large, 20 acres or more. The extensive Initial Point occurrence (019), covering over 1000 acres, once supported abundant slickspot peppergrass scattered over a series of subpopulations. Slickspot peppergrass is now rare over this large, burned area. Most of the other occurrences within this MA were also known to support relatively large slickspot peppergrass numbers in the past.

The primary threats and activities that impact the species in this management area include: fire, recreation, invasion of nonnative plant species, livestock trampling and land use authorizations and land exchanges.

The following conservation measures will be implemented within the management area:

#### *Fire*

Fire management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by May 1, 2004, that incorporates the following measures:

- 6.1** Potential impacts to known locations of occupied LEPA habitat, in contrast to potential benefits of more immediate fire suppression, will be considered by Land Managers, specifically BLM and the State (IDL), in granting authorization to use heavy ground moving equipment for fire suppression.
- 6.2** BLM will provide adequate fire suppression coverage at all stations that respond to this management area with the intent to meet management objectives to suppress ninety (90%) of all fires to less than 100 acres (reduced from the current suppression target of less than 200 acres).
- 6.3** Land management agencies will protect remnant blocks of native vegetation, especially late seral sagebrush-steppe habitats. Fire suppression tactics and prevention/suppression strategies will be specified in Fire Management Plans to be completed by September 2004.
- 6.4** BLM in coordination with fire management cooperators will implement Minimum Impact Suppression Tactics in fire suppression to minimize ground disturbance impacts to slickspot peppergrass, where feasible.

#### *Recreation*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:



- 6.5 BLM and the State will manage OHV recreation to minimize impacts to occupied and suitable habitat.
- 6.6 BLM will develop and install educational signage at entry points and key recreational points regarding the biology and conservation of this species and other special status species.

*Invasive Nonnative Plants Species*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 6.7 BLM in conjunction with the CWMA cooperators require weed spraying control measures including, spraying when wind conditions are less than 7 miles per hour, using large droplet spray only, with reduced pump pressure, and spot spraying.
- 6.8 BLM will assign priority to treatment of nonnative invasive or weed species with emphasis on treating the immediate EO 18 and 57.
- 6.9 BLM and the State will require restoration and rehabilitation to native conditions in trespass cases damaging occupied LEPA habitat.

*Land Use Authorizations and Land Exchanges*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 6.10 BLM and the State will require temporary or permanent project fencing to protect habitat adjacent to construction activities.

*Livestock Trampling*

BLM shall change the terms and conditions of all grazing permits within this management area to reflect and include the conservation measures for this management area and the priority occurrences within it.

- 6.11 Permittees will supplement federal and state agency surveys and monitoring by surveying their allotments for slickspots and plants, including existing occurrences, during their normal course of business.
- 6.12 Permittees will report survey information to the Conservation Data Center for the purposes of aiding monitoring efforts and contributing to the CCA adaptive management strategy.
- 6.13 Permittees shall place salt/supplements to minimize trampling of LEPA and of slickspots, respectively. Supplements will be placed at least 1/2 mile, preferably 3/4 mile from occurrences. Supplement placing shall be considered in the annual LEPA tour with the BLM range specialist, based on the experience in the previous year's grazing season. Supplements that are attractants should be placed so that cattle will not trail through an element occurrence to the supplement or a water source. Attractants should be placed so that cattle are drawn away from the area of the element occurrence. Terms and Conditions within a permit will be



adjusted to reflect the distance necessary for supplements from existing element occurrences and slickspots; however, requirements for maximum distance from water may be waived for a compelling reason involving minimizing impact on a slickspot or the plant. If the aforementioned is not possible, then existing sites will be examined by BLM and the permittee to determine the best available location.

- 6.14** Permittees will not trail livestock through element occurrences within the management area when soils are saturated.
- 6.15** Grazing for this management area will be limited to the fall and winter grazing season, beginning approximately on October 1, which ever comes first. Permittee will herd livestock away from priority occurrences if the soils become moist and will relocate livestock if soils become saturated and penetrating trampling is likely to occur to one of three alternative sites, (two of the alternative sites are fenced), away from existing priority element occurrences. If soils are likely to become saturated permittee will also relocate livestock away from the vicinity of existing element occurrences by moving livestock to one of three alternative sites, (two of the alternative sites are fenced).
- 6.16** Permittees within the management area will use only existing roads and tracks for vehicle travel.
- 6.17** Sheep grazing permits will be modified to restrict bedding, trailing or watering herds within ½ mile of EO's.

The following conservation measures will be implemented within EO 18. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through the permittee's annual authorization and/or through modification of grazing permits.

- BLM will not issue new land use authorizations.
- BLM, the permittee, and CWMA cooperators will use only hand sprayers for herbicide.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- BLM will evaluate the need for and implement as appropriate motorized vehicle restrictions.

The following conservation measures will be implemented within EO 57. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through modification of grazing permits.

- BLM will not issue new land use authorizations.
- BLM, the permittee, and CWMA cooperators will use only hand sprayers for herbicide.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.



- Within 10 ft no spray buffer zone, weeds will only be treated by hand.
- BLM will evaluate the need for and implement as appropriate motorized vehicle restrictions.

### **Gowen Field/Orchard Training Area Management Area**

This MA is located approximately 20 miles south-southeast of Boise, on BLM land within the Snake River Birds of Prey National Conservation Area. The MA is located within the Orchard Training Range and used by the Idaho Army National Guard for training purposes. Contiguous portions of the Orchard Training Area occur to the south of the MA, while a mix of BLM, State, and private lands extend to the north. The MA contains seven (027, 028, 035, 041, 053, 059, 067) known slickspot peppergrass occurrences. Three of them (027, 028, 067) are located within large stands of intact sagebrush habitat. These stands cover several thousand acres and represent the largest blocks of unfragmented sagebrush habitat remaining along the western Snake River Plain, north of the Snake River. Several of the occurrences within the MA support relatively large numbers of slickspot peppergrass. They represent some of the largest occurrences rangewide. Element occurrences 027 and 028 are priority element occurrences. Large sections of Orchard Training Range located south of the MA contain burned annual grassland or mosaic burned habitats. The Idaho Army National Guard has implemented a number of conservation measures on behalf of slickspot peppergrass within the training range. They have also sponsored much of the life history and other research completed or ongoing for slickspot peppergrass.

The primary threats and activities that impact the species in this management area include: fire, recreation, invasion of nonnative plant species, livestock trampling, military training and land use authorizations and land exchanges.

The following conservation measures will be implemented within the management area:

#### *Fire*

Fire management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by May 1, 2004, that incorporates the following measures:

- 7.1** Known locations of occupied LEPA habitat will be considered by Land Managers, specifically BLM and the State, in granting authorization to use heavy ground moving equipment for fire suppression.
- 7.2** BLM will provide adequate fire suppression coverage at all stations that respond to this management area to meet management objectives with the intent to suppress ninety percent (90%) of fires to less than 100 acres (reduced from the current suppression target of less than 200 acres).
- 7.3** Land management agencies will protect remnant blocks of native vegetation, especially lateral sagebrush-steppe habitats. Fire suppression tactics and prevention/suppression strategies will be specified in Fire Management Plans to be completed by September 2004.



- 7.4** BLM in coordination with fire management cooperators will implement Minimum Impact Suppression Tactics in fire suppression to minimize ground disturbance impacts to slickspot peppergrass, where feasible.

*Recreation*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 7.5** BLM and the State will manage OHV recreation to minimize impacts to occupied and suitable habitat.
- 7.6** BLM will develop and install educational signage at entry points and key recreational points regarding the biology and conservation of this species and other special status species.
- 7.7** BLM will evaluate the need for and implement as appropriate motorized vehicle restrictions.

*Invasive Nonnative Plants Species*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 7.8** BLM in conjunction with the CWMA cooperators require weed spraying control measures including, spraying when wind conditions are less than 7 miles per hour, using large droplet spray only, with reduced pump pressure, and spot spraying.
- 7.9** BLM will assign priority to treatment of nonnative invasive or weed species with emphasis on treating EO 27 and EO 28.
- 7.10** BLM and the State will require restoration and rehabilitation to native conditions in trespass cases damaging occupied LEPA habitat.

*Land Use Authorizations and Land Exchanges*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 7.11** The BLM and the State will require temporary or permanent project fencing to protect occupied habitat adjacent to construction activities.

*Livestock Trampling*

BLM shall change the terms and conditions of all grazing permits within this management area to reflect and include the conservation measures for this management area and the priority occurrences within it.

- 7.12** Permittees will supplement federal and state agency surveys and monitoring by surveying their allotments for slickspots and plants, including existing occurrences, during their normal course of business.



- 7.13 Permittees will report survey information to the Conservation Data Center for the purposes of aiding monitoring efforts and contributing to the CCA adaptive management strategy.
- 7.14 Permittees shall place salt/supplements to minimize trampling of LEPA and of slickspots, respectively. Supplements will be placed at least 1/2 mile, preferably 3/4 mile from occurrences. Supplement placing shall be considered in the annual LEPA tour with the BLM range specialist, based on the experience in the previous year's grazing season. Supplements that are attractants should be placed so that cattle will not trail through an element occurrence to the supplement or a water source. Attractants should be placed so that cattle are drawn away from the area of the element occurrence. Terms and Conditions within a permit will be adjusted to reflect the distance necessary for supplements from existing element occurrences and slickspots; however, requirements for maximum distance from water may be waived for a compelling reason involving minimizing impact on a slickspot or the plant. If the aforementioned is not possible, then existing sites will be examined by BLM and the permittee to determine the best available location.
- 7.15 Permittees will not trail livestock through element occurrences within the management area when soils are saturated. Permittees when directed by the BLM will move livestock to an alternate area either outside of the management area or to private land to avoid penetrating trampling during periods when soils are saturated.
- 7.16 Permittee will delay turnout, when soils are saturated.
- 7.17 Confine vehicle use to existing roads and tracks where element occurrences are present.
- 7.18 Sheep grazing permits will be modified to restrict bedding, trailing or watering herds within 1/2 mile of EO's.

#### *Military Training*

The following conservation measures were developed with the Idaho Army National Guard (IDARNG) and will be implemented under the 2004-2008 Gowen Field/Orchard Training Area Integrated Natural Resource Management Plan (INRMP). Preparation and implementation of the INRMP is required by law under the Sikes Act. See 16 U.S.C. § 670 *et seq.* The responsibilities of the IDARNG under the CCA are limited to funding and implementing the following conservation measures, in accordance with its INRMP, on the Gowen Field/Orchard Training Area (GFTA).

- 7.19 Continue to prevent damage to and fragmentation of the late seral sagebrush-steppe habitat in which slickspot peppergrass occurs on the Orchard Training Area by controlling IDARNG vehicle traffic through "off limit" areas and restricted travel.
- 7.20 Continue to annually monitor vegetation trends in the late seral sagebrush habitat to determine if the vegetation composition remains stable under current uses and management.
- 7.21 Continue to monitor previously established transects and Habitat Integrity Index plots.
- 7.22 Continue to use only native species and broadcast seeding methods for any habitat restoration projects.
- 7.23 Continue to manage military activities to protect slickspot peppergrass populations and surrounding habitat from training damage.
- 7.24 Continue to review plans for military training exercises in the management area and position them so they do not affect slickspot peppergrass populations and surrounding habitat.



- 7.25 Continue to require troops to view environmental briefings before training and emphasize the importance of protecting slickspot peppergrass.
- 7.26 Continue to install and maintain signs designating population centers.
- 7.27 Continue to monitor the management area to ensure off-limits areas have been respected.
- 7.28 Continue to minimize opportunities for the introduction of invasive and noxious plants on the Orchard Training Area by requiring pre-washing of non-local military vehicles entering the area.
- 7.29 Continue to report to BLM areas of invasive and noxious plants as they are located.
- 7.30 Continue to cooperate with BLM in the control of non-native noxious weeds.
- 7.31 Continue to disallow the development of new roads through slickspot peppergrass habitat.
- 7.32 Continue the mutual support agreement with BLM for the suppression of wildfires in the National Conservation Area.
- 7.33 Continue to inform firefighters of the location of important slickspot peppergrass habitat and implement minimum impact suppression tactics in those areas.
- 7.34 Continue to provide a high level of rapid response fire protection during fire season when military activities are occurring on the Orchard Training Area.
- 7.35 Continue to implement the Integrated Natural Resources Management Plan (INRMP) for the Orchard Training Area.

The following conservation measures will be implemented within EO 27 and EO 28.

- BLM will not issue new land use authorizations.
- BLM, the permittee, and CWMA cooperators will use only hand sprayers for herbicide.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- All supplements and water sources will be placed a mile away from the vicinity of these priority occurrences.
- Permittee will graze within these element occurrences when the soils are dry. If precipitation occurs causing the soil to become tracking wet and the ten day forecast predicts more rain the livestock will be removed from the vicinity of the priority element occurrences.

### **Mountain Home Management Area**

Occurrences in this MA are located near the northwestern, eastern, and southern outskirts of Mountain Home, and also further west to the Crater Rings area, and further south to within a few miles northwest of Hammett. The MA contains eight occurrences (002, 010, 021, 029, 050, 051, 061, and 062). Element occurrences 021 and 051 are priority element occurrences. They are located predominately on BLM lands, although one occurrence extends onto adjacent State land. Private land occurs in close proximity to several occurrences. Large areas of public and private land in the Mountain Home region have burned in the past and are now dominated by annual grassland



vegetation. Most occurrences in the MA are located within remnant sagebrush stands. These stands vary in size from less than one to over 100 acres, and are generally surrounded by burned habitat.

The primary threats and activities that impact the species in this management area include: fire, recreation, invasion of nonnative plant species, livestock trampling and land use authorizations and land exchanges.

The following conservation measures will be implemented across the management area:

*Fire*

Fire management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by May 1, 2004, that incorporates the following measures:

- 9.1** Potential impacts to known locations of occupied LEPA habitat, in contrast to potential benefits of more immediate fire suppression, will be considered by Land Managers, specifically BLM, in granting authorization to use heavy ground moving equipment for fire suppression.
- 9.2** BLM will provide adequate fire suppression coverage at all stations that respond to this management area to meet management objectives with the intent to suppress ninety percent (90%) of fires to less than 100 acres (reduced from the current suppression target of less than 200 acres).
- 9.3** Land management agencies will protect remnant blocks of native vegetation, especially late seral sagebrush-steppe habitats. Fire suppression tactics and prevention/suppression strategies will be specified in Fire Management Plans to be completed by September 2004.
- 9.4** BLM with fire management cooperators will implement Minimum Impact Suppression Tactics in fire suppression to minimize ground disturbance impacts to slickspot peppergrass, where feasible.

*Recreation*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures.

- 9.5** BLM will manage OHV recreation to minimize impacts to occupied and suitable habitat.
- 9.6** BLM and the State will develop and install educational signage at entry points and key recreational points regarding the biology and conservation of this species and other special status species.

*Invasive Nonnative Plants Species*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures.



- 9.7** BLM in conjunction with the CWMA cooperators require weed spraying control measures including, spraying when wind conditions are less than 7 miles per hour, using large droplet spray only, with reduced pump pressure, and spot spraying.
- 9.8** BLM will assign priority to treatment of nonnative invasive or weed species with this management area.
- 9.9** BLM and the State will require restoration and rehabilitation to native conditions in trespass cases damaging sagebrush-steppe habitat.

*Land Use Authorizations and Land Exchanges*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 9.10** The BLM and the State will require temporary or permanent project fencing to protect occupied habitat adjacent to construction activities.

*Livestock Trampling*

BLM shall change the terms and conditions of all grazing permits within this management area to reflect and include the conservation measures for this management area and the priority occurrences within it.

- 9.11** Permittees will supplement federal and state agency surveys and monitoring by surveying their allotments for slickspots and plants, including existing occurrences, during their normal course of business.
- 9.12** Permittees will report survey information to the Conservation Data Center for the purposes of aiding monitoring efforts and contributing to the CCA adaptive management strategy.
- 9.13** Permittees shall place salt/supplements to minimize trampling of LEPA and of slickspots, respectively. Supplements will be placed at least 1/2 mile, preferably 3/4 mile from occurrences. Supplement placing shall be considered in the annual LEPA tour with the BLM range specialist, based on the experience in the previous year's grazing season. Supplements that are attractants should be placed so that cattle will not trail through an element occurrence to the supplement or a water source. Attractants should be placed so that cattle are drawn away from the area of the element occurrence. Terms and Conditions within a permit will be adjusted to reflect the distance necessary for supplements from existing element occurrences and slickspots; however, requirements for maximum distance from water may be waived for a compelling reason involving minimizing impact on a slickspot or the plant. If the aforementioned is not possible, then existing sites will be examined by BLM and the permittee to determine the best available location.
- 9.14** Permittees will not trail livestock through element occurrences within the management area when soils are saturated.
- 9.15** Confine vehicle use to existing roads and tracks where element occurrences are present.
- 9.16** No grazing will be conducted in the area containing EO 50.



The following conservation measures will be implemented within EO 21. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through the permittee's annual authorization and/or through modification of grazing permits.

- BLM will use aerial seeding and/or no-till drill.
- BLM will not issue new land use authorizations within occupied and suitable habitat.
- Idaho Department of Lands will mitigate impacts to slickspot habitat resulting from authorized land use activities conducted after this agreement is signed.
- BLM, the permittee, and the CWMA cooperators, along with the State will use only hand sprayers for weed control activities.
- BLM and the State will require control of invasive non native or weed species on all existing right of way authorizations.
- BLM and the State will establish 10 ft spray buffer zones around slickspots in this EO.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- The State will establish a closure to off road motorized recreational activities within occupied and suitable habitat.
- Grazing is prohibited on this EO.
- Private land owner will incorporate 160 acres of private land (NW¼ Sec. 17, T. 3 S., R. 5 E.) within a currently fenced area to be maintained by BLM to prevent livestock from grazing within the vicinity of this element occurrence. This land will remain excluded from grazing until such time as the owner sells it.

The following conservation measures will be implemented within EO 51. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through modification of grazing permits.

- BLM will use aerial seeding and/or no-till drill only.
- BLM will not issue new land use authorizations with occupied and suitable habitat.
- BLM, the permittee, and the CWMA cooperators, along with the State will use only hand sprayers for weed control activities.
- BLM will require control of invasive non native or weed species on all existing right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- Permittee will herd livestock away from slickspots during the 2004 grazing season
- As soon as possible BLM will install a fence and the permittee will maintain the fence, creating a pasture containing this element occurrence, which will not be grazed during periods when the soils are saturated.



## Glenns Ferry/Hammett Management Area

This MA is located northwest of Glenns Ferry. Occurrences in the MA represent the eastern distribution limit of slickspot peppergrass on the western Snake River Plain. The MA contains four known element occurrences (008, 026, 058, 063), all located on BLM land. Element occurrences 008, 026 and 058 are priority element occurrences. One of these (063) is small and occurs within a large block of burned, annual grassland-dominated habitat. The other three occurrences are much larger, varying from approximately 300 to 900 acres, and characterized by unburned sagebrush habitat over most of their extent. These sagebrush blocks are some of the largest remaining in the western Snake River Plain, north of the Snake River. Part of one occurrence (008) initially burned in the 1980s, but still contains some slickspot peppergrass.

The primary threats and activities that impact the species in this management area include: fire, recreation, invasion of nonnative plant species, livestock trampling and land use authorizations and land exchanges.

The following conservation measures will be implemented across the management area:

### *Fire*

Fire management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by May 1, 2004, that incorporates the following measures:

- 10.1** Potential impacts to known locations of occupied LEPA habitat, in contrast to potential benefits of more immediate fire suppression, will be considered by Land Managers, specifically BLM, in granting authorization to use heavy ground moving equipment for fire suppression.
- 10.2** BLM will provide adequate fire suppression coverage at all stations that respond to this management area to meet management objectives with the intent to suppress ninety percent (90%) of fires to less than 100 acres (reduced from the current suppression target of less than 300 acres).
- 10.3** Land management agencies will protect remnant blocks of native vegetation, especially late seral sagebrush-steppe habitats. Fire suppression tactics and prevention/suppression strategies will be specified in Fire Management Plans to be completed by September 2004.
- 10.4** BLM with fire management cooperators will implement Minimum Impact Suppression Tactics in fire suppression to minimize ground disturbance impacts to slickspot peppergrass, where feasible.

### *Recreation*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:



- 10.5** BLM and the State will manage OHV recreation to minimize impacts to occupied and suitable habitat.
- 10.6** BLM will develop and install educational signage at entry points and key recreational points regarding the biology and conservation of this species and other special status species.

*Invasive Nonnative Plants Species*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 10.7** BLM in conjunction with the CWMA cooperators and the State will require weed spraying control measures including, spraying when wind conditions are less than 7 miles per hour, using large droplet spray only, with reduced pump pressure, and spot spraying.
- 10.8** BLM will assign priority to treatment of nonnative invasive or weed species with EO 8, EO 26, and EO 58.
- 10.9** BLM will require restoration and rehabilitation to native conditions in trespass cases damaging sagebrush-steppe habitat.

*Land Use Authorizations and Land Exchanges*

General management standard operating procedures for LEPA will be issued in a BLM Instruction Memorandum by December 31, 2003, that incorporates the following measures:

- 10.10** The BLM will require temporary or permanent project fencing to protect occupied habitat adjacent to construction activities.

*Livestock Trampling*

BLM shall change the terms and conditions of all grazing permits within this management area to reflect and include the conservation measures for this management area and the priority occurrences within it.

- 10.11** Permittees will supplement federal and state agency surveys and monitoring by surveying their allotments for slickspots and plants, including existing occurrences, during their normal course of business.
- 10.12** Permittees will report survey information to the Conservation Data Center for the purposes of aiding monitoring efforts and contributing to the CCA adaptive management strategy.
- 10.13** Permittees shall place salt/supplements to minimize trampling of LEPA and of slickspots, respectively. Supplements will be placed at least 1/2 mile, preferably 3/4 mile from occurrences. Supplement placing shall be considered in the annual LEPA tour with the BLM range specialist, based on the experience in the previous year's grazing season. Supplements that are attractants should be placed so that cattle will not trail through an element occurrence to the supplement or a water source. Attractants should be placed so that cattle are drawn away from the area of the element occurrence. Terms and Conditions within a permit will be



adjusted to reflect the distance necessary for supplements from existing element occurrences and slickspots; however, requirements for maximum distance from water may be waived for a compelling reason involving minimizing impact on a slickspot or the plant. If the aforementioned is not possible, then existing sites will be examined by the BLM and the permittee to determine the best available location.

- 10.14** Permittees will not trail livestock through element occurrences within the management area when soils are saturated.
- 10.15** Confine vehicle use to existing roads and tracks where element occurrences are present.
- 10.16** Sheep grazing permits will be modified to restrict bedding, trailing or watering herds within ½ mile of element occurrences.

The following conservation measures will be implemented within EO 08. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through the permittee's annual authorization and/or through modification of grazing permits.

- BLM will use aerial seeding and/or no-till drill only.
- BLM will not issue new land use authorizations.
- BLM will address restoration of the sagebrush-steppe habitat if degradation is found to be associated with authorized uses.
- BLM, permittees, and the CWMA cooperators will use only hand sprayers for herbicide applications.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- BLM will maintain closure to motorized recreational activities.
- The portion of this EO that is currently fenced within the Hammett 2 allotment north of the Old Oregon Trail Road and west of the Rye Grass Road will not be grazed for the 2004 grazing season.
- The permittee will erect a temporary electric fence before the beginning of the 2004 grazing season to keep cattle out of the vicinity of the priority element occurrence when the soils are saturated.
- The permittee, in conjunction with the BLM, will fence the west side of the Hammett Hill Road, from the southern allotment fence, north to the Old Oregon Trail Road. This fenced area will not be grazed when soils are saturated. The permittee will maintain the fence.

The following conservation measures will be implemented within EO 26. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through modification of grazing permits.

- BLM will use aerial seeding and/or no-till drill only.
- BLM will not issue new land use authorizations.



- BLM will address restoration of the sagebrush-steppe habitat if degradation is found to be associated with authorized uses.
- BLM, permittees, and the CWMA cooperators will use only hand sprayers for herbicide applications.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- BLM will maintain closure to motorized recreational activities.
- The permittee, with the assistance of BLM, will fence the northwest corner of pasture 1 within Lower Alkali allotment, south of the Old Oregon Trail Road. This portion of fenced pasture will be maintained by the permittee and will not be grazed when soils are saturated.

The following conservation measures will be implemented within EO 58. These measures will be included in Instruction Memorandums covering general, fire and rehabilitation standard operating procedures to be issued by December 31, 2003 or through modification of grazing permits.

- BLM will use aerial seeding and/or no-till drill.
- BLM will maintain existing exclosure in southern portion of EO 58 to preclude grazing.
- BLM will not issue new land use authorizations.
- BLM will address restoration of sagebrush-steppe habitat if degradation is found to be associated with authorized uses.
- BLM, permittees, and the CWMA cooperators will use only hand sprayers for herbicide applications.
- BLM will require control of invasive non native or weed species on new, renewing or amending right of way authorizations.
- BLM will establish 10 ft spray buffer zones around slickspots for weed control activities.
- Within 10 ft no spray buffer zones, weeds will only be treated by hand.
- BLM will maintain closure to motorized recreational activities within exclosure in southern portion of EO 58.
- Pasture 3, south of the Old Oregon Trail Road will be used to trail cattle through only in the fall if dry conditions exist, otherwise this pasture is fenced and grazing will not occur when the soil is saturated.
- Allotment containing this EO will be deferred to fall grazing and livestock will be herded away from the southern portion of the allotment where the EO exists during periods when soils are saturated.



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## **APPENDIX 8. 2006 SLICKSPOT PEPPERGRASS CONSERVATION AGREEMENT (CA)**

### **CONSERVATION AGREEMENT**

**U.S. Bureau of Land Management – Idaho State Office  
U.S. Fish and Wildlife Service –  
Snake River Fish and Wildlife Office**

#### **Idaho Bureau of Land Management Existing Land Use Plans Consultation**

#### **I. INTRODUCTION**

In August 2006, the Idaho State Office Bureau of Land Management (BLM) and the Snake River Fish and Wildlife Office of the U.S. Fish and Wildlife Service (USFWS) entered into a Consultation Agreement to provide for effective and efficient Endangered Species Act (ESA) section 7 conference for slickspot peppergrass on the existing Idaho BLM land use plans (LUPs) and a subset of ongoing actions. This most recent Consultation Agreement is in addition to the agreement signed in December of 2003, covering existing BLM LUPs for other listed and candidate species. The Consultation Agreement was tiered to and built on responsibilities and commitments for each agency as outlined in the following:

1. *The National Memorandum of Understanding, Endangered Species Act, Section 7 Programmatic Consultations and Coordination among Bureau of Land Management, Forest Service, National Marine Fisheries Service, and Fish and Wildlife Service of August 2000;* and,
2. *The Interagency Agreement for Streamlining Section 7 Consultation in the Pacific Northwest,* signed by the regional executives May 31, 1995.

The LUPs provide guidance and direction for managing BLM land. They ensure that public land is managed in accordance with the intent of Congress as stated in the Federal Land Policy and Management Act (FLPMA) (43 U.S.C. 1701 et seq.). Resource management planning is used by the BLM to allocate resources and select appropriate uses for public land. There are three LUPs and numerous ongoing actions that are addressed under the scope of this Conservation Agreement.

#### **II. OBJECTIVE AND INTENT**

This Conservation Agreement is intended to promote the conservation of slickspot peppergrass, a species proposed for listing which has not yet undergone conference at the LUP level or for ongoing actions. The conservation measures outlined in the associated Biological Assessment (BA) describe desired recovery and conservation objectives with corresponding implementation actions. These replace or create guidance within the LUPs regarding programmatic management



direction for slickspot peppergrass. It is the intent of BLM and USFWS that specific conservation measures will be fully implemented and that this Conservation Agreement will remain in effect and binding on both parties until such time as new LUPs or amendments are prepared with completed section 7 compliance as appropriate, and Records of Decision signed. At that time, programmatic management direction for slickspot peppergrass will be included in the new or revised LUP or amendment, and this Conservation Agreement, or portions thereof in the case of programmatic amendments, will no longer apply to the planning area. While a high priority for BLM, both the BLM and USFWS recognize that funding constraints may affect the ability to implement specific conservation measures as planned. Where funding is lacking, BLM and USFWS will cooperate to set priorities and adjust dates for accomplishment. In addition, minor modifications to conservation measures may be necessary as the conference process progresses. Any modification must be agreed to by the BLM and the USFWS, and shall not materially alter the meaning or intent of a conservation measure as stated at the time of signature of this agreement.

### III. PARTIES TO THE CONSERVATION AGREEMENT

U.S. Bureau of Land Management, Idaho; and  
U.S. Fish and Wildlife Service, Snake River Fish and Wildlife Office

### IV. AUTHORITY FOR CONSERVATION AGREEMENTS

The commitments and actions in this Conservation Agreement are within existing authorities of the signatory agencies. The primary authority for the USFWS and BLM to enter into this Conservation Agreement derives from the Endangered Species Act of 1973, as amended.

The primary purpose of the ESA is to provide a means whereby ecosystems upon which endangered and threatened species depend may be conserved. Section 7(a) directs Federal agencies to utilize their authorities (e.g., FLPMA) in furtherance of the purposes of this Act by carrying out programs for the conservation of endangered species and threatened species. Further, under Section 7(b), each Federal agency is expected to, in consultation and with the assistance of the USFWS, ensure that any action authorized, funded or carried out by the agency is not likely to jeopardize the continued existence of any endangered or threatened species.

Section 3 of the ESA includes the following definition for conservation as is intended under this Conservation Agreement:

The terms "conserve," "conserving," and "conservation" mean to use and the use of all methods and procedures which are necessary to bring any endangered species or threatened species to the point at which the measures provided pursuant to this Act are no longer necessary. Such methods and procedures include, but are not limited to, all activities associated with scientific resources management such as research, census, law enforcement, habitat acquisition and maintenance, propagation, live trapping, and transplantation, and, in the extraordinary case where population pressures within a given ecosystem cannot be otherwise relieved, may include regulated taking.



Additional authorities for the USFWS derive from the Fish and Wildlife Act of 1956, as amended; and the Fish and Wildlife Coordination Act, as amended.

In addition to the ESA, FLPMA (43 U.S.C. 1701 et. seq) provides the BLM with the authorities required for this Conservation Agreement:

The public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use.

BLM Special Status Species Management Manual 6840 provides specific policy guidance as it pertains to the ESA, FLPMA and this Conservation Agreement. For listed species, the policy states the following:

1. The BLM shall conserve listed species and the ecosystems upon which they depend and shall use existing authority in furtherance of the purposes of the ESA. Specifically the BLM shall:
  - a. Determine, to the extent practicable, the occurrence, distribution, population dynamics and habitat condition of all listed species on lands administered by BLM, and evaluate the significance of lands administered by BLM in the conservation of those species.
  - b. Develop and implement management plans and programs that will conserve listed species and their habitats.
  - c. Monitor and evaluate ongoing management activities to ensure conservation objectives for listed species are being met.
  - d. Ensure that all activities affecting the populations and habitats of listed species are designed to be consistent with recovery needs and objectives.
  - e. Implement mandatory terms and conditions and reasonable and prudent alternatives as outlined in final biological opinions.
  - f. Implement conservation recommendations included in biological opinions if they are consistent with BLM land use planning and policy and they are technologically and economically feasible.
2. Ensure that all actions authorized, funded, or carried out by the BLM are in compliance with the ESA. To accomplish this, the BLM shall:
  - a. Evaluate all proposed actions to determine if individuals or populations of listed species or their habitat may be affected.



- b. Initiate consultation with the USFWS, including preparation of biological assessments, as appropriate, for those actions that may affect listed species or their habitats.
  - c. Until the consultation proceedings are completed and a final biological opinion has been issued, BLM shall not carry out any action that would cause an irreversible or irretrievable commitment of resources such that it would foreclose the formulation or implementation of any reasonable and prudent alternative measure that might avoid jeopardy to listed species and/or prevent the adverse modification of critical habitat.
  - d. Ensure that BLM actions will not reduce the likelihood of survival and recovery of any listed species.
3. Cooperate with the USFWS in planning and providing for the recovery of listed species. To accomplish this, the BLM shall:
- a. Ensure that decisions, standards and guidelines, and best management practices in resource management plans and site-specific plans prepared for lands covered by previously approved recovery plans are consistent with meeting recovery plan objectives and terms and conditions of applicable biological opinions.
4. Retain in Federal ownership all habitat essential for the survival and recovery of any listed species, including habitat that was used historically, that has retained its potential to sustain listed species, and is deemed to be essential to their survival.

For species that are candidates for listing, the policy states the following:

1. In coordination with USFWS, determine, to the extent practicable, the distribution, population dynamics, current threats, abundance, and habitat needs for candidate species occurring on lands administered by the BLM; evaluate the significance of lands administered by the BLM or actions undertaken by the BLM in maintaining and restoring those species.
2. For candidate species where lands administered by the BLM or BLM authorized actions have a significant effect on their status, manage the habitat to conserve the species by:
  - a. Ensuring candidate species are appropriately considered in land use plans (BLM 1610 Planning Manual and Handbook, Appendix C).
  - b. Developing, cooperating with, and implementing range-wide or site-specific management plans, conservation strategies, and assessments for candidate species that include specific habitat and population management objectives designed for conservation, as well as management strategies necessary to meet those objectives.
  - c. Ensuring that BLM activities affecting the habitat of candidate species are carried out in a manner that is consistent with the objectives for managing those species.



- d. Monitoring populations and habitats of candidate species to determine whether management objectives are being met.
3. Request technical assistance from the USFWS and other qualified sources, on any planned action that may contribute to the need to list a candidate species as threatened or endangered.

## VI. CONSERVATION MEASURES

Conservation measures were developed for each LUP program and sub-program covered by this Conservation Agreement. They are discussed specifically for each Planning Area in the associated Biological Assessment. Each conservation measure describes a goal or general action and includes one or more specific BLM actions required to implement it. Responsibilities for implementing the actions are indicated, along with time frames for implementation. Most of the conservation measures will be implemented as standard operating actions conducted during day-to-day management activities. A few of the conservation measures have time-sensitive implementation actions with specific agreed-to completion goals. Conservation measures of particular implementation concern are briefly discussed in three parts below. In addition, LUP conservation measure guidance and direction will be applied to ongoing actions. However, as site-specific information will be available for the ongoing actions, additional conservation measures may be considered.

### Part 1: Programmatic Planning

Programmatic planning conservation measures include those that are needed for consultation at all planning levels including future LUPs, ongoing activities and proposed projects. Under the scope of this Conservation Agreement, BLM will have the following goals for BLM public lands:

- A prioritized schedule for completing Stage 1 surveys (identification of the presence of slickspots) will be developed by February of 2007. As per the schedule, prioritized Stage 1 surveys will be completed within five years. Complete Stage 1 surveys for all potential slickspot peppergrass habitat will be completed within 10 years.
- Permanent ecological reference areas will be established in selected slickspot peppergrass element occurrences by 2008.
- BLM will use Idaho Conservation Data Center (CDC) and other data to identify, record, and map known populations and suitable habitats and cooperate with other agencies to accomplish regular monitoring and assist in documenting whether the species is using identified habitats and what type of use is occurring.
- For species and habitat on BLM land, BLM will maintain or cooperate with USFWS and the CDC to maintain a spatial database of species habitat information for BLM land.



## Part 2: Projects / Activity Plans – Planning and Implementation

### A. Ongoing Actions

This category includes all activities currently ongoing and permitted on BLM land. These include actions that have gone through the agency planning process and have a documented agency decision (decision memorandum, decision notice, or record of decision). BLM will generally implement the following conservation measures:

- Complete section 7 conference for all ongoing activities containing all or a portion of polygons defined as “occupied slickspot peppergrass habitat” concurrent with the conference effort for existing LUPs. In addition, review all other ongoing activities that may affect slickspot peppergrass as indicated by survey results, and initiate section 7 compliance activities within six months, as needed.
- Review each Fire Management Plan (FMP) to determine if slickspot peppergrass is adequately addressed. We recognize that Idaho FMPs are not decision documents but rather guidance documents with no section 7 compliance expectations.
- Adaptively manage all ongoing activities as described in the associated Biological Assessment, and adjust the action as appropriate to ensure management objectives for slickspot peppergrass are met.

### B. Proposed Actions

This category includes all new proposed projects or activities as well as all renewal actions. BLM will implement the following conservation measures:

- Project-level inventories will be completed as appropriate during project planning if inventory information is not available or adequate to determine if impacts to the species or habitat may occur. If direct or indirect negative impacts to the species or its habitat are anticipated as a result of new BLM actions, the activity will be modified to avoid or minimize anticipated negative impacts. BLM will complete all necessary section 7 compliance for new activities that may affect this species and its habitat.
- The BLM State Office will develop policy guidance by February of 2007 concerning slickspot peppergrass project-level inventory and assessment protocols where this guidance is lacking.
- Adaptively manage all ongoing activities as described in the associated Biological Assessment, and adjust the action as appropriate to ensure management objectives for slickspot peppergrass are met.



### **Part 3: Monitoring**

Conservation measures for slickspot peppergrass include a provision to implement adaptive management as needed to achieve conservation objectives. At the project level, this will be accomplished by conducting site-specific implementation and effectiveness monitoring to track progress toward achieving the conservation measures. BLM and USFWS Level 1 Teams will meet annually to review the implementation and effectiveness monitoring results for projects of concern, determine if current management actions are on a trajectory toward meeting management goals within the established time frames, and modify management actions as needed if progress toward goals is inadequate. Implementation of the programmatic and ongoing actions conservation measures will be monitored through the reporting and monitoring requirements of this Conservation Agreement (Section VII).

### **VII. CONSERVATION AGREEMENT MONITORING AND REPORTING**

The agencies agree to a joint, annual review in October each year to document progress in implementing this Conservation Agreement. Level 1 Teams will report in writing to the BLM State Office no later than September 30 of each year on progress and accomplishments related to this Conservation Agreement. A statewide report will be written by the State Office BLM program leaders and USFWS supervisors in coordination with Level 1 and 2 Teams. This annual report will summarize findings and be provided to the State Director and Field Office Supervisors no later than October 31 of each year.

This review could lead to the modification and exceptions discussed in Part VIII below. These modifications or exceptions will be formalized within the scope of this Conservation Agreement no later than December 31 of each year. This review may also identify funding adjustments in the Idaho BLM Annual Work Plans in order to meet the terms of this Conservation Agreement. Management actions and/or funding to implement the conservation measures may be adjusted in an effort to ensure that management objectives are met in accordance with the schedule in Section VI, Part 1 of this Conservation Agreement and in the BA. Additional funding may be required as well.

### **VIII. AMENDMENTS, EXCEPTIONS, AND DURATION OF AGREEMENT**

Exceptions or amendments to this agreement may be jointly agreed to by the signatories on a case-by-case basis, where such changes would better provide for protection and conservation of species, where conflicts must be resolved between species, where priorities need to be adjusted due to funding constraints, or when new, relevant scientific information becomes available. Such exceptions or amendments shall be agreed to by modification. All modifications within the scope of this agreement shall be made by issuance of a modification executed by all parties prior to any changes being performed.

This agreement shall be considered fully executed when all signatories have signed. The agreement shall expire on December 31, 2010, at which time it will be reviewed for renewal or expiration.



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>d) Participate in research essential to conservation of the species.</p> <p>e) Continue to support seed banks in a long-term seed storage facility.</p> <p>f) Support the establishment and maintenance of new populations in slickspot peppergrass habitat. The goal of these activities is to maintain or enhance viable populations.</p> <p>2) Ensure that ongoing Federal actions support or do not preclude species conservation in slickspot peppergrass habitat.</p>	<p>d) BLM will participate in research as funding allows. Areas to focus on include, but are not limited to, the following:</p> <p>i) Elimination and control of invasive species.</p> <p>ii) Pollination, forb restoration, and effects of ground disturbance on the species.</p> <p>iii) Determination of specific limiting factors in terms of habitat needs and characteristics.</p> <p>iv) Population viability analyses.</p> <p>e) As needed, provide funding to a suitable repository to support a seed bank.</p> <p>f) Reintroduce slickspot peppergrass at selected experimental reintroduction or historic sites as funding allows.</p> <p>2) Ongoing BLM authorized activities:</p> <p>a) Based on the results of annual Stage 1 and 2 surveys, review ongoing activities in slickspot peppergrass habitat. The Level 1 Team will conduct these reviews in a manner consistent with streamlining procedures where local section 7 compliance activities with FWS (if necessary) have not yet been completed.</p> <p>b) If reviews indicate that direct or indirect negative impacts to the species or its habitat are occurring as a result of ongoing discretionary BLM actions, the activity will be modified to avoid or minimize anticipated negative impacts and, where feasible, promote species conservation.</p>	<p>d) FO and SO, with FWS (all actions)</p> <p>e) SO, with CDC and FWS</p> <p>f) FO and SO, with CDC and FWS</p> <p>2) FO (all actions)</p>	<p>d) SOA (all actions)</p> <p>e) SOA</p> <p>f) SOA</p> <p>2) SOA, annual review</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*), CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
Special Status Animal and Plant Management Note: Common to All Programs	<p>The conservation measures contained throughout this table implement important elements included in the CCA for slickspot peppergrass. The conservation measures reflect BLM's commitment to support species conservation.</p> <p>1) In cooperation with Idaho Department of Fish and Game (IDFG) Conservation Data Center (CDC), U.S. Fish and Wildlife Service (FWS), Idaho Army National Guard (IDARNG), the U.S. Air Force (USAF), and others:</p> <p>a) Develop and use survey protocols consistent with the FWS Rare Plant Survey Guidelines to conduct Stage 1, 2, and 3 surveys (see Flowchart 2-1 at the end of this table for the general survey process).</p> <p>b) Cooperate to refine slickspot peppergrass potential habitat maps (Stage 1 survey, Flowchart 2-1), and to identify and map slickspot peppergrass occurrences (Stage 2 survey, Flowchart 2-1).</p>	<p>The implementation actions reflect BLM's commitment to support species conservation and meet ESA objectives. Actions apply to BLM lands and activities only. Habitat terms used throughout this document are defined in <b>Appendix C: Species-Specific Habitat Definitions</b>.</p> <p>1) Following actions to be completed in cooperation with others:</p> <p>a) Apply current survey methods, and assure that inventories are done at the appropriate time of the year by qualified botanists, or by persons who are under the guidance of botanists. Develop more specific survey protocols with reporting standards for slickspot peppergrass.</p> <p>b) Surveys, mapping, and data management (refer to Flowchart 2-1, at the end of this table):</p> <p>i) Cooperate with CDC and FWS to record, refine, and map all habitat features including potential habitat, slickspot peppergrass habitat, non-habitat, occupied habitat, and element occurrences (EOs), for BLM lands (see Appendix C, <i>Definitions</i>, and Appendix D, <i>Soil Series Descriptions</i>). Use current GIS standards for mapping and database management. In cooperation with CDC, maintain a spatial database of species population and habitat information for BLM lands.</p> <p>ii) BLM will continue to conduct Stage 1 and 2 surveys, report survey information to the CDC, and incorporate the information into the adaptive management strategy.</p>	<p>1) As stated below:</p> <p>a) BLM State Office (SO), BLM Field Office (FO), FWS, and CDC</p> <p>b) FO, with CDC and FWS</p> <p>i) FO</p> <p>ii) FO</p>	<p>1) As stated below:</p> <p>a) SO Due Date (DD) for protocol = February 1, 2007</p> <p>b) Standard operating action (SOA)</p> <p>i) Update map annually</p> <p>ii) SOA, annually</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOs



**Slickspot pepperglass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>c) Cooperate in regular monitoring of slickspot pepperglass population trends and land health conditions on BLM lands, and follow current monitoring protocols. Land health conditions include forb diversity to support pollinators and habitat for slickspot pepperglass.</p>	<p>iii) BLM's intent will be to conduct Stage 1 surveys (slickspot survey) for at least 50,000 acres of the potential habitat annually with a goal of completing Stage 1 surveys for all potential habitat within 10 years. BLM will work collaboratively with FWS to prioritize surveys during the first 5 years to areas that have a high likelihood of species occurrence, or that are needed for BLM project purposes. BLM will also target at least 15,000 acres of Stage 2 surveys (slickspot pepperglass plant surveys) that can be done concurrently with the Stage 1 surveys. The amount of habitat to be surveyed each year will be based on available annual funding. Stage 3 plant surveys will be conducted as necessary and desired.</p> <p>iv) Prioritize Stage 2 surveys to address slickspot habitat with a high likelihood of species occurrence. Surveys should be scheduled to complement other program needs. Coordinate annually with FWS as Stage 1 surveys are completed to schedule the Stage 2 surveys.</p> <p>c) Follow the Habitat Integrity and Population (HIP) monitoring protocol or other accepted methodology. BLM will cooperate with others to conduct annual monitoring within all EOs on BLM lands to assess the effectiveness of the conservation measures as part of the adaptive management strategy.</p> <p>i) Establish permanent ecological reference areas (ERAs) in selected EOs to evaluate land health conditions associated with slickspot pepperglass.</p> <p>ii) Use data from the ERAs to assist in completing land health assessments. This information will be used to evaluate permitted management actions and to design restoration projects for slickspot pepperglass.</p>	<p>iii) Level 1 Team develops schedule; FO completes Stage 1 surveys</p> <p>iv) Level 1 Team develops schedule; FO completes Stage 2 surveys</p> <p>c) FO</p> <p>i) FO, with SO, FWS, and CDC</p> <p>ii) FO</p>	<p>iii) Develop schedule for conducting priority Stage 1 surveys by February 1, 2007. Complete all Stage 1 surveys by 2017.</p> <p>iv) Develop Stage 2 survey schedules annually, beginning in 2007.</p> <p>c) SOA</p> <p>i) FO DD = 2008</p> <p>ii) SOA</p>

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p><b>3)</b> Ensure that new Federal actions support or do not preclude species conservation in slickspot peppergrass habitat.</p> <p><b>4)</b> Implement adaptive management as needed to achieve conservation objectives.</p>	<p><b>c)</b> Where needed, complete section 7 compliance, if needed, for ongoing activities that may affect this species and its habitat. Following the annual review of Stage 1 and 2 surveys outlined in <b>(2)(a)</b> above, initiate section 7 compliance activities for ongoing actions within 6 months, as appropriate.</p> <p><b>d)</b> Where slickspot peppergrass habitat exists, BLM will conserve remaining stands of sagebrush and native vegetation in making activity plan and project level decisions.</p> <p><b>3)</b> New proposed BLM authorized activities:</p> <p><b>a)</b> Consistent with streamlining procedures, BLM will require project-level inventories for any project in slickspot peppergrass habitat and in potential habitat during project planning if inventory information is not available or adequate. BLM will use the protocols developed in <b>(1)(a)</b>.</p> <p><b>b)</b> If direct or indirect negative impacts to the species or its habitat are anticipated as a result of new BLM actions, the activity will be modified to avoid or minimize negative impacts and, where feasible, promote species conservation.</p> <p><b>c)</b> Where needed, complete section 7 compliance (if needed) for new activities that may affect this species and its habitat.</p> <p><b>d)</b> Where slickspot peppergrass habitat exists, BLM will conserve remaining stands of sagebrush and native vegetation in making activity plan and project level decisions.</p> <p><b>4)</b> Conduct site-specific implementation and effectiveness monitoring of management actions. Adjust management as needed to ensure that management objectives are met. See additional details within other programs.</p>	<p><b>3)</b> As listed below:</p> <p><b>a)</b> FO and FWS</p> <p><b>b)</b> FO</p> <p><b>c)</b> FO and FWS</p> <p><b>d)</b> FO</p> <p><b>4)</b> FO, with FWS.</p>	<p><b>3)</b> See below:</p> <p><b>a)</b> SOA</p> <p><b>b)</b> SOA</p> <p><b>c)</b> SOA</p> <p><b>d)</b> SOA</p> <p><b>4)</b> SOA</p>





**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>5) Support programs to conserve and enhance slickspot peppergrass on non-Federal lands.</p> <p>6) Include language in all land use authorizations to require rehabilitation of slickspot peppergrass habitat in case of trespass or permit violations, if damage occurs.</p>	<p>5) Take advantage of opportunities to support conservation of slickspot peppergrass through easements, cooperative management efforts, and other programs.</p> <p>6) As a part of management authorizations, require rehabilitation to native vegetation in slickspot peppergrass habitat if trespass or permit violation occurs and the habitat is damaged. If ecological site conditions preclude the use of native species, use non-invasive, non-native plant species for rehabilitation in trespass or permit violation situations.</p>	<p>5) FO</p> <p>6) FO</p>	<p>5) SOA</p> <p>6) SOA</p>
Air Resources	None	None	None	None
Soil and Water Resources: Riparian/Wetland Areas (includes weed management)	None	None	None	None
Upland Vegetation Management: Rangelands (includes weed management)	<p>1) Activities within the <b>Upland Vegetation Management: Rangelands (includes weed management)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation. As a part of promoting conservation, the goals are to promote habitat conservation, to avoid negative impacts, or to minimize impacts if avoidance is not possible.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>	<p>1) SO and FO</p>	<p>1) SOA</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p><b>2)</b> Although non-chemical methods will be the preferred approach in occupied habitat, when appropriate, projects involving the application of pesticides (including herbicides, fungicides, and other related chemicals) in slickspot peppergrass habitat and potential habitat that may affect the species will be analyzed at the project level and designed such that pesticide applications will support conservation and minimize risks of exposure.</p> <p><b>3)</b> Where needed and feasible, coordinate with adjacent land owners and local governments regarding control of invasive plants in upland areas through cooperative weed management programs. One of BLM's priorities within the cooperative weed management program is the protection of special status plants on BLM lands.</p> <p><b>4)</b> BLM will promote diversity, richness, and health of native plant communities to support pollinators and habitat for slickspot peppergrass.</p>	<p><b>2)</b> Site-specific stipulations will be developed locally using these criteria:</p> <p><i>a)</i> Evaluate the benefits and risks of vegetation treatment including the following: application methods; pesticides, carriers, and surfactants used; needed treatment buffers; and use of non-chemical weed control (for example, bio-controls, hand pulling).</p> <p><i>b)</i> Apply appropriate spatial and temporal buffers to avoid species' exposure to harmful chemicals.</p> <p><i>c)</i> Explore opportunities to eradicate competing non-native invasive plants in occupied habitat where slickspots are being invaded by such plants.</p> <p><i>d)</i> Implement appropriate revegetation and weed control measures to reduce the risks of non-native invasive plant infestations following ground/soil disturbing actions in slickspot peppergrass habitat.</p> <p><i>e)</i> BLM will provide USDA APHIS with the location of slickspot peppergrass habitat. Mormon cricket, grasshopper, or other insect control in slickspot peppergrass habitat will only include those methods that minimize impacts to the plant's pollinators.</p> <p><b>3)</b> Take advantage of coordination opportunities as they arise.</p> <p><b>4)</b> BLM will focus slickspot peppergrass habitat conservation and restoration efforts in or adjacent to occupied habitat to encourage connectivity among populations through the following measures:</p>	<p><b>2)</b> FO, with FWS (all actions)</p> <p><b>3)</b> FO</p> <p><b>4)</b> FO, with FWS</p>	<p><b>2)</b> SOA</p> <p><b>3)</b> SOA</p> <p><b>4)</b> SOA</p>



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
		<p>a) Where slickspot peppergrass habitat exists, BLM will conserve remaining stands of sagebrush and native vegetation in making activity plan and project level decisions.</p> <p>b) Vegetation treatment projects undertaken in slickspot peppergrass habitat will be compatible with species habitat restoration objectives, as described in item <u>d</u>) below.</p> <p>c) BLM will select and implement specific projects to restore slickspot peppergrass habitat in degraded areas as funding allows, such as planting shrubs and forbs and controlling weeds, within and adjacent to occupied habitat. Apply methods described in item <u>d</u>) below.</p> <p>d) When conducting vegetation treatment projects, BLM will use seeding techniques that minimize soil disturbance such as no-till drills and rangeland drills equipped with depth bands, use native plant materials and seed during restoration activities, and select native forbs that benefit slickspot peppergrass insect pollinators.</p>		
Forest and Woodland Management (includes weed management)	None	None	None	None
Wildlife and Wildlife Habitat Management	1) Activities within the <b>Wildlife and Wildlife Habitat Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.	1) SO and FO	1) SOA

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>2) Manage facilities installed for wildlife to promote maintenance of slickspot peppergrass habitat.</p> <p>3) Restore wildlife habitat while promoting slickspot peppergrass conservation.</p>	<p>2) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2). For new actions, see <b>Special Status Animal and Plant Management</b> program section item (3). As appropriate to avoid or minimize negative impacts, modify existing and avoid placement of new wildlife facilities in occupied habitat.</p> <p>3) Any restoration efforts for wildlife within slickspot peppergrass habitat will be compatible with the species' habitat requirements.</p>	<p>2) FO</p> <p>3) FO</p>	<p>2) SOA</p> <p>3) SOA</p>
Fish and Aquatic Habitat Management	None	None	None	None
Livestock Grazing Management: Permits and Leases	<p>1) Activities within the <b>Livestock Grazing Management: Permits And Leases</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Manage livestock grazing and trailing to conserve suitable habitat conditions for slickspot peppergrass while implementing rangeland health standards and guidelines (S&amp;Gs). Apply the <b>Grazing Adaptive Management Implementation Flowchart (Figure 2-2)</b>, located at the end of this conservation measures table, to adjust livestock use as appropriate.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Permit or lease renewal actions and annual authorizations:</p> <p>a) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2).</p> <p>b) Schedule surveys in slickspot peppergrass habitat as needed for S&amp;G assessments associated with permit and lease renewals. Use survey procedures and flowchart (Figure 2-1) referenced in <b>Special Status Animal and Plant Management</b> program section 1(b).</p> <p>c) For new actions, see <b>Special Status Animal and Plant Management</b> program section item (3).</p>	<p>1) SO and FO</p> <p>2) FO (all actions)</p>	<p>1) SOA</p> <p>2) SOA (all actions)</p>





**Slickspot peppergress (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>4) Provide adequate rest from livestock use for areas treated after major disturbances in slickspot peppergress habitat. Major disturbances include fire, fire rehabilitation, or other soil-disturbing occurrences.</p> <p>5) BLM will work cooperatively with the livestock permittees to promote slickspot peppergress conservation.</p>	<p>Management and where practical the efforts may be combined. BLM staff will conduct inspections as determined by the schedule.</p> <p>a) BLM range staff will conduct pre-season range readiness checks for soil moisture conditions in allotments with occupied habitat.</p> <p>b) BLM will conduct post-use monitoring for trampling in slickspots within EOs (could be done in conjunction with utilization compliance checks).</p> <p>c) <del>b)</del> Monitoring results will be documented in a standard format (to be developed by BLM) in the grazing allotment files. Copies will be provided to the FWS as completed.</p> <p>d) Apply <b>Grazing Adaptive Management Implementation Flowchart</b> as outlined in Figure 2-2, located at the end of this conservation measures table.</p> <p>4) Protect treated areas by using temporary livestock closures or other measures. The length of rest will be determined by achieving certain goals associated with plant establishment outlined in the restoration, fire rehabilitation, or other plan.</p> <p>5) BLM will train permittees on slickspot peppergress habitat and plant recognition. BLM will also work with permittees to use the CDC rare plant observation form to report survey information in a standard format.</p>	<p>a) FO</p> <p>b) SO and FWS, with FO input</p> <p>4) FO</p> <p>5) FO</p>	<p>a) SOA</p> <p>b) DD for developing format: February 1, 2007</p> <p>4) SOA</p> <p>5) SOA</p>
Livestock Grazing Management: Livestock Management Facilities	<p>1) Activities within the <b>Livestock Grazing Management: Livestock Management Facilities</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>	<p>1) SO and FO</p>	<p>1) SOA</p>

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>2) Manage livestock facilities to promote slickspot peppergrass conservation while implementing rangeland health S&amp;Gs.</p>	<p>2) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2). For new actions, see <b>Special Status Animal and Plant Management</b> program section item (3). As appropriate to avoid or minimize negative impacts, modify existing and avoid placement of new livestock facilities in occupied habitat areas.</p> <p>a) Within pastures, place water facilities to support slickspot peppergrass conservation:</p> <p>i) Existing water troughs (includes troughs that are tied into pipelines, as well as both permanent and movable troughs to which water is delivered throughout the grazing season) will be moved at least 1/2 mile from EOs, when feasible. Where troughs cannot be moved (for example, because of topographical constraints, additional disturbance, or impacts to sensitive species), management will be adjusted to mitigate the impacts during the periods of critical concern for slickspot peppergrass (such as when soils are saturated and subject to trampling impacts). Management adjustments could include shutting the water off seasonally, changing pasture boundary fences, or other appropriate measures.</p> <p>ii) New water troughs (not including existing water troughs moved in (2)(a)(i), above) will be placed at least 1 mile from EOs. A deviation from this standard may be developed on a case-by-case basis through collaboration with the FWS. New water troughs will be placed so that cattle are drawn away from the EO and avoid trailing through an EO en route to a water source.</p> <p>iii) Temporary water troughs (short-term, emergency, or single-season use) will be located at least 1 mile from EOs. A deviation to this standard may be developed on a case-by-case basis through collaboration with the FWS. New water troughs will be placed so that cattle are drawn away from the EO and avoid trailing through an EO en route to a water source.</p>	<p>2) FO (all actions)</p>	<p>2) SOA (all actions)</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*); CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS





**Slickspot pepperglass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
		b) Placement of new livestock infrastructure will be compatible with slickspot pepperglass habitat conservation. Avoid placement of new fences within EOs.		
Wild Horse Management	<p>1) Activities within the <b>Wild Horse Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) If the range of wild horses and slickspot pepperglass occupied habitat overlaps now or in the future, protect these areas from wild horses by including applicable conservation measures in herd management plans.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Manage wild horse herd size to minimize conflicts with slickspot pepperglass. Limit trampling in occupied habitat by implementing appropriate range management practices, such as fencing and water trough placement.</p>	<p>1) SO and FO</p> <p>2) FO</p>	<p>1) SOA</p> <p>2) SOA</p>
Recreation Management	<p>1) Activities within the <b>Recreation Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Developed facilities (paved campgrounds, vault toilets, interpretive kiosks, etc.): Manage existing and new recreation facilities to promote conservation of species habitat.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Management of existing and new facilities:</p> <p>a) For review of existing facilities, see <b>Special Status Animal and Plant Management</b> program section item (2). As appropriate to avoid or minimize negative impacts, modify existing facilities.</p> <p>b) For new facilities, or for expansion of uses at existing facilities, see <b>Special Status Animal and Plant Management</b> program section item (3). In addition, avoid development of new recreation facilities or expansion of existing facilities in slickspot pepperglass habitat if negative impacts are anticipated.</p>	<p>1) SO and FO</p> <p>2) FO (all actions)</p>	<p>1) SOA</p> <p>2) SOA (all actions)</p>

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOS**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p><b>3)</b> Dispersed use areas (informal areas, including camping areas and tie-up areas for pack animals): Manage dispersed use sites to promote conservation of species habitat. This includes limiting disturbances to the species resulting from human uses.</p> <p><b>4)</b> Commercial and noncommercial recreation permits, including hunting guides and outfitter camps: issue commercial and noncommercial recreation permits to promote conservation of slickspot peppergrass habitat. This includes management of physical facilities (such as camps), as well as disturbances to slickspot peppergrass habitat resulting from human uses.</p>	<p>c) BLM will educate recreationists on special status species and invasive weeds, focusing on occupied and selected habitat areas. BLM will develop and install educational signage at entry points and key recreational points regarding the biology and conservation of this species and other special status species.</p> <p><b>3)</b> For review of ongoing activities, see <b>Special Status Animal and Plant Management</b> program section item (2). In addition, minimize human activity in and adjacent to occupied habitat if negative impacts are occurring. Close areas, either seasonally or year-round, as needed to protect the species and its habitat.</p> <p><b>4)</b> Issuance and review of existing and new permits:</p> <p>a) For review of existing permits, see Special Status Animal and Plant Management program section item (2). If needed, modify existing permits that negatively impact habitat for this species.</p> <p>b) For new permits, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid issuing recreation permits in slickspot peppergrass habitat if negative impacts are expected. In particular, avoid permitting new recreation activities in and adjacent to occupied habitat. If a recreation permit is to be issued, apply stipulations to the permit to support or to not preclude species conservation and educate permit holders about species' biology and needs.</p> <p>c) BLM will not authorize organized recreation activities in slickspot peppergrass habitat if negative impacts are anticipated (for example, OHV races, equestrian events, and other events).</p>	<p><b>3)</b> FO</p> <p><b>4)</b> FO (all actions)</p>	<p><b>3)</b> SOA</p> <p><b>4)</b> SOA (all actions)</p>
Recreation Management:	<b>1)</b> Activities within the <b>Recreation Management: Travel Management</b> program	<b>1)</b> Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.	<b>1)</b> SO and FO	<b>1)</b> SOA

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS





**Slickspot pepperglass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
Travel Management	<p>will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p><b>2)</b> Manage roads, off-highway vehicle (OHV) routes and areas, as well as non-motorized trails, to promote species habitat conservation. This includes management of roads and trails, as well as ground disturbance resulting from human uses.</p> <p><b>3)</b> Perform compliance checks on OHV closures to protect occupied habitat, identify problems as soon as possible, and take immediate corrective measures.</p>	<p><b>2)</b> Review of existing and new roads, OHV routes, and areas and non-motorized trails:</p> <p><b>a)</b> For existing roads, designated OHV routes and areas, and designated non-motorized trails, see <b>Special Status Animal and Plant Management</b> program section item <b>(2)</b>. Modify roads and routes in and adjacent to slickspot pepperglass habitat if negative impacts are occurring. Implement restrictions to reduce ground disturbance. Seek opportunities to close and revegetate roads, OHV routes, or non-motorized trails and use areas in and adjacent to habitat if negative impacts are occurring.</p> <p><b>b)</b> For new roads, OHV routes and areas, and non-motorized trails, see <b>Special Status Animal and Plant Management</b> program section item <b>(3)</b>. Avoid creating new roads, trails, routes, and areas if negative impacts are expected in and adjacent to slickspot pepperglass habitat.</p> <p><b>c)</b> Evaluate off-road vehicle use in occupied habitat, and where needed, limit access or close areas to motorized and mechanical vehicles to promote species conservation.</p> <p><b>3)</b> See <b>Special Status Animal and Plant Management</b> program section item <b>(2)</b>.</p>	<p><b>2)</b> FO and SO (all actions)</p> <p><b>3)</b> FO</p> <p>None</p>	<p><b>2)</b> SOA</p> <p><b>3)</b> SOA</p> <p>None</p>
Visual Resource Management	None	None	None	None



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
Special Designation Area Management	<p>1) Activities within the <b>Special Designation Area Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Explore the potential for new designations that would enhance species conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Evaluate establishing areas of critical environmental concern (ACECs) for several stronghold populations of slickspot peppergrass during land use plan amendments or revisions.</p>	<p>1) SO and FO</p> <p>2) FO</p>	<p>1) SOA</p> <p>2) SOA</p>
Fire Management: Fire Suppression	<p>1) Activities within the <b>Fire Management: Fire Suppression</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation. Human life and firefighter safety and property take priority over species protection.</p> <p>2) Fire suppression efforts will be conducted, as possible, to protect slickspot peppergrass habitat. Place a high priority on protecting slickspot peppergrass habitat.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Fire management activities:</p> <p>a) Fire Management Plans will include Standard Operating Procedures (SOP's) that address conservation of slickspot peppergrass.</p> <p>i) BLM will provide adequate fire suppression coverage at all stations to meet management objectives with the intent to suppress 90% of fires to the acreages specified in the fire management plans for slickspot peppergrass. BLM will maintain existing remote fire guard stations easily accessible to occupied habitat (for example, Juniper Butte fire guard station) and explore opportunities to establish additional stations to provide better initial attack and reduced response times for wildfires in slickspot peppergrass habitat</p>	<p>1) SO and FO</p> <p>2) As listed below:</p> <p>a) SO in coordination with Fire Management Office (FMO) and FO</p>	<p>1) SOA</p> <p>2) See below:</p> <p>a) SO DD = 2007</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*), CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOS**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>3) As needed, coordinate with appropriate agency personnel regarding fire suppression activities in or adjacent to slickspot peppergrass habitat.</p>	<p>ii) Apply minimum impact suppression tactics (MIST) in slickspot peppergrass habitat, as appropriate. Consult with resource advisors to determine where MIST tactics should be applied to avoid or minimize negative impacts.</p> <p>iii) Although minimum impact suppression tactics (MIST) are preferred, aggressive fire suppression tactics (e.g., blade lines, back fires, etc. in habitat) may be applied if EOs are threatened.</p> <p>b) Do not locate fire base camps, staging areas, and fueling areas within occupied habitat.</p> <p>3) Ongoing interagency coordination.</p> <p>a) BLM and cooperators will expand on and continue to provide special status plant and habitat awareness training to fire resource advisors, Incident Commanders, Engine Operators, and Fire Operations Supervisors.</p> <p>b) BLM and cooperators will distribute maps and inform fire crews on locations of the EOs to maximize fire protection and to avoid or minimize impacts from fire suppression activities.</p>	<p>b) FMO and Incident Commander for fire</p> <p>3) FMO with support from FO resource advisor</p>	<p>b) SOA</p> <p>3) SOA</p>
<p>Fire Management: Emergency Stabilization and Rehabilitation</p>	<p>1) Activities within the <b>Fire Management: Emergency Stabilization and Rehabilitation</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Implement Emergency Stabilization and Rehabilitation (ES&amp;R) activities to consider slickspot peppergrass in and adjacent to</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) The following measures will be applied:</p> <p>a) All wildfires within slickspot peppergrass habitat will be evaluated for</p>	<p>1) SO and FO</p> <p>2) FO (all actions)</p>	<p>1) SOA</p> <p>2) SOA (all actions)</p>

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>slickspot peppergrass habitat rehabilitation.</p> <p><b>3) Fire rehabilitation projects involving the application of pesticides in slickspot peppergrass habitat will be analyzed and</b></p>	<p>ES&amp;R treatments, regardless of size.</p> <p>b) As needed, protect disturbed and recovering areas using temporary closures or other measures. BLM will continue to rest areas from land use activities to meet ES&amp;R objectives, defined through the ES&amp;R plans.</p> <p>c) BLM will initiate and complete ES&amp;R efforts for slickspot peppergrass, such as planting shrubs and forbs, within slickspot peppergrass habitat. BLM will implement the following measures during fire ES&amp;R efforts:</p> <p>i) BLM will use seeding techniques that minimize soil disturbance such as no-till drills and rangeland drills equipped with depth bands when ES&amp;R projects have the potential to impact slickspot peppergrass habitat.</p> <p>ii) BLM will use native plant materials and seed during ES&amp;R activities. BLM will include native forbs in seed mixtures that will benefit slickspot peppergrass insect pollinators.</p> <p>iii) If native plant materials and seed are not available, non-invasive, non-native species may be used for stabilization activities in slickspot peppergrass habitat.</p> <p>iv) In areas adjacent to slickspot peppergrass habitat, if natives are not available, non-invasive non-native species are acceptable for stabilization activities. Potentially invasive non-native species such as intermediate wheatgrass and prostrate kochia may be used as a last resort for stabilization activities in areas adjacent to slickspot peppergrass habitat provided the benefits of their use are demonstrated to outweigh the risks to slickspot peppergrass and its habitat.</p> <p><b>3) See Upland Vegetation Management: Rangelands (includes weed management) program section.</b></p>	<p>3) SO and FO</p>	<p>3) SOA</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS




**Slickspot pepperglass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	implemented in accordance with the approach described in the <b>Upland Vegetation Management: Rangelands (includes weed management)</b> program section.			
Fire Management: Wildland Fire Use	1) Wildland fire use projects will not be allowed in slickspot pepperglass habitat.	1) When developing wildland fire use plans, do not allow wildland fire use in slickspot pepperglass habitat.	1) SO and FO	1) SOA
Fire Management: Prescribed Fire	1) Activities within the <b>Fire Management: Prescribed Fire</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.  2) Prescribed fire projects will be designed to conserve and enhance slickspot pepperglass habitat.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.  2) Prescribed fire in slickspot pepperglass habitat will only be used as a tool for assisting with species conservation (for example, a burn in preparation to decrease cheatgrass litter before herbicide application, or to clear fencelines of accumulated windblown weeds).	1) SO and FO  2) FO	1) SOA  2) SOA
Fire Management: Non-Fire Fuels Management	1) Activities within the <b>Fire Management: Non-Fire Fuels Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.  2) Implement projects involving the application of pesticides in accordance with the approach described in the <b>Upland Vegetation Management: Rangelands (includes weed management)</b> program section.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.  2) See <b>Upland Vegetation management: Rangelands (includes weed management)</b> program section.	1) SO and FO  2) FO	1) SOA  2) SOA

**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>3) Fuels management projects conducted in slickspot peppergrass habitat should have long-term benefits to slickspot peppergrass.</p>	<p>3) Avoid fuels management projects in occupied habitat, unless such projects would enhance species conservation or are necessary for hazardous fuels reduction near the urban interface. Implement protection measures to avoid or minimize negative impacts to the species. In slickspot peppergrass habitat, design native seed mixes that emphasize local stock and will promote species conservation.</p> <p>a) Because of potential negative impacts to slickspot peppergrass habitat from linear fuel breaks, which can act as weed dispersal corridors, the following measures will be applied in or adjacent to slickspot peppergrass habitat:</p> <p>i) BLM will evaluate the effectiveness of existing fuel breaks (location, dry fuel load, and weed composition) in protecting slickspot peppergrass habitat.</p> <p>ii) BLM may create and maintain fuel breaks where frequent fires can threaten slickspot peppergrass habitat. New fuel breaks in slickspot peppergrass habitat will be designed to conserve and enhance species habitat. Where appropriate and where objectives will be met, native vegetation should be emphasized in the creation of new fuel breaks. If native vegetation or seed is not available or if objectives would not be met through their use, fuel breaks may include non-native, non-invasive, species that will not invade slickspots. In areas adjacent to slickspot peppergrass habitat, fuel breaks may include potentially invasive non-native species such as intermediate wheatgrass and prostrate kochia as a last resort if the benefits of their use are demonstrated to outweigh the risks to slickspot peppergrass and its habitat. Apply conservation measure (2) in the <b>Fire Management: Emergency Stabilization and Rehabilitation</b> program section and conservation measure (4) in the <b>Upland Vegetation Management</b> program.</p> <p>iii) Consider actions to repair or restore fuel breaks so they function as</p>	<p>3) FO (all actions)</p>	<p>3) SOA (all actions)</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
		<p>desired. Apply conservation measure (2) in the <b>Fire Management: Emergency Stabilization and Rehabilitation</b> program section and conservation measure (4) in the <b>Upland Vegetation Management</b> program.</p> <p><b>b)</b> In addition to the reduction in fuels associated with appropriately managed livestock grazing (see relevant conservation measures from <b>Livestock Grazing Management</b> section of this table), BLM may create fuel breaks using techniques such as mowing or targeted grazing to strategically reduce fuel loads where frequent fires can threaten slickspot peppergrass habitat if the benefit of these actions can be demonstrated to outweigh the risks to slickspot peppergrass and its habitat.</p>		
Fire Management: Community Assistance	<p><b>1)</b> Activities within the <b>Fire Management: Community Assistance</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p><b>2)</b> Follow all measures included throughout the Fire Management program sections.</p>	<p><b>1)</b> Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p><b>2)</b> See actions within Fire Management program sections. Incorporate into community assistance agreements.</p>	<p><b>1)</b> SO and FO</p> <p><b>2)</b> FO</p>	<p><b>1)</b> SOA</p> <p><b>2)</b> SOA</p>
Lands and Realty Management: Land Tenure Adjustment (land sale, exchanges, withdrawals, etc.)	<p><b>1)</b> Activities within the <b>Lands and Realty Management: Land Tenure Adjustment (land sale, exchanges, withdrawals, etc.)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p><b>2)</b> Where feasible and funding is available,</p>	<p><b>1)</b> Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p><b>2)</b> BLM will opportunistically acquire slickspot peppergrass habitat,</p>	<p><b>1)</b> SO and FO</p> <p><b>2)</b> FO</p>	<p><b>1)</b> SOA</p> <p><b>2)</b> SOA</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*): CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	<p>acquire through land exchange or purchase private lands that contain slickspot peppergrass habitat.</p> <p><b>3)</b> Retain occupied slickspot peppergrass habitat in Federal ownership unless such a transfer would result in a net benefit to the species.</p>	<p>particularly occupied habitat, in land exchanges and purchases.</p> <p><b>3)</b> Review each land tenure decision in terms of species habitat. Avoid the loss of occupied habitat from Federal ownership. If property with occupied habitat is being considered for transfer out of Federal ownership, ensure that the action will result in a greater net benefit for this species. BLM will coordinate with FWS as early as possible to discuss methods to assure that the proposed land tenure adjustment benefits the species.</p>	<b>3)</b> FO	<b>3)</b> SOA
Lands and Realty Management: Land Use Permits and Leases	<p><b>1)</b> Activities within the <b>Lands and Realty Management: Land Use Permits and Leases</b> program will implement relevant conservation measures as described in the Special Status Animal and Plant Management program section to promote conservation.</p> <p><b>2)</b> Issue new land use permits and leases and review existing permits and leases at renewal to conserve species habitat. This includes management of physical facilities, as well as ground disturbance resulting from human uses.</p>	<p><b>1)</b> Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p><b>2)</b> For new authorizations, as well as those being renewed, see <b>Special Status Animal and Plant Management</b> program section item <b>(3)</b>. Avoid issuing new authorizations, or renewing existing authorizations, in or adjacent to slickspot peppergrass habitat if negative impacts are expected. If an authorization is to be issued or re-issued in such areas, apply stipulations to the authorization that support species conservation and that avoid or minimize negative impacts. BLM will require control of invasive non-native or weed species on new, renewing, or amending land use permits and leases in slickspot peppergrass habitat.</p> <p><b>a)</b> Conduct periodic project compliance inspections during implementation of projects involving soil disturbance.</p> <p><b>b)</b> BLM will require that new or renewing permit or lease holders establish at least 50% perennial cover after all ground disturbing activities, unless ecological site conditions preclude that level of cover. If a native species</p>	<p><b>1)</b> SO and FO</p> <p><b>2)</b> FO (all actions)</p>	<p><b>1)</b> SOA</p> <p><b>2)</b> SOA (all actions)</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*); CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
		component existed prior to the ground disturbance, then the native species component of the perennial cover should be restored.		
Lands and Realty Management: Rights-of-Way	<p><b>1) Activities within the Lands and Realty Management: Rights-of-Way</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p><b>2) Issue new rights-of-way and review existing rights-of-way</b> at renewal to conserve species habitat. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p><b>1) Apply relevant conservation measures from the Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p><b>2) For new rights-of-way and renewal of existing rights-of-way, see Special Status Animal and Plant Management</b> program section item <b>(3)</b> Avoid issuing new rights-of-way, or renewing rights-of-way, in or adjacent to slickspot peppergrass habitat if negative impacts are expected. In slickspot peppergrass habitat, only issue or re-issue rights-of-way with stipulations to avoid negative impacts to the habitat. BLM will require control of invasive non-native or weed species on new, renewing, or amending right of way authorizations in slickspot peppergrass habitat.</p> <p><b>a) BLM will require that new or renewing permit or lease holders establish at least 50% perennial cover after all ground disturbing activities, unless ecological site conditions preclude that level of cover. If a native species component existed prior to the ground disturbance, then the native species component of the perennial cover should be restored.</b></p>	<p><b>1) SO and FO</b></p> <p><b>2) FO</b></p>	<p><b>1) SOA</b></p> <p><b>2) SOA</b></p>
Mineral Management: Locatable Minerals	<p><b>1) Activities within the Mineral Management: Locatable Minerals</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p><b>2) Approve plans of operations or allow notice level operations</b> so as not to preclude species</p>	<p><b>1) Apply relevant conservation measures from the Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p><b>2) Approval of plans of operations and notice-level operations:</b></p>	<p><b>1) SO and FO</b></p> <p><b>2) FO (all actions)</b></p>	<p><b>1) SOA</b></p> <p><b>2) SOA</b></p>



**Slickspot peppergrass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
	habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.	<p>a) For review of existing plans of operation and notice-level operations, see <b>Special Status Animal and Plant Management</b> program section item (2). To the extent allowed by law, modify plans of operation or notice-level operations that may have negative impacts on the species or its habitat. For notice-level operations, notify the operator that modifications to proposed activities will be required to avoid negative impacts.</p> <p>b) For new plans of operation and notice-level operations, see <b>Special Status Animal and Plant Management</b> program section item (3). To the extent allowed by law, avoid approving plans of operation or notice-level operations that may have negative impacts on the species or its habitat. For notice-level operations, notify the operator that modifications to proposed activities will be required to avoid negative impacts. If a plan of operations is to be approved in or adjacent to slickspot peppergrass habitat, apply stipulations to support or to not preclude species conservation. A notice will require modification by the operator until BLM determines that it will not result in undue or unnecessary degradation.</p>		
Mineral Management: Saleable and Leasable Minerals	<p>1) Activities within the <b>Mineral Management: Saleable and Leasable Minerals</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Approve development of saleable or leasable minerals so as not to preclude species habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Approval of saleable and leasable minerals:</p> <p>a) For review of existing mineral leases, see <b>Special Status Animal and Plant Management</b> program section item (2). Modify existing mineral leases if negative impacts are occurring.</p> <p>b) For new sales or leases, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid development of saleable or leasable minerals in or adjacent to slickspot peppergrass habitat if</p>	<p>1) SO and FO</p> <p>2) FO</p>	<p>1) SOA</p> <p>2) SOA</p>

TABLE 2-X. SLICKSPOT PEPPERGRASS (*LEPIDIUM PAPILLIFERUM*), CONSERVATION MEASURES AND IMPLEMENTATION ACTIONS FOR THE JARBIDGE AND FOUR RIVERS FOS



**Slickspot peppergass (*Lepidium papilliferum*): Conservation Measures and Implementation Actions for the Jarbidge and Four Rivers FOs**

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions	Responsibilities	Time frames
		negative impacts are expected. If a minerals lease or sale is to be issued in or adjacent to habitat, apply stipulations to support or to not preclude species conservation.		
Cultural Management	1) Activities within the <b>Cultural Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.	1) SO and FO	1) SOA
Paleontology	1) Activities within the <b>Paleontology</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.	1) SO and FO	1) SOA

## APPENDIX 9. CONSERVATION MEASURES FOR LISTED SPECIES

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
<p>Special Status Animal and Plant Management Note: Common to All Programs</p>	<p>The conservation measures contained throughout this table implement important elements for yellow-billed cuckoo conservation. The conservation measures reflect BLM’s commitment to support species conservation.</p> <p>1) In cooperation with Idaho Department of Fish and Game (IDFG), U.S. Fish and Wildlife Service (USFWS), and others:</p> <p>a) Continue to cooperate in determining the distribution of known populations and suitable habitats.</p> <p>b) Following current monitoring protocols, continue to cooperate in monitoring for species presence on a regular basis.</p> <p>c) Participate in research essential to conservation of the species. Cooperate in determining specific limiting factors in terms of habitat needs and characteristics.</p> <p>d) Cooperate in the management and improvement of suitable habitat to promote species conservation.</p> <p>e) Working with other agencies, compile a general list of BMPs that would apply to all programs, to the extent that such a list would assist with species and habitat conservation. The intent of implementing BMPs is to avoid or minimize negative impacts.</p> <p>2) Ensure that ongoing Federal actions support or do not preclude species conservation.</p>	<p>The implementation actions reflect BLM’s commitment to support species conservation. Actions apply to BLM lands and activities only.</p> <p>1) Following actions to be completed in cooperation with others:</p> <p>a) Mapping and data inventory:</p> <p>i) Use IDFG, CDC, USFWS, and other data to identify, record, and map known populations and suitable habitat on BLM lands.</p> <p>ii) Maintain a spatial database of species population and habitat information for BLM lands.</p> <p>iii) Participate in surveys and map new populations as found. Systematic inventories will continue to be conducted in cooperation with other agencies.</p> <p>b) Cooperate with IDFG and USFWS to conduct regular monitoring of populations on BLM lands. Assist in documenting whether cuckoos are using habitats and the type of use.</p> <p>c) BLM will participate as funding allows.</p> <p>d) Where appropriate, update or develop management plans for suitable habitat, particularly in areas with known populations, as well as in restoration areas.</p> <p>e) BMPs:</p> <p>i) SO to coordinate development of BMPs with FO, District Office (DO), USFWS, and IDFG. Instruction memorandum to be issued by SO.</p> <p>ii) FO to implement BMPs.</p> <p>2) Ongoing BLM activities:</p>

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>3) Ensure that new Federal actions support or do not preclude species conservation.</p> <p>4) Implement adaptive management as needed to achieve conservation objectives.</p> <p>5) Support conservation easements, cooperative management efforts, and other programs on adjacent non-Federal lands to support conservation of the yellow-billed cuckoo.</p>	<p>a) Review ongoing activities in locations with known populations.</p> <p>b) Determine if direct or indirect negative impacts to the species or its habitat are occurring as a result of ongoing discretionary BLM actions. If so, modify the activity to avoid or minimize negative impacts and, where feasible, promote species conservation.</p> <p>3) New BLM activities:</p> <p>a) Project-level inventories will be completed in suitable habitat during project planning if inventory information is not available or adequate. SO will issue instruction memorandum concerning special status species project-level inventories and assessment.</p> <p>b) If direct or indirect negative impacts to the species or its habitat are anticipated as a result of new BLM actions, modify the activity to avoid or minimize negative impacts and, where feasible, promote species conservation.</p> <p>c) Avoid implementing activities that have the potential to disturb or displace known populations of cuckoos during the breeding season (May through September).</p> <p>4) Conduct site-specific implementation and effectiveness monitoring. Adjust management as needed to ensure that management objectives are met.</p> <p>5) Take advantage of opportunities as they arise.</p>
Air Resources	None	None
Soil and Water Resources: Riparian/Wetland Areas (includes weed management)	<p>1) Activities within the <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation. As a part of conservation, the goals are to promote multi-tiered forested riparian habitat development and maintenance in suitable habitat and restoration areas, to avoid negative impacts, or to minimize impacts if avoidance is not possible.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>



Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>2) Projects involving the application of pesticides (herbicides, insecticides, etc.) that may affect the species will be analyzed at the project level and designed such that pesticide applications will support conservation and minimize risks of exposure.</p> <p>3) Where needed and feasible, coordinate with adjacent landowners and local governments regarding control of invasive plants in riparian areas through cooperative weed management programs.</p> <p>4) Conserve riparian vegetation in suitable habitat (for example, healthy willow stands and cottonwood trees) to maintain their integrity for use by yellow-billed cuckoos, and initiate management in restoration areas.</p>	<p>2) Site-specific stipulations will be developed locally using the following criteria:</p> <p>a) Evaluate the benefits and risks of vegetation treatment, including the following: application methods; pesticides, carriers, and surfactants used; needed treatment buffers; and use of non-chemical weed control (for example, bio-controls, hand pulling). If management objectives can be effectively accomplished using non-chemical methods, such is the preferred alternative.</p> <p>b) Apply appropriate spatial and temporal buffers to avoid species' exposure to harmful chemicals.</p> <p>c) Implement appropriate revegetation and weed control measures to reduce the risks of non-native species infestations following any ground/soil disturbing actions in or near suitable habitat.</p> <p>3) Take advantage of opportunities as they arise.</p> <p>4) Management actions:</p> <p>a) Emphasize eradication of non-native invasive species in riparian areas that compete with willow and cottonwood tree regeneration. Continue to identify problem areas (such as areas infested with tamarisk, Russian olive, and false indigo) and implement appropriate weed control measures.</p> <p>b) Avoid issuing commercial firewood cutting permits in suitable habitats in riparian forests. If permits are issued, ensure that such activities are consistent with the long-term maintenance of suitable habitat and enhancement of restoration areas.</p> <p>c) As needed, close suitable habitat in riparian forests to non-commercial firewood cutting and post the closure.</p>
<p>Upland Vegetation Management: Rangelands (includes weed management)</p>	<p>1) Activities within the <b>Upland Vegetation Management: Rangelands (includes weed management)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>2) Projects involving the application of pesticides in uplands adjacent to suitable yellow-billed cuckoo habitat or in restoration areas will be designed and implemented in accordance with the approach described in the <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>	<p>2) See <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>
<p>Forest and Woodland Management (includes weed management)</p>	<p>1) Activities within the <b>Forest and Woodland Management (includes weed management)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Projects involving the application of pesticides in forested areas and woodlands adjacent to suitable yellow-billed cuckoo habitat or in restoration areas will be designed and implemented in accordance with the approach described in the <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) See <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>
<p>Wildlife and Wildlife Habitat Management</p>	<p>1) Activities within the <b>Wildlife and Wildlife Habitat Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) In restoration areas, cooperate in creating opportunities for yellow-billed cuckoo occupancy by enhancing habitat.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Consider planting or other habitat enhancement measures to improve yellow-billed cuckoo habitat value.</p>
<p>Fish and Aquatic Habitat Management</p>	<p>1) Activities within the <b>Fish and Aquatic Habitat Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>
<p>Livestock Grazing Management: Permits and Leases</p>	<p>1) Activities within the <b>Livestock Grazing Management: Permits And Leases</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Manage livestock grazing and trailing to promote growth and recruitment of healthy riparian vegetation communities (for example, willows and cottonwood trees). Maintain and promote suitable habitat and restore areas for the yellow-billed cuckoo while implementing</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Permit or lease renewal actions:</p> <p>a) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2).</p>



Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>rangeland health standards and guidelines (S&amp;Gs).</p> <p>3) Promote restoration of suitable habitat following fire, fire rehabilitation, restoration treatments, or other major disturbances.</p> <p>4) Maintain regular compliance checks on grazing allotments with known populations to identify problems as soon as possible and take immediate corrective measures.</p>	<p>b) For new actions, see <b>Special Status Animal and Plant Management</b> program section item (3).</p> <p>c) As appropriate to avoid or minimize negative impacts, modify livestock grazing permits and leases.</p> <p>3) As needed, protect disturbed areas using temporary closures or other measures until the willow shrubs and cottonwood saplings (or other target riparian species) are re-established and self-sustaining.</p> <p>4) Ongoing, day-to-day BLM action.</p>
Livestock Grazing Management: Livestock Management Facilities	<p>1) Activities within the <b>Livestock Grazing Management: Livestock Management Facilities</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Manage livestock facilities to promote healthy riparian vegetation communities (for example, willows and cottonwood trees). Maintain and promote suitable habitat and restore areas for the yellow-billed cuckoo while implementing rangeland health S&amp;Gs.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2). For new actions, see <b>Special Status Animal and Plant Management</b> program section item (3). As appropriate to avoid or minimize negative impacts, modify existing and avoid placement of new livestock facilities.</p>
Wild Horse Management	<p>1) Activities within the <b>Wild Horse Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>
Recreation Management	<p>1) Activities within the <b>Recreation Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Developed facilities (boat access, paved campgrounds, vault toilets, interpretive kiosks, etc.): Manage existing and new recreation facilities so as not to preclude species habitat conservation. This includes management of the physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Management of existing and new facilities:</p> <p>a) For review of existing facilities, see <b>Special Status Animal and Plant Management</b> program section item (2). As appropriate to avoid or minimize negative impacts, modify existing facilities.</p>

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>3) Dispersed use areas (informal areas, including camping areas and tie-up areas for pack animals and boats): Manage dispersed use sites so as not to preclude species habitat conservation. This includes limiting disturbances to the species resulting from human uses.</p> <p>4) Commercial and noncommercial recreation permits, including outfitter camps: Issue commercial and noncommercial recreation permits in accordance with goals for promoting species habitat conservation. This includes management of physical facilities (such as camps), as well as disturbances to the species resulting from human uses.</p> <p>5) Coordinate with the IDFG to educate recreation users at boat ramps and at designated camp areas about the need to conserve yellow-billed cuckoo habitat.</p>	<p>b) For new facilities, or for expansion of uses or seasons of use at existing facilities, see <b>Special Status Animal and Plant Management</b> program section item (3). In addition, avoid development of new recreation facilities or expansion of existing facilities in suitable habitat, if negative impacts are anticipated.</p> <p>3) For review of ongoing actions, see <b>Special Status Animal and Plant Management</b> program section item (2). In addition, minimize human activity in suitable habitat if negative impacts are occurring. Close areas, either seasonally or year-round, as needed to protect the species and its habitat, and post and monitor the closure.</p> <p>4) Issuance and review of existing and new permits:</p> <p>a) For review of existing permits, see <b>Special Status Animal and Plant Management</b> program section item (2). If needed, modify existing permits that conflict with achieving or maintaining suitable habitat conditions.</p> <p>b) For new permits, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid issuing recreation permits if negative impacts are expected. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. In particular, avoid permitting new recreation activities in suitable habitat. If a recreation permit is to be issued, apply stipulations to the permit to support or to not preclude species conservation.</p> <p>5) Take advantage of opportunities as they arise.</p>
Recreation Management: Travel Management	<p>1) Activities within the <b>Recreation Management: Travel Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Manage roads, off-highway vehicle (OHV) routes and areas, as well as non-motorized trails, so as not to preclude species habitat conservation. This includes management of physical facilities,</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Review of existing and new roads, OHV routes, and areas and non-motorized trails:</p>



Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>as well as disturbances to the species resulting from human uses.</p> <p>3) Maintain regular compliance checks on OHV closures to protect known populations and to identify problems as soon as possible and take immediate corrective measures.</p>	<p>a) For existing roads, designated OHV routes and areas, and designated non-motorized trails, see <b>Special Status Animal and Plant Management</b> program section item (2). Modify routes in locations with known populations, if negative impacts are occurring. Evaluate the need for seasonal OHV use restrictions in suitable habitat and, if needed, implement restrictions to reduce disturbance to the species and its habitat. Seek opportunities to close and revegetate OHV routes or non-motorized trails and use areas in suitable habitat, if negative impacts are occurring.</p> <p>b) For new roads, OHV routes and areas, and trails, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid constructing new roads, trails, routes, and areas if negative impacts are expected. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. In particular, avoid opening new roads, trails, routes, and areas in suitable habitat.</p> <p>3) Ongoing, day-to-day BLM activities.</p>
Visual Resource Management	None	None
Special Designation Area Management	<p>1) Activities within the <b>Special Designation Area Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Explore the potential for new designations that would enhance species conservation, such as good-condition cottonwood/willow riparian forest.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Take advantage of opportunities as they arise.</p>
Fire Management: Fire Suppression	<p>1) Activities within the <b>Fire Management: Fire Suppression</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation. Human life and firefighter safety and property take priority over species protection.</p> <p>2) Fire suppression efforts will be conducted, as possible, to protect yellow-billed cuckoo habitat.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Fire management activities:</p>

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>3) Coordinate with U.S. Forest Service, Idaho Department of Lands, or other applicable agency personnel regarding fire suppression activities in or near suitable habitat.</p>	<p>a) Review Fire Management Plan for adequacy in addressing conservation measures. Modify the plan if needed.</p> <p>b) Apply minimum impact suppression tactics (MIST) in suitable habitat, as appropriate. Consult with resource advisors to determine where MIST tactics should be applied to avoid or minimize negative impacts.</p> <p>c) Do not locate fire base camps, staging areas, and fueling areas in suitable habitat. Avoid locating these and other related activities in suitable habitat.</p> <p>3) Ongoing interagency coordination.</p>
Fire Management: Emergency Stabilization and Rehabilitation	<p>1) Activities within the <b>Fire Management: Emergency Stabilization and Rehabilitation</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Implement Emergency Stabilization and Rehabilitation (ES&amp;R) activities to promote yellow-billed cuckoo habitat rehabilitation.</p> <p>3) Fire rehabilitation projects involving the application of pesticides in or adjacent to suitable habitat areas will be analyzed and implemented in accordance with the approach described in the <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) ES&amp;R activities:</p> <p>a) If needed and if natural recovery would not achieve habitat objectives, implement ES&amp;R activities to promote rehabilitation of suitable habitat. Plant locally appropriate trees and shrubs, if natural recovery of such vegetation is doubtful.</p> <p>b) As needed, protect disturbed areas using temporary closures or other measures until the cottonwood saplings (and other target tree and shrub species) are re-established and self-sustaining.</p> <p>3) See <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.</p>
Fire Management: Wildland Fire Use	<p>1) Activities within the <b>Fire Management: Wildland Fire Use</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p>



Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	2) Wildland fire use projects (where allowed) will be designed to conserve suitable yellow-billed cuckoo habitat.	2) When developing wildland fire use plans, avoid burning suitable habitat, and develop appropriate burn prescriptions that maximize the conservation of suitable habitat.
Fire Management: Prescribed Fire	1) Activities within the <b>Fire Management: Prescribed Fire</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.  2) Prescribed fire projects will be designed to conserve suitable yellow-billed cuckoo habitat and restoration areas.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.  2) When developing and implementing prescribed fire plans, avoid or minimize negative impacts to suitable habitat, and use prescribed fire as a tool for enhancing restoration areas.
Fire Management: Non-Fire Fuels Management	1) Activities within the <b>Fire Management: Non-Fire Fuels Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.  2) Implement projects involving the application of pesticides in or adjacent to suitable habitat or restoration areas in accordance with the approach described in the <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.  3) Promote establishment of vegetation needed to achieve suitable yellow-billed cuckoo habitat.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.  2) See <b>Soil and Water Resources: Riparian/Wetland Areas (includes weed management)</b> program section.  3) Incorporate conservation actions into the fuels projects, as needed. For example, design seed mixes that will enhance or promote the growth of willows, cottonwoods, or other target shrub and tree species.
Fire Management: Community Assistance	1) Activities within the <b>Fire Management: Community Assistance</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.  2) Follow all measures included throughout the <b>Fire Management</b> program sections.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.  2) See actions within <b>Fire Management</b> program sections. Incorporate into community assistance agreements.
Lands and Realty Management: Land Tenure Adjustment (land sale, exchanges, withdrawals, etc.)	1) Activities within the <b>Lands and Realty Management: Land Tenure Adjustment (land sale, exchanges, withdrawals, etc.)</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	<p>2) Where feasible and funding is available, acquire through land exchange or purchase private lands that support known populations or could enhance habitat for yellow-billed cuckoo.</p> <p>3) Retain yellow-billed cuckoo habitat in Federal ownership to the extent possible, while balancing other needs.</p>	<p>2) Take advantage of opportunities as they arise. Priority should be given to lands that are adjacent to or near public lands.</p> <p>3) Review each land tenure decision in terms of species habitat. Retain suitable habitat in public ownership unless compelling circumstances necessitate the land tenure adjustment. If property with suitable habitat is to be transferred out of Federal ownership, permanent conservation easements may be attached to the transfer that would result in equal or greater protection than under Federal management. Such measures must be approved by the State Director.</p>
<p>Lands and Realty Management: Land Use Permits and Leases</p>	<p>1) Activities within the <b>Lands and Realty Management: Land Use Permits and Leases</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Issue new land use permits and leases and review existing permits and leases at renewal so as not to preclude species habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) For new permits and renewal of existing permits, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid issuing new permits or leases, or renewing existing permits or leases, in suitable habitat if negative impacts are expected. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. If a permit or lease is to be issued or re-issued in suitable habitat, apply stipulations to the permit that support or do not preclude species conservation and that avoid or minimize negative impacts.</p>
<p>Lands and Realty Management: Rights-of-Way</p>	<p>1) Activities within the <b>Lands and Realty Management: Rights-of-Way</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Issue new rights-of-way and review existing rights-of-way at renewal so as not to preclude species habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) For new rights-of-way and renewal of existing rights-of-way, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid issuing rights-of-way, or renewing existing rights-of-way, in suitable habitat if negative impacts are expected. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. If a right-of-way is to be issued or re-</p>



Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
		issued in suitable habitat, apply stipulations to the right-of-way that support or do not preclude species conservation and that avoid or minimize negative impacts.
Mineral Management: Locatable Minerals	<p>1) Activities within the <b>Mineral Management: Locatable Minerals</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Approve plans of operations or allow notice level operations so as not to preclude species habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Approval of plans of operations and notice-level operations:</p> <p>a) For review of existing plans of operation and notice-level operations, see <b>Special Status Animal and Plant Management</b> program section item (2). To the extent allowed by law, modify plans of operation or notice-level operations that conflict with yellow-billed cuckoo management objectives in suitable habitat. For notice-level operations, notify the operator that modifications to proposed activities will be required to avoid negative impacts.</p> <p>b) For new plans of operation and notice-level operations, see <b>Special Status Animal and Plant Management</b> program section item (3). To the extent allowed by law, avoid approving plans of operation or notice-level operations that conflict with yellow-billed cuckoo management objectives in suitable habitat. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. For notice-level operations, notify the operator that modifications to proposed activities will be required to avoid negative impacts. If a plan of operations is to be approved in suitable habitat, apply stipulations to support or to not preclude species conservation. A notice will require modification by the operator until BLM determines that it will not result in undue or unnecessary degradation.</p>
Mineral Management: Saleable and Leasable Minerals	<p>1) Activities within the <b>Mineral Management: Saleable and Leasable Minerals</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.</p> <p>2) Approve development of saleable or leasable</p>	<p>1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.</p> <p>2) Approval of saleable and leasable minerals:</p>

Yellow-Billed Cuckoo (*Coccyzus americanus*):

LUP Programs Evaluated	Conservation Measures	BLM Implementation Actions
	minerals so as not to preclude species habitat conservation. This includes management of physical facilities, as well as disturbances to the species resulting from human uses.	a) For review of existing mineral leases, see <b>Special Status Animal and Plant Management</b> program section item (2). Modify existing mineral leases if negative impacts are occurring. b) For new sales or leases, see <b>Special Status Animal and Plant Management</b> program section item (3). Avoid development of saleable or leasable minerals in suitable habitat if negative impacts are expected. Consider the seasonal nature of the proposed activities, and whether this conflicts with yellow-billed cuckoo conservation needs. If a minerals lease or sale is to be issued in suitable habitat, apply stipulations to support or to not preclude species conservation.
Cultural Management	1) Activities within the <b>Cultural Management</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.
Paleontology	1) Activities within the <b>Paleontology</b> program will implement relevant conservation measures as described in the <b>Special Status Animal and Plant Management</b> program section to promote conservation.	1) Apply relevant conservation measures from the <b>Special Status Animal and Plant Management</b> program section at the beginning of this table.



## **APPENDIX 10. SNAKE RIVER WILD & SCENIC RIVER EVALUATION REPORT**

### **Eligibility, Classification, & Suitability**

#### **I. Introduction**

As part of the planning process for the Snake River Birds of Prey National Conservation Area (NCA) Resource Management Plan (RMP), a BLM interdisciplinary (ID) team completed a Wild and Scenic Rivers (WSR) study under Section 5(d)(1) of the Wild and Scenic Rivers Act (WSRA). This study reviews BLM-administered public land along the 82 miles of the Snake River, evaluates and makes determinations regarding eligibility, makes preliminary classifications to those river segments found eligible, and makes suitability recommendations for all eligible segments.

This report is the official record of the eligibility and suitability determinations made by the ID Team. This report: 1) discusses the definition of free-flowing and whether or not the Snake River fits that definition; 2) describes the criteria for evaluating outstandingly remarkable values; 3) describes and assesses resource values, and determines if specific resource values are outstandingly remarkable; 4) determines preliminary classification for all eligible river segments; and 5) determines suitability recommendations for all eligible river segments.

#### Purpose

The WSR Act, passed by Congress in October 1968, instituted a legislative program to study and protect free-flowing river segments by making them part of the National Wild and Scenic Rivers System (NWSRS). Congress did not intend to protect every remaining free-flowing river, but rather sought to conserve a representative sample of many of our most important natural and recreational rivers.

Directives in BLM Manual 8351 and “The Wild and Scenic River Study Process” technical report prepared for the Interagency Wild and Scenic Rivers Coordinating Council, 1999, were followed for integrating a wild and scenic river study within the resource management planning process.

#### Study Boundary

The study area boundary includes 82 miles of the Snake River from the upstream NCA boundary at about river mile 527 downstream to the western NCA boundary at approximately river mile 445 (Figure 1). Only those river segments that met the initial free flowing criteria were further evaluated for outstandingly remarkable values in this report.



The boundaries of any river proposed for potential addition to the NWSRS, as specified in section 4(d) of the WSR Act, are usually limited to that area measured within one-quarter mile above the ordinary high watermark on each side of the river. The study boundary for this evaluation of the Snake River used the one-quarter mile area as a starting point, but in some locations extended this distance to 100 feet beyond the canyon rim to include the entire expanse of the Snake River Canyon. In evaluating the river’s scenic values, the surrounding background, when viewed from the canyon rim, was considered as part of the view shed.

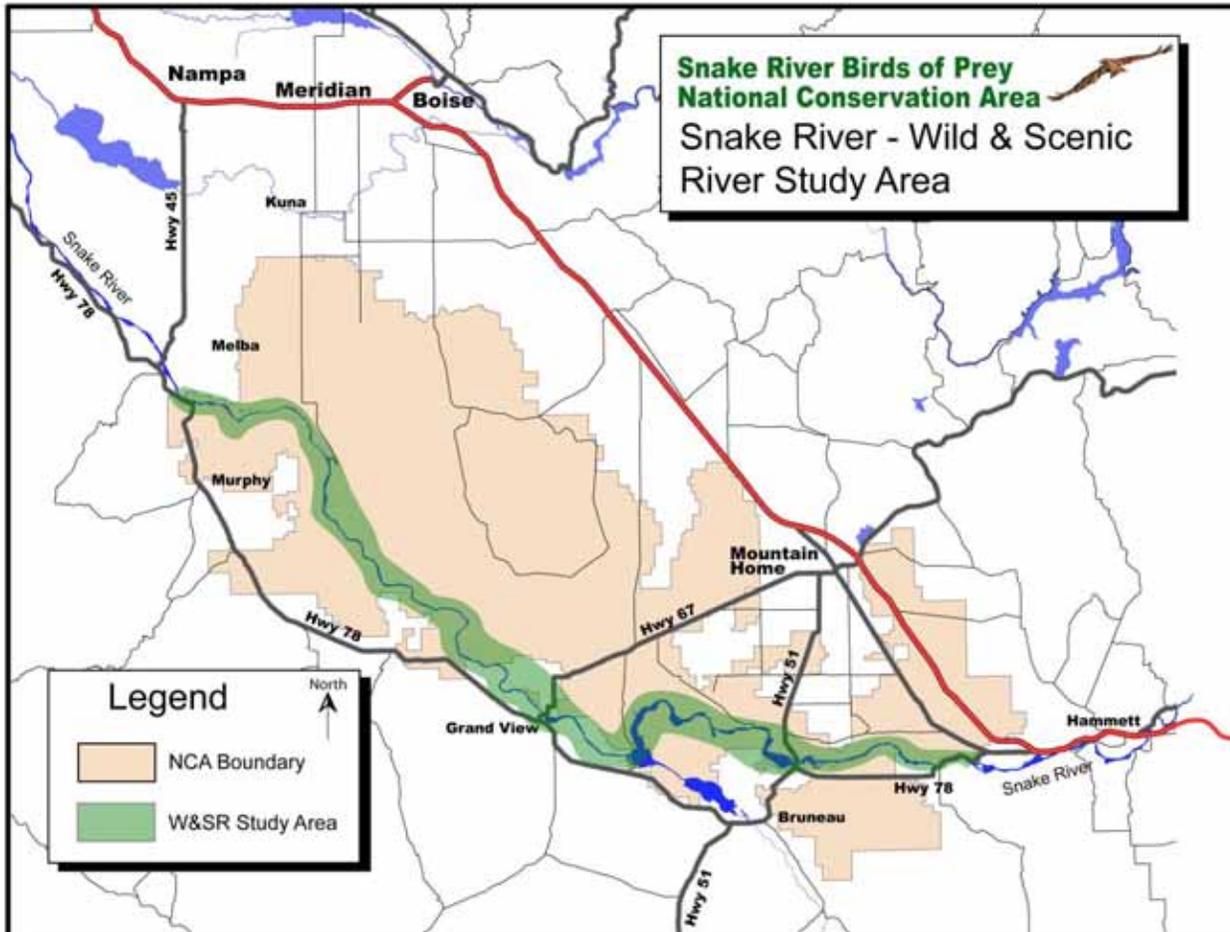


Figure 1. Snake River Wild & Scenic River Study Area.

The Snake River’s special values were assessed as to whether they are unique, rare or exemplary within the state, region, or nation. For purposes of this report and in order to better define the evaluation criteria, “regionally significant” refers to the portion of the United States that includes Washington, Oregon, Idaho, western Montana, northern Nevada, northern Utah, and western Wyoming.



### Overview of the WSR Study Process

The first phase of a WSR study is the eligibility determination, an analysis to see whether the river is eligible to be considered for WSR designation.

To be considered eligible a water course:

1. **Must be a:** River – defined as:  
A flowing body of water, or estuary, or section, portion, or tributary thereof, including: rivers, streams, creeks, runs, kills, rills, and small lakes.
  
2. **Must Be:** Free flowing – defined as:  
Existing or flowing in a natural condition without impoundment, with exceptions (low dams, diversion works, and other minor structures), diversion, straightening, rip-rapping, or other modification of the waterway (channelization).  
  
**Can:** be any size or length, lie between impoundments or major dams, be non-floatable or non-boatable, be intermittent, or non-perennial.
  
3. **And must possess at least one (1) outstandingly remarkable value, such as:** Scenic, Recreational, Geologic, Fish and Wildlife, Historic, Cultural, or other similar values including Biological, Botanical, Ecological, Hydrological, or Paleontological.

The second phase of the study is the classification analysis, which determines whether the river should be tentatively classified as a recreational, scenic, or wild river if it were designated by Congress. This tentative BLM classification is based on the level of development present within the river corridor.

The third phase of the study is the suitability assessment which looks at the possible impacts of designation, weighs various elements such as public access, long-term protection of resources, and traditional resource uses, and asks the basic question of would this be a worthy addition to the National Wild & Scenic River System.

## **II. Free Flowing Criteria and Determinations**

Free flowing is defined by Section 16(b) of the Wild and Scenic Rivers Act as: “existing or flowing in a natural condition without impoundment, diversion, straightening, rip-rapping, or other modification of the waterway”. The existence of low dams, diversion works, or other minor structures at the time of evaluation does not automatically disqualify a stream from consideration.

Swan Falls Dam and C.J. Strike Dam create impoundments at two different locations along the 82 miles of the Snake River. Swan Falls Reservoir extends 9.5 miles upstream from Swan Falls Dam. CJ Strike Reservoir extends 24 miles upstream from CJ Strike Dam.

These two reservoirs on the Snake River do not meet the initial criteria as free flowing. The remaining segments of the Snake River do meet the initial criteria of free flowing (Table 1 and Figure 2).

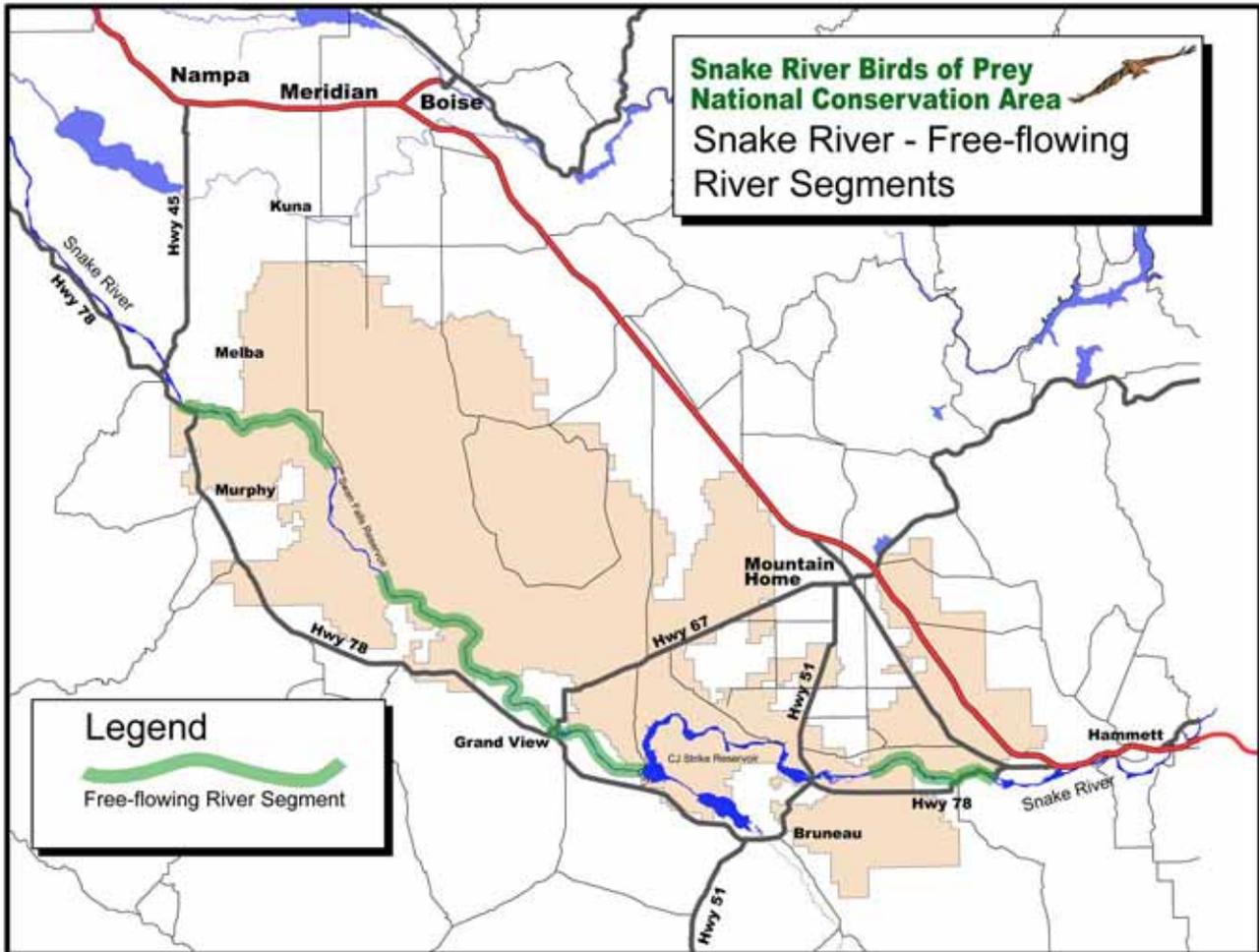


Figure 2. Free flowing segments of the Snake River.



Table 1. Free flowing determinations for the Snake River.

River Segment Description	Number of Miles	River Segment Name	Free Flowing Criteria Met
East boundary of the NCA to the backwaters of CJ Strike Reservoir	9	Indian Cove	Yes
Backwaters of C.J. Strike Reservoir to CJ Strike Dam	24	C.J. Strike Reservoir	No
Downstream of C.J. Strike Dam to the backwaters of Swan Falls Reservoir	26.5	Grand View	Yes
Backwaters of Swan Falls Reservoir to Swan Falls Dam	9.5	Swan Falls Reservoir	No
Downstream of Swan Falls Dam to the west boundary of the NCA	13	Swan Falls	Yes

**Findings Summary:** Three (3) segments of the Snake River (49 miles total) were found to meet the free-flowing criteria. Two (2) segments (33 miles total) did not meet the criteria.

The 26.5 mile Grand View segment has two distinct characters. The initial 17.5 miles downstream from CJ Strike Dam is visually characterized by being a wide valley floor with the canyon rim several miles to the north and no canyon rim south of the river. The ownership is predominately private land on both sides of the river, being either rural townships or agricultural fields and pasture lands. At the end of this segment the river turns north and the surrounding canyon closes back into a river characterized by vertical basalt cliffs on the north and broken cliffs and buttes to the south. The ownership changes to predominately public lands with some private lands spaced throughout. For this reason the Grand View segment will be divided and evaluated as two segments – the Grand View Segment and the Jackass Butte Segment.

The Grand View segment extends from just below CJ Strike Dam at the Strike Dam Road Bridge downstream approximately 17.5 miles to Jackass Butte at River Mile 474. The Jackass Butte Segment extends from Jackass Butte downstream approximately 9 miles to the backwaters of Swan Falls Reservoir (Figure 3).

These four (4) free flowing segments (Indian Cove, Grand View, Jackass Butte, and Swan Falls) will be further analyzed as to their possible outstandingly remarkable values.

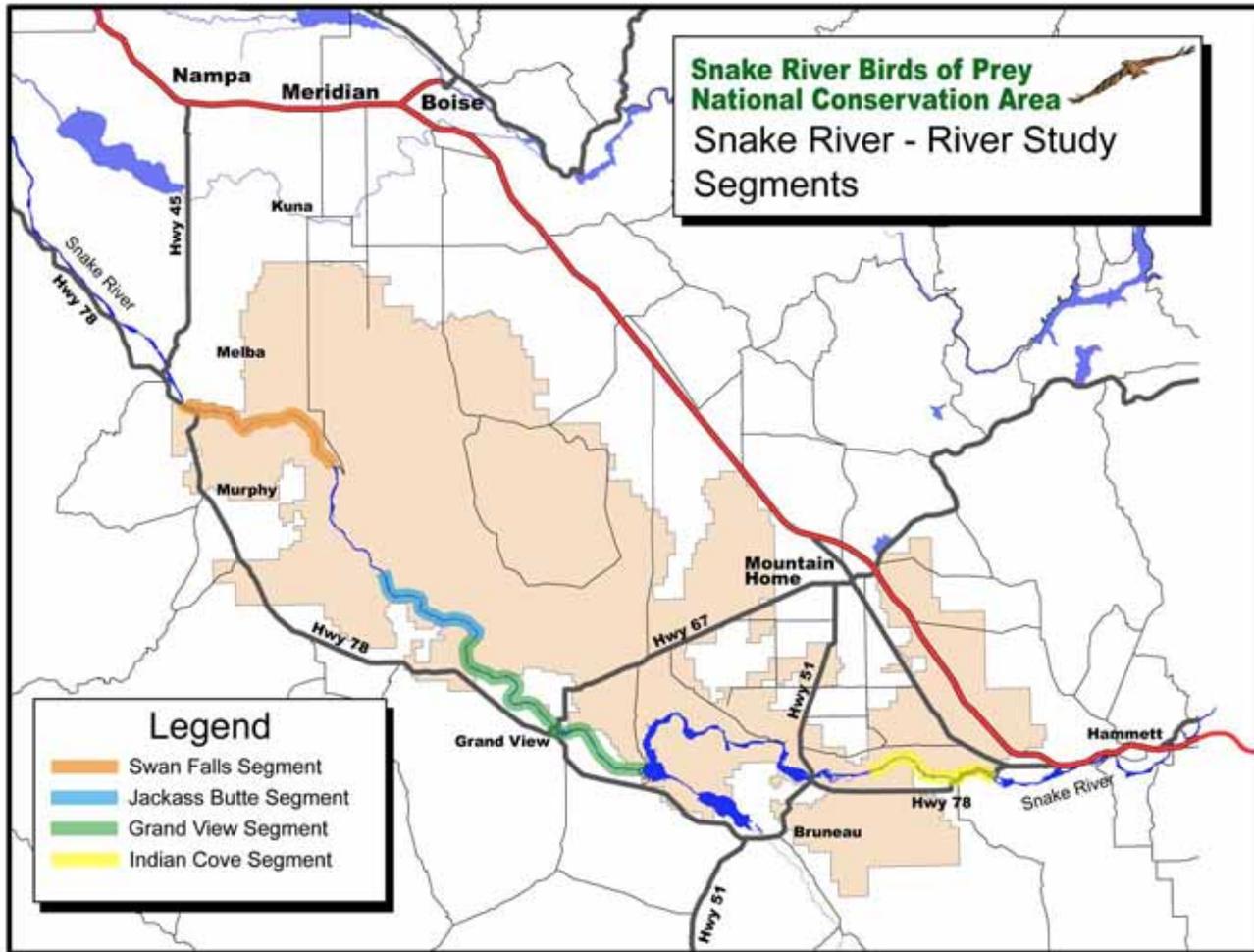


Figure 3. Snake River Eligibility Study Segments.

### III. Outstandingly Remarkable Values (ORVs)

The determination that a river area contains ORVs is a professional judgment on the part of the interdisciplinary study team (ID team), based on objective, scientific analysis. In order to be assessed as outstandingly remarkable, a river-related value must be a unique, rare, or exemplary feature that is significant at a comparative state, regional or national scale. Dictionary definitions of the words “unique” and “rare” indicate that such a value would be one that is a conspicuous example from among a number of similar values that are themselves uncommon or extraordinary.

The ID team evaluated 49 miles of the Snake River, which met the free flowing criteria, by listing all of the river’s special values and then assessing whether they were unique, rare or exemplary within the state, region, or nation. Only one such value is needed for a segment to be eligible. Of the 82 miles of the Snake River in the study area, four segments (49 miles) were identified for further analysis for the presence of outstandingly remarkable values and are discussed in greater detail below.



The values, which must be directly river-related or owe their location or existence to the river ecosystem, are considered outstandingly remarkable if they are unique or exemplary compared to similar values of other rivers within a geographic region of comparison. The regions used for comparison in this study are the Northern Great Basin and the Northern Rocky Mountains.

The following eligibility criteria were used and are intended to set minimum thresholds to establish ORVs and are illustrative but not all-inclusive. The “standard” criteria for each resource and the Outstandingly Remarkable Value Rating used are from BLM Manual 8351 and are an interagency standard for greater consistency within the federal river-administering agencies.

### Discussion of River-Related Values

#### **Scenic (S)**

##### Criteria for Outstandingly Remarkable Value Rating

The landscape elements of landform, vegetation, water, color, and related factors result in notable or exemplary visual features and/or attractions. The BLM Visual Resource Inventory handbook, H-4810-1 may be used in addressing visual quality and in evaluating the extent of development upon scenic values. The rating must be a scenic quality “A” as defined in the BLM Visual Inventory Handbook. When analyzing scenic values, additional factors – such as seasonal variations in vegetation, scale of cultural modifications, and the length of time negative intrusions are viewed – may be considered. Scenery and visual attractions may be highly diverse over the majority of the river or river segment.



**Figure 4. View east of Indian Cove Segment of the Snake River.**

##### Evaluation of Present Situation

The general scenic character of the Snake River is one of vertical canyon cliffs interspersed with wide expansive views of valley floor and rolling hills leading south toward the Owyhee Mountains. The Swan Falls segment is the most enclosed, having cliffs on both sides of the river for the majority of the segment. The four segments, while similar, have slightly different visual characteristics.

The Indian Cove segment begins with canyon cliffs rising 400 feet along both sides of the river and then opening to distant views of hills and buttes to the south after approximately 2 miles. The canyon closes back in on the river again at approximately 6 miles (Figure 4.). The Grand View segment is privately owned land in some form of agricultural development for almost the entire length. This segment of the river opens into a large flood plain with the canyon rim typically 2-3 miles from the river on the north and no rim to the south (Figure 5). The downstream portion of the segment begins to move into open rangelands and the canyon rim comes back to within 1 mile of the river and starts to create a more enclosed canyon. At this point, the Jackass Butte segment begins.



**Figure 5. View west of Grand View segment of the Snake River.**

Initially the views in the Jackass Butte segment are limited in distance due to the canyon cliffs and rim and the curving of the river. At about three miles the canyon rim again disappears to the south, broken only by Castle Butte and Morgan Butte. The north rim fluctuates between being adjacent to the river to two miles from the river. At Wild Horse Butte the canyon closes in again and remains this way for the remainder of the segment. The Swan Falls segment is a large, one mile wide canyon for a majority of its length with cliffs ranging from 300 to 600 feet above the river (Figure 6).



**Figure 6. View west of Snake River Canyon below Swan Falls Dam.**



The vertical cliffs and angular talus slopes of all four segments provide straight visual lines of rock and low vegetation with a medium texture. Along the Swan Falls, Jackass Butte, and Indian Cove segments the cliffs vary in proximity to the river from immediately adjacent to approximately one half mile away. The cliffs along the Grand View segment are set back as much as three miles. The distance of the canyon rim creates differences in the scale of the canyon and the feeling of openness. The Swan Falls segment has the highest vertical cliffs (600 feet) but the canyon does not feel tight because the rim to rim distance averages about one mile across.

The south side of the four segments is a mixture of steep cliffs, buttes, rolling hills, and flood plains. The Indian Cove segment initially consists of flood plains slowly rising to low hills. The mixed ownership provides a mixture of croplands, groves of mature trees, and desert vegetation. This combination of vegetation breaks up the visual form across the landscape. The Grand View segment is almost entirely flood plains and rolling hills with no cliffs. The Jackass Butte segment changes character as the canyon cliffs come closer to the river to form an initial enclosed canyon that opens up after a few miles.

For the majority of the year the color tends to be dark cliff faces and brown/tan vegetation. The exception to this is the irrigated agricultural fields which stay green into the fall and the brief period during the spring when vegetation can be a brilliant green.

The BLM administered lands along the Snake River are categorized as Visual Resource Management (VRM) Class I, II, and III. The areas managed under VRM Class I are the north side of the Swan Falls segment, (which was classified as such when the Snake River Birds of Prey Natural Area received national protection in 1972), and those areas in the Grand View and Indian Cove segments along the Oregon National Historic Trail. The remaining segments are a mixture of VRM Class II and III.

### Finding

While the visual elements and scenic quality of the Snake River Canyon can be spectacular, they are not unlike many other portions of the Snake River through southern Idaho and other areas of volcanic activity. Examples of similar scenic views in Idaho include the Snake River Canyon and Lower Salmon Falls Creek near Twin Falls. The quality of the scenic values for these four segments of the Snake River does not constitute an outstandingly remarkable scenic value when compared to other regional scenes.

### **Recreational (R)**

#### Criteria for Outstandingly Remarkable Values Rating

Recreational opportunities are, or have the potential to be, popular enough to attract visitors from throughout or beyond the region of comparison or are unique or rare within the region. Visitors are willing to travel long distances to use the river resources for recreational purposes. River-related opportunities could include, but are not limited to, sightseeing, wildlife observation, camping, photography, hiking, fishing and boating. Interpretive opportunities may be exceptional and attract, or

have the potential to attract, visitors from outside the region of comparison. The river may provide, or have the potential to provide, settings for national or regional usage or competitive events.

### Evaluation of the Present Situation

The Snake River Canyon provides a unique opportunity to observe one of the largest concentrations of nesting raptors in the world. This opportunity attracts visitors from the local area, the region, the nation, and other countries. Feature articles in magazines and newspapers has prompted visitation from across the United States. Environmental organizations, such as Hawk Watch International and the Audubon Society, routinely bring visitors from throughout the U.S. for the opportunity to view birds of prey along this stretch of the Snake River.

The Snake River Canyon also provides diverse opportunities for additional recreational activities such as fishing, camping, float and power boating, hiking, mountain biking, horseback riding, waterfowl hunting, and parasailing primarily for local residents. Recreation use occurs year-round with visitor use being highest in the spring and early summer months and lowest during winter months.

### Finding

Opportunities for general river-related recreational activities along the Snake River are similar to those that can be found on many western rivers. However, the Snake River Canyon provides a very unique raptor watching opportunity found in only a few places in the United States. This opportunity is truly an outstandingly remarkable recreational value to the birding community.

## **Geology (G)**

### Criteria for Outstandingly Remarkable Value Rating

The river, or the area within the river corridor, contains one or more examples of a geologic feature, process or phenomenon that is unique or rare within the region of comparison. The feature(s) may be in an unusually active stage of development, represent a “textbook” example, and/or represent a unique or rare combination of geologic features (erosional, volcanic, glacial, or other geologic structures).

### Evaluation of Present Situation

The NCA is located in the western Snake River Plain physiographic province, which is the western limb of a broad, flat arcuate depression which is concave to the north and extends 400 miles westward from northwest Wyoming to the Idaho-Oregon border. The structural depression is fault bounded and has an average width of about 35 miles. The western Plain is a north – northwest – trending 10 million year old basin bounded by normal faults. The surface consists primarily of Quaternary basalt flows underlain by Lake Idaho lacustrine sediments over 1000 feet thick and stream deposits derived from the Idaho batholith to the north and the Owyhee Mountains to the south.

Both arms of the Plain appear to have been strongly shaped by extension of the crust on the North American Plate during the past 17 million years. This structural formation was triggered by the magmatism of the migrating Yellowstone hot spot. In the NCA, the Snake River has cut a deep



canyon in the lake deposits. The basalts have repeatedly filled the canyon over the past 100,000 years and subsequently been eroded by the Snake River forming a new canyon. The canyon is the predominant surface feature in the NCA and provides important nesting habitat for the raptor populations that inhabit the area.

The volcanism in the western Snake River Plain region began with extrusion of rhyolitic lavas followed by the eruption of basalt and ashflow tuffs. As the plain pulled apart and subsided, a lake, or succession of lakes, known as Lake Idaho formed. Volcanic activity occurring when the lake was present resulted in many spectacular examples of three major types of phreatomagmatic volcanoes (volcanic activity associated with water): emergent, subaqueous, and subaerial. Emergent volcanoes, like Sinker Butte, began erupting under water and eventually build a volcanic edifice above the lake level. Subaqueous volcanoes erupt under water and never build above the lake level. Finally, subaerial volcanoes erupt through a buried aquifer system which produces violent eruptive features. All of these volcanic systems contain a significant amount of water, causing a high magma/water interaction. Emergent and subaqueous volcanoes usually form gently sloping tuff cones, whereas subaerial volcanoes form maars or tuff rings. The western Snake River Plain is an excellent area to study phreatomagmatic eruptions and hydrovolcanism.

**Bonneville Flood** – As glaciers receded during the last ice age, the inland basin of central Utah slowly filled with meltwater, creating Lake Bonneville. This lake covered approximately 20,000 square miles. The water level rose and finally crested at the lowest point in the basin – Red Rock Pass, Idaho. The lake crested over the pass over a period of 500 to 1000 years before a catastrophic failure of the alluvial threshold dropped the lake level by approximately 100 meters during the Bonneville flood about 14,500 years ago. Water spilled out of Lake Bonneville and flowed north into the valleys of Marsh Creek and the Portneuf River. The deluge entered the Snake River Plain just north of Pocatello and flowed west across southern Idaho before turning back north into the Hell’s Canyon region. Over an estimated eight week period approximately 380 cubic miles of water passed through and over the Snake River Canyon.

The Snake River and its canyons are the major geographic features across the volcanic plain and became the main conduit for the Bonneville flood. The varying topographic features of the Snake River produced distinct types of hydraulics. In places where the canyon is deep and constricted, the velocity of the water increased tremendously. This increased energy allowed the water to pick up talus boulders the size of houses, turn, roll, and smooth out their rough edges, and deposit them many miles downstream. When the water entered wide, open stretches, the velocity decreased and the energy of the water could not keep the boulders suspended. The rocks settled in the bottom of the river and are now exposed on the larger bars along the river. These large, rounded boulders were nicknamed “melon gravel” due to the resemblance to big watermelons.

Dedication Point is an excellent location to view some of the effects of this catastrophic event. The river canyon above Swan Falls Dam is narrow and constricted, and widens below the dam. The large bar on the north side of the river below Dedication Point is covered with the Bonneville Flood boulders. You will notice the boulders on the upstream side of the bar are larger than the boulders on the downstream end. This demonstrates how the river lost energy as the canyon widened and was

unable to hold the larger boulders in suspension. Floodwaters completely filled the canyon in some locations and flowed above the canyon rim in other areas. The force of the flood waters scoured the canyon in constricted locations. The river carved out many “box” canyons along the cliffs in places where large eddies formed.

### Finding

The portion of the Snake River Canyon located within the NCA provides fine examples of canyon development and erosional features created by massive flood action, however; similar and in many ways much more definitive features can be observed upstream and downstream from the NCA and in the Columbia River Gorge and its tributaries. The Bonneville Flood was a single catastrophic event that changed the face of the Snake River Canyon, but the Glacial Lake Missoula Flood, of the Columbia River drainage was many times larger exploding downstream at a rate 10 times the combined flow of all the rivers of the world. Lake Missoula was drained of its estimated 500 cubic miles of water in as little as 48 hours. Rebuilding and failure of the ice dam created catastrophic flooding perhaps as many as 100 times before the alpine glaciers receded for the last time. The geologic resources associated with these four segments of the Snake River, while interesting are not unique when compared to regional geologic features and do not meet the criteria as outstandingly remarkable.

### **Fish (F)**

#### Criteria for Outstandingly Remarkable Value Rating

Fish values may be judged on the relative merits of either fish populations, habitat, or a combination of these river-related conditions.

#### **Populations:**

The River is nationally or regionally an important producer of resident and/or anadromous fish species. Of particular significance is the presence of wild stocks and/or federal or state listed (or candidate) threatened, endangered or sensitive species. Diversity of species is an important consideration and could, in itself, lead to a determination of “outstandingly remarkable.”

#### **Habitat:**

The River provides exceptionally high quality habitat for fish species indigenous to the region of comparison. Of particular significance is habitat for wild stocks and/or federal or state listed (or candidate) threatened, endangered or sensitive species. Diversity of habitats is an important consideration and could, in itself, lead to a determination of “outstandingly remarkable.”

### Evaluation of Present Situation

#### **Populations:**

The Snake River’s aquatic habitat is home to 27 species of fish, including white sturgeon, the largest fresh water fish in North America. White sturgeon, redband trout and mountain whitefish are the only native game fish in the NCA, since the salmon and steelhead runs were blocked by downstream dams.



Twelve species of exotic game fish have been introduced into the Snake River system. These include small-mouth bass, rainbow trout, perch, crappie and channel catfish. Carp, an exotic fish, may be the most common large fish in the Snake River. Eleven native fish are considered non-game fish including suckers, northern pikeminnow, dace, shiners and sculpin.

**Habitat:**

The Snake River is a large volume, (greater than fifth order), river that is one of the most important water resources in the state. The river provides important agricultural, recreational, and wildlife resources. In this reach, the river flows through basalt canyons, rangeland, and agricultural land. The channel shape varies from being confined in the canyons to wide single channel areas with extensive floodplains and meandering channels with island complexes.

**Findings:**

The fish populations and habitat of the Snake River within the NCA are similar to those throughout Idaho and of other large volume rivers in the Pacific Northwest and do not constitute an outstandingly remarkable value.

**Wildlife (W)**

Criteria for Outstandingly Remarkable Values Rating

Wildlife values may be judged on the relative merits of either terrestrial or aquatic wildlife populations or habitat or a combination of these conditions.

**Populations:**

The river or area within the river corridor contains nationally or regionally important populations of indigenous wildlife species. Of particular significance are species considered to be unique, and/or populations of federal or state listed (or candidate) threatened, endangered, or sensitive species. Diversity of species is an important consideration and could, in itself, lead to a determination of “outstandingly remarkable.”

**Habitat:**

The river or area within the river corridor provides exceptionally high quality habitat for wildlife of national or regional significance, and/or may provide unique habitat or a critical link in habitat conditions for federal or state listed (or candidate) threatened, endangered or sensitive species. Contiguous habitat conditions are such that the biological needs of the species are met. The diversity of habitats is an important consideration and could, in itself, lead to a determination of “outstandingly remarkable”.

## Evaluation of the Present Situation

### **Populations:**

Two-hundred and eighteen bird, 49 mammal, 14 reptile, 4 amphibian species, and an unknown number of invertebrates have been found in the area. Each plays an integral part in the unique ecosystem of the Snake River Plain and Canyon.

While many bird species can be found along the Snake River Canyon, the raptor populations are the most distinctive feature. This unique raptor aggregation is the largest concentration of nesting birds of prey in North America and is generally believed to be one of the densest in the world. It is for this reason the area was congressionally designated a National Conservation Area in 1994. Raptors are relatively scarce animals even under the best conditions because they exist at the top of the food chain where the amount of energy available will support only small populations.

This unusual concentration of raptors exists because of the co-occurrence of two factors critical to their survival. One is that nest sites are very abundant in cavities, cracks, and ledges in the fractured basalt and eroded sandstone that make up the walls of the Snake River Canyon, numerous side canyons, and buttes that arise in the Snake River plain. The second factor is the fertile, fine- and medium-textured loess soils that support grasses, forbs, and shrubs, which in turn sustain many small mammals, birds, reptiles, and invertebrates. These animal populations, especially Piute ground squirrels and blacktailed jackrabbits, are prey for the raptors. Thus, the co-occurrence of abundant nesting sites and food supplies is the chief factor explaining why so many raptors occur in the NCA.

Twenty-five raptor species can be found in the NCA at different times of the year. Sixteen species nest in the NCA, and the remaining nine occur here during migration or in winter. Prairie falcons, golden eagles, red-tailed hawks, northern harriers, and American kestrels are the most common diurnal species. Several owl species are also common, including the barn owl, great horned owl, long-eared owl, short-eared owl, western screech owl, and burrowing owl. Of the 16 nesting raptor species, 10 are year-round residents. Winter visitors include the bald eagle, rough-legged hawk, sharp-shinned hawk, and Cooper's hawk.

### **Habitat:**

The proximity of the Snake River's vertical canyon cliffs to the abundant prey of the Snake River Plain has created a unique raptor habitat in North America. This one of a kind habitat has been recognized by Congress in its designation as a National Conservation Area and by the American Bird Conservancy in its designation as a Globally Important Bird Area.

Raptors use diverse habitats in the NCA, nesting in three distinct zones: the cliffs, the uplands above the canyon, and the riparian areas adjacent to the Snake River. Riparian habitats are limited occurring in narrow bands along the Snake River and several small streams. Trees in riparian areas are important nesting and roosting habitat for several raptors and are hunting habitat for some, including species found there only in the winter. Long-eared owls, northern harriers, western screech-owls, and saw-whet owls are the raptor species that nest in riparian areas of the Snake River.



### **Finding:**

The remarkable wildlife values (birds of prey) associated with this portion of the Snake River has been recognized since the 1950's. These same values lead to its first congressional designation as a Natural Area in 1972 and as a National Conservation Area in 1994. The unique raptor habitat and population constitutes an outstandingly remarkable wildlife value.

### **Cultural/Prehistory (C)**

#### Criteria for Outstandingly Remarkable Value Rating

The river, or area within the river corridor, contains a site(s) where there is evidence of occupation or use by Native Americans. Sites must have unique or rare characteristics or exceptional human interest value(s). Sites may have national or regional importance for interpreting prehistory; may be rare and represent an area where a culture or cultural period was first identified and described; may have been used concurrently by two or more cultural groups; and/or may have been used by cultural groups for rare sacred purposes. Many such sites are listed on the National Register of Historic Places, which is administered by the NPS.

#### Evaluation of the Present Situation

The Snake River Canyon corridor contains hundreds of sites that indicate evidence of use or occupation by Native Americans. Some of these sites have unique or rare characteristics, and some exhibit exceptional human interest values. Many of the cultural resource sites have regional and national importance for interpreting prehistory and some are important because they represent where a culture or cultural period was first identified or described. A number of sites have indications that they were used by more than one cultural group concurrently. It is also believed by researchers that some sites contain traditional cultural properties (TCPs) and exist in the corridor for sacred or ceremonial purposes.

The lower elevation and protective walls of the Snake River Canyon provide a milder winter climate for both humans and animals than the surrounding Boise and Owyhee Mountains. Spring and fall salmon runs once provided a ready food supply for inhabitants. As such, the Snake River Canyon has been used by different cultures, dating as far back as 9,000 years, including the Shoshone, Bannock, and Paiute Cultures in prehistory and Euro American cultures after 1811.

The river corridor contains many prehistoric site types including lithic scatters, caves, habitation sites, rockshelters, burials, and rock art sites left by Native Americans.

Wees Bar is a large boulder field in the Swan Falls Segment that contains hundreds of petroglyphs etched into the basalt boulders that were deposited by the Bonneville Flood. This petroglyph field is one of the largest concentrations in the Pacific Northwest. Like most petroglyph sites, the Wees Bar site is considered rare as a site type and exceptional for its size and number of glyphs. Early Euro American miners and homesteaders also inscribed names, initials, and dates on some boulders within the canyon and at nearby Halverson Bar.

The Guffey Butte-Black Butte Archaeological District was listed on the National Register of Historic Places (NRHP) in 1978 to protect over 200 known prehistoric sites in the area. The Archaeological District covers approximately 26,300 acres of public land extending upstream along the Snake River Canyon from Guffey Bridge to Grand View, which covers the Swan Falls, Jackass Butte, and a small part of the Grand View segments of the Snake River.

Schellbach Cave, a small cave in the Archaeological District excavated by Louis Schellbach in 1929, is recognized as the first archaeological expedition in Idaho. Well preserved artifacts excavated by Schellbach emphasized the importance of prehistoric fishing technology and the use of fish by early Canyon peoples.

The Snake River Corridor was probably simultaneously occupied by Shoshone and Northern Paiute Tribes. It is unclear just how much interaction or sharing of natural resources occurred. It is likely, however, that there were trade relations and intermarriages between the Tribes that helped foster cooperation and mutual sharing of resources. The cooperative relations probably changed as groups expanded or contracted based on resources, and personal strengths or personalities of their leaders. There was also an overlap of Euro-Americans and Native Americans using the Snake River Canyon from exploration in 1811 through the fur trade era, through the immigrant and homestead eras until the Indians were placed on the Fort Hall Indian Reservation and the Duck Valley Indian reservation by 1880.

The canyon was explored by the Astoria Party in 1812 after their canoes were capsized near Milner. Starting in 1842, thousands of immigrants traveled the South Alternate of the Oregon Trail that parallels the south side of the Snake River along the Indian Cove segment and then turns south of the Canyon below Grand View. Oregon Trail traffic diminished with the arrival of train tracks in the region during the 1870s and 1880s.

Camp Buford, which existed for less than a year, was established in 1866 as a US Cavalry Post to protect the emigrants along the Oregon Trail. The area began as a river crossing point and an emigrant camp spot at the confluence of the Snake and Bruneau Rivers. It is near this spot that Governor Caleb Lyon signed the Bruneau Indian Treaty of April 12, 1866, which Congress failed to ratify. These sites, located near the BLM's Cove Recreation Site, were later inundated by C.J. Strike Reservoir.

Fur trappers, Oregon Trail emigrants, gold miners, ranchers and homesteaders left traces from the 19th century and the early part of the 20th century. The site types include cattle and sheep herding camps, homesteads, town sites, miners' cabins, mine tailings and debris, stone monuments, ditches, depressions, and graves. Other historic period sites include transportation road networks, trails, ferry crossings, irrigation ditches, and historic trash dumps or scatters. At Wees Bar, the stone walls of a house built in 1902 still stand along with ruins of a dugout and other mining related artifacts and features.

Priest Ranch, which was the site of a ferry crossing, still exhibits leveled fields, apricot trees, ruins of an irrigation system of ditches, and a water wheel. The town site of Guffey was started on the north



bank of the Snake River, but was moved to the south bank one mile downstream from present day Celebration Park after the Guffey Railroad Bridge was finished in 1897. The bridge is now owned by Canyon County and accommodates foot and equestrian traffic.

Swan Falls Dam, which was built in 1901, became the first dam on the Snake River and is now listed on the National Register of Historic Places. In 1993, the dam was remodeled and continues to generate electricity for Idaho Power Company.

The town of Grand View was established in 1889 as part of an irrigation and settlement project. The Grand View ferry operated until 1921 when a bridge was constructed.

### Finding

The Snake River Canyon corridor through the four river segments contains abundant and significant evidence of prehistoric and historic cultures and values. However, these same values are replicated along other stretches of the Snake River outside of the NCA, and as such, are not considered unique or outstandingly remarkable from a regional perspective.

### **Other Similar Values**

No other similar values have been identified for these four segments of the Snake River.

### Outstandingly Remarkable Values Summary

The interdisciplinary team determined that the following river-related resources meet the criteria as outstandingly remarkable values: Wildlife and Recreation (all segments).

## **IV. Eligibility Determinations**

It is the determination of the ID Team that all four river segments of the Snake River currently exist in a free-flowing condition and contain at least one outstandingly remarkable value and therefore meet the requirements for eligibility as a Wild and Scenic River (Table 2).

Table 2. Eligibility determination summary for free flowing segments of the Snake River.

River Segment	Free Flowing Criteria Met	Outstandingly Remarkable Values	Eligible	Eligible Miles
Indian Cove	Yes	W, R	Yes	9
Grand View	Yes	W, R	Yes	17.5
Jackass Butte	Yes	W, R	Yes	9
Swan Falls	Yes	W, R	Yes	13

## **V. Classification Analysis**

### Potential Classifications

The WSR Act and Interagency Guidelines provide the following direction for establishing preliminary classifications for eligible rivers. All eligible river segments must be tentatively classified

and management measures instituted as necessary to ensure appropriate protection of the values supporting the eligibility and classification determinations. Actual classification is a Congressional determination.

### Classification Categories

Section 2 (b) of the WSRA specifies three classification categories for eligible rivers. Classification is based on the type and degree of human developments associated with the adjacent lands as they exist at the time of the evaluation.

**Wild rivers (W):** Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

**Scenic rivers (S):** Those rivers or sections of rivers that are free of impoundments, with shorelines or watersheds still largely primitive and shorelines largely undeveloped, but accessible in places by roads. Scenic does not necessarily mean the river corridor has to have scenery as an outstandingly remarkable value; however, it means the river segment may contain more development than a wild segment and less development than a recreational segment.

**Recreational rivers (R):** Those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past. Parallel roads or railroads, existence of small dams or diversions can be allowed in this classification. A recreational river area classification does not imply that the river will be managed or prioritized for recreational use or development.

### Preliminary Classifications

Classification establishes a guideline for management until either a suitability determination or designation decision is reached. It is a determination based on existing characteristics of a river area resulting from human-caused change or level of development. Classification does not affect land use decisions related to private property.

The four Snake River segments are described below with the preliminary classification and are summarized in Table 3.

#### Indian Cove Segment (9 miles)

State Highway 78 parallels the initial stretch of the Indian Cove segment. This segment is a mixture of private and public lands. The private lands contain residential houses, out buildings, irrigated agricultural fields, and pasture lands. The segment is easily accessed at many locations and is paralleled, for a short portion, by a gravel road that accesses an irrigation pump station. A three mile canyon stretch is primarily a natural setting with road access at the canyon rim at several locations.



The parallel Highway and other roads, the level of access, and level of human development along this segment warrants a tentative classification of “recreational.”

#### Grand View Segment (17.5 miles)

The Grand View segment begins where Strike Dam Road crosses the Snake River just downstream from C.J. Strike Dam. Several gravel and paved roads parallel the Snake River in places between the Strike Dam Bridge and the town of Grand View where the river is crossed by State Highway 67. A majority of the land in this portion is privately owned with private residences, barns, and assorted outbuildings on the property. Much of the land is irrigated farmlands with evidence of human development. Downstream from the Highway 67 bridge paved and gravel roads either parallel the river or access the river for the rest of the segment. The south side of the river is all private land with human evidence being prominent. This segment meets the criteria for a recreational classification.

#### Jackass Butte Segment (9 miles)

The Jackass Butte Segment begins with gravel roads paralleling both sides of the river leading to private property. The primary views along this segment are of a natural setting. Although the private lands have residences and other developments associated with them, they do not dominate the scenery. Beyond this point the shoreline is mostly undeveloped with vehicle access at several locations. Additional private lands and developments exist along this segment further downstream. Although the level of shoreline development in this segment is less than the upstream Grand View segment, the segment does not meet the scenic classification description of “shorelines or watersheds still largely primitive and shorelines largely undeveloped...”, therefore, this segment would meet the criteria for a tentative classification of “recreational.”

#### Swan Falls Segment (13 miles)

Beginning just below Swan Falls Dam, this segment has a maintained gravel road paralleling the north shoreline and a dirt road along the south. These roads follow the river for about five miles. This stretch of the river has many undeveloped campsites with fire-rings and several vault toilets are located at strategic places for recreational users. The four miles below the end of the road are managed for nonmotorized experiences and the evidence of human development dates to the early 1900s. At approximately ten miles the river is again accessed by a gravel road at Celebration Park and crossed by an abandoned railroad bridge. Celebration Park is a developed county park with many facilities including a small campground, interpretive center, picnic area, and a concrete boat ramp with floating docks. Below the railroad bridge the land is primarily privately owned with residential houses and other buildings. This river segment is crossed by electric power lines at two locations. Although the views in this segment are primarily of natural settings, the level of access by roads, and other human developments warrant a tentative classification of “recreational.”

#### Classification Summary

All four eligible river segments of the Snake River were determined to have tentative classifications as recreational river (Table 3).



Table 3. Tentative Classification summary for Eligible Segments of the Snake River.

River Segment	Tentative Classification	Segment Miles
Indian Cove	Recreational	9
Grand View	Recreational	17.5
Jackass Butte	Recreational	9
Swan Falls	Recreational	13

## VI. Suitability Assessment

The third component of a WSR study is the suitability assessment. It is designed to identify the possible impacts of designation, weighs various elements such as public access, long-term protection of resources, and traditional resource uses, and asks the basic question of would this be a worthy addition to the National Wild & Scenic River System. Additionally, the willingness of county, state and local landowners to participate in river corridor management is considered.

### Criteria for Determining Suitability

In considering suitability, the criteria specified in Section 4(a) of the Wild and Scenic Rivers Act (listed below) provide the basis for assessment.

- Characteristics that do or do not make the river corridor a worthy addition to the WSR system
- Current status of land ownership and uses in the area
- Reasonably foreseeable potential uses of the land and water that would be enhanced, foreclosed or curtailed if the river were designated
- Public, state, local or other interests in designation or non-designation of the river
- Estimated costs of acquiring necessary lands and interests in lands, and of administering the river if designated
- Ability of the agency to manage the river and protect identified values
- Historical or existing rights that would be adversely affected by designation
- Other issues and concerns identified in the land use planning process

## Indian Cove Segment

### River Values/Characteristics

The Indian Cove segment is visually very characteristic of many sections of the Snake River throughout southern Idaho. The north side of the river is flanked by basalt cliffs rising 300-400 feet above the river. The south shore is open, flat terrain that has been settled or otherwise modified. At the downstream end of this segment a butte on the south creates a three mile long canyon that is slightly less than ½ mile wide (rim-to-rim). Many different species of raptors use the cliffs for nesting and forage over the surrounding desert and farmlands. Public access to the river is limited by private land on the south and is somewhat limited on the north by topography (i.e. steep cliffs).



Opportunities for viewing raptors and other wildlife within the river corridor are limited by legal public access. Raptor viewing is primarily from the main county and state roads which provide few safe opportunities to pull to the shoulder. The Indian Cove segment is at the upstream end of the NCA where the raptor habitat begins to lose its uniqueness as raptor nesting habitat.

#### Land Ownership and Uses

Land ownership is approximately 39 percent private land and 61 percent BLM land (public). Private lands are associated with the community of Indian Cove primarily on the south side of the river. The public land lies mainly on the more rugged north side of the river.

Public land use along this segment includes primarily recreational activities such as boat fishing, and waterfowl hunting. The canyon cliffs limit the amount of general dispersed recreation that occurs on the public land in the area. Several irrigation pump stations, (two located on public land), transport river water to adjacent and distant agricultural fields. The private lands are primarily residential farms and associated irrigated agriculture or livestock pastures.

#### Potential Uses of Land and Water Resources enhanced or foreclosed

This river segment ends at the backwaters of CJ Strike Reservoir and the river gradient is very low. These factors make the potential for new hydroelectric facilities not very feasible. However, the private lands have potential for new pump systems for local irrigation. Designation would preclude any new hydroelectric facilities within this segment and would also preclude any new diversions or structures which would impact private landowners. Potential surface disturbing activities would not be constrained by designation. Designation would not significantly enhance any land or water resources along this segment.

#### Interest in Designation

Local and regional environmental and conservation organizations have expressed positive interest in including all eligible segments of the Snake River in the National W&S River System. Local communities have not expressed interest in federal designation for the river.

#### Estimated Costs of Acquisition and Administration

Initial costs associated with designation would include mapping and printing documentation of the wild and scenic river process, layout, design, and publication of educational information about the new designations including brochures, website updates, and maps. Future costs would depend on the level of threats to river-related values and are foreseen to result from the need for regulatory and educational signing, patrol and enforcement, and biological or visitor use monitoring. Additional land acquisition cost would occur if any private landowners were willing to sell. Currently no parcels have been identified for acquisition.

#### Ability to Manage/Protect River Values

Current BLM management of the area as an NCA protects a majority of the shoreline miles, especially those cliff areas with raptor nest sites. Current limitations on recreation management for

wildlife/raptor viewing are from topography and legal public access to the river and would not change with designation. Future potential threats to identified river related values are minimal.

#### Adverse Effects on Historical/Existing Rights

No adverse effects on historic or valid existing rights are expected as a result of designation of this segment as a recreational river.

#### Other Issues and Concerns

The intent of designation would be to preserve the identified river related wildlife and recreational values along this segment of the Snake River. NCA legislation provides protection for the raptors and their habitat. This would not change with or without designation. The major change in management would be prohibitions on new hydroelectric facilities and other diversions.

## **Grand View Segment**

#### River Values/Characteristics

The Grand View segment is characterized by a narrow riparian area surrounded by open, rural countryside. This area is similar to other stretches along the Snake River throughout southern Idaho.

Although the distant views of the Owyhee Mountains to the south and canyon rim to the north are nice, they are not unique or exceptional. The wildlife values (raptor habitat) associated with this segment are mainly foraging habitat and not as nesting habitat.

The Grand View segment lies in an area where the unique raptor habitat areas move away from the river and are generally outside the ¼ mile corridor. Ten miles of this 17.5 mile segment lie outside the official boundary of the NCA. The raptor nesting areas on BLM land within the river corridor are within the NCA and are currently protected by legislation.

#### Land Ownership and Uses

Land ownership is approximately 82 percent private land, 17 percent BLM land (public), and 1 percent state land.

Private land is associated with the town of Grand View, Idaho. Private land uses include residential houses and farms, irrigated agriculture, gravel pits, and livestock pastures.

The public land along this segment is situated at three locations – all on the north side or in (island) the river. Gold Isle (approximately 118 acres) is located at river mile 487 and was acquired for wildlife habitat in a 1996 land exchange. The Ted Trueblood Wildlife Management Area fronts 1.5 miles of Snake River shoreline. This area is also primarily a wildlife management area where waterfowl hunting is allowed. The remaining public land (approximately 600 ac.) gets a variety of recreation uses, primarily fishing and hunting.



### Potential Uses of Land and Water Resources enhanced or foreclosed

The private land along this segment is a historic floodplain characterized by low, flat farmland and pastures. Private lands not currently in irrigated agriculture have potential for new pump systems for local irrigation. Designation would preclude any new hydroelectric facilities within this segment and would also preclude any new diversions or structures which would impact private landowners. Potential surface disturbing activities would not be constrained by designation. Designation would not significantly enhance any land or water resources along this segment.

### Interest in Designation

Local and regional environmental and conservation organizations have expressed positive interest in including all eligible segments of the Snake River in the National W&S River System. Local communities have expressed either no interest or negative interest in designation. Landowners along this segment have not expressed interest in national designation for the river and have historically opposed any type of national designation.

### Estimated Costs of Acquisition and Administration

Initial costs associated with designation would include mapping and printing documentation of the wild and scenic river process, layout, design, and publication of educational information about the new designations including brochures, website updates, and maps. Future costs would depend on the level of threats to river-related values and are foreseen to result from the need for regulatory and educational signing, patrol and enforcement, and biological or visitor use monitoring. Additional land acquisition cost would occur if any private landowners were willing to sell. Currently no parcels have been identified for acquisition.

### Ability to Manage/Protect River Values

Current BLM management is very limited due to the small amount of public land. Current limitations on recreation management for wildlife/raptor viewing are from limited river access due to private ownership and would not change with designation. Future potential threats to identified river related values are minimal.

### Adverse Effects on Historical/Existing Rights

No adverse effects on historic or valid existing rights are expected as a result of designation of this segment as a recreational river.

### Other Issues and Concerns

The intent of designation would be to preserve the identified river related wildlife and recreational values along this segment of the Snake River. NCA legislation provides protection for the raptors and their habitat on the limited amount of BLM administered lands along this segment. This would not change with or without designation. The major change in management would be prohibitions on new hydroelectric facilities and other diversions primarily on private lands.

## Jackass Butte Segment

### River Values/Characteristics

The original designation of the Snake River Birds of Prey Natural Area in 1971 (27,000 acres) recognized the Snake River canyon as a unique raptor habitat. This designation started at the upstream end of the Jackass Butte segment and continued downstream to the end of the Swan Falls segment.

The Jackass Butte segment begins at the downstream end of the very open environment of the Grand View segment, and includes a river section bordered by large buttes and canyon rim on the south and canyon rim on the north. The many side canyons along this stretch provide abundant nesting opportunities for a variety of raptors. Additionally, as one moves downstream, access to this remote section of the river is more difficult and provides outstanding opportunities for viewing raptors in a more natural habitat with minimal contacts with other people. This combination of high numbers of nesting raptors and opportunities for seeing raptors in a natural habitat is not currently represented in the National WSR System.

### Land Ownership and Uses

Land ownership is approximately 35 percent private land, 63 percent BLM land (public), and 2 percent state land. The private lands are primarily associated with several large farms and ranches primarily in irrigated agriculture or pasture land. The state land is in an undeveloped, natural condition. The public land is undeveloped and is used for a variety of dispersed recreational activities.

### Potential Uses of Land and Water Resources enhanced or foreclosed

This river segment has a very low gradient and no rapids or other river obstacles. This creates opportunities for beginner and novice river floaters to experience the river canyon and its unique wildlife/raptor viewing opportunities. These opportunities could be further enhanced with the additional recognition of designation. This segment ends at the backwaters of Swan Falls Reservoir which combined with the low gradient, makes the potential for new hydroelectric facilities not very feasible. However, the private lands have potential for new pump systems for local irrigation. Designation would preclude any new hydroelectric facilities within this segment and would also preclude any new diversions or structures which would impact private landowners. Potential surface disturbing activities would not be constrained by designation.

### Interest in Designation

Local and regional environmental and conservation organizations have expressed positive interest in including all eligible segments of the Snake River in the National W&S River System. Local communities have expressed both positive and negative interest in designation.

### Estimated Costs of Acquisition and Administration

Initial costs associated with designation would include mapping and printing documentation of the wild and scenic river process, layout, design, and publication of educational information about the



new designation including brochures, website updates, and maps. Future costs would depend on the level of threats to river-related values and are foreseen to result from the need for regulatory and educational signing, patrol and enforcement, and biological or visitor use monitoring. Additional land acquisition cost would occur if any private landowners were willing to sell. Currently no parcels have been identified for acquisition.

#### Ability to Manage/Protect River Values

Current BLM management of the area as a NCA protects a majority of the shoreline miles, especially those cliff areas with raptor nest sites. Current recreation management for wildlife/raptor viewing is not limited by public access. Future potential threats to identified river related values are minimal.

#### Adverse Effects on Historical/Existing Rights

No adverse effects on historic or valid existing rights are expected as a result of designation of this segment as a recreational river.

#### Other Issues and Concerns

The intent of designation would be to preserve the identified river related wildlife and recreational values along this segment of the Snake River. NCA legislation provides protection for the raptors and their habitat. This would not change with or without designation. The major change in management would be prohibitions on new hydroelectric facilities and other diversions which would detract from the users' river experience.

## **Swan Falls Segment**

#### River Values/Characteristics

The Swan Falls segment is visually similar to several other sections of the Snake River in southern Idaho. The river flows within a basalt canyon with cliffs rising between 400 – 600 feet above the river with a width varying from ¼ to ½ mile.

The original designation of the Snake River Birds of Prey Natural Area in 1971 (27,000 acres) recognized the Snake River canyon as a unique raptor habitat. This designation started at the upstream end of the Jackass Butte segment and continued downstream to the end of the Swan Falls segment. While the NCA as a whole contains the highest concentration of nesting birds of prey in North America, the Swan Falls segment has the densest concentration of nesting raptors within the NCA. For example, prairie falcons, which normally maintain a nesting territory measured in miles, are known to nest within 200 yards of each other.

The Swan Falls segment also is the most accessible portion of the Snake River canyon to the general public. The Western Heritage National Scenic Byway terminates in the Snake River canyon at the upstream end of the Swan Falls segment. The combination of consistently high numbers of nesting raptors and the high probability of seeing raptors for a large number of visitors creates a unique wild-life and recreational opportunity which is not currently represented in the National WSR System.

### Land Ownership and Uses

Land ownership is approximately 22 percent private land, 74 percent BLM land (public), and 5 percent state land.

Private land at the upstream portion of the segment is owned by Idaho Power Company (IPC) and is associated with the Swan Falls Dam project. The majority of the IPC land is undeveloped and is managed in conjunction with the BLM for raptors and raptor habitat protection. These lands are often mistaken for public land. Another private land section contains Celebration Park, which is a county park dedicated to interpreting the archeological and cultural history of the river and canyon. Other private lands are located at the downstream end of the segment and include residences and open pastures.

The state land along this segment is undeveloped.

The public land along this segment is important nesting habitat in the cliffs but also provides recreational opportunities in the canyon along the river. Recreational uses are typically dispersed in nature and include activities such as fishing, camping, and bird watching.

### Potential Uses of Land and Water Resources enhanced or foreclosed

The Western Heritage National Scenic Byway terminates in the Snake River canyon at the upstream end of the Swan Falls segment. Designation of this segment could enhance the attention given to and the attractiveness for visiting this Scenic Byway. This additional attention could also enhance the economic development of the gateway community of Kuna by the increased visitation.

This river segment begins below Swan Falls Dam and continues to the western NCA boundary. The river gradient is very low along this segment. The potential for new hydroelectric facilities does not exist. One irrigation pump system exists along this segment which supplies water to a farm approximately one mile from the river. The potential for new pump systems for local irrigation do exist along the segments of private land. Designation would preclude any new hydroelectric facilities within this segment and would also preclude any new diversions or structures which would impact private land-owners. Potential surface disturbing activities would not be constrained by designation.

### Interest in Designation

Local and regional environmental and conservation organizations have expressed positive interest in including all eligible segments of the Snake River in the National W&S River System. Local communities have expressed positive interest in designation. Negative comments for designation have been minimal.

### Estimated Costs of Acquisition and Administration

Initial costs associated with designation would include mapping and printing documentation of the wild and scenic river process, layout, design, and publication of educational information about the new designations including brochures, website updates, and maps. Future costs would depend on the



level of threats to river-related values and are foreseen to result from the need for regulatory and educational signing, patrol and enforcement, and biological or social monitoring. Additional land acquisition cost would occur if any private landowners were willing to sell. Currently no parcels have been identified for acquisition.

#### Ability to Manage/Protect River Values

Current BLM management of the area as an NCA protects a majority of the shoreline miles, especially those cliff areas with raptor nest sites. Current recreation management focuses on opportunities for wildlife/raptor viewing and dispersed activities along the river. Future potential threats to identified river related values are minimal.

#### Adverse Effects on Historical/Existing Rights

No adverse effects on historic or valid existing rights are expected as a result of designation of this segment as a recreational river.

#### Other Issues and Concerns

The intent of designation would be to preserve the identified river related wildlife and recreational values along this segment of the Snake River. NCA legislation provides protection for the raptors and their habitat. This would not change with or without designation. The major change in management would be prohibitions on new hydroelectric facilities and other diversions.

#### **Suitability Summary**

The uniqueness of the NCA lies in its raptor habitat and the educational opportunities therein. As one moves both upstream and downstream from the area, certain elements of the habitat change just enough that the unusual concentration of nesting raptors, and the opportunities to see them diminishes.

These characteristics are best exemplified along the Jackass Butte and Swan Falls segments of the Snake River which make up what was the original designation of the Snake River Birds of Prey Natural Area in 1971. These two river segments provide unique raptor habitat in addition to the unique recreational opportunity of easily viewing large numbers of raptors. When the general public is asked about the “Bird of Prey Area” it is these river segments that typically come to mind. The community of Kuna and many community organizations have expressed positive interest in national designations that could potentially assist in the economic development of their community.

Although the Jackass Butte and Swan Falls segments currently are protected through the congressional designation as a national conservation area, these two segments would be worthy additions to the National WSR System due to the unique raptor habitat along the Snake River and raptor viewing opportunities not currently represented.

Although much of the land along the Grand View segment is used as foraging habitat by raptors, most of this segment lies outside the NCA boundary and is in private ownership. Local communities and

landowners have not expressed interest in designation and historically oppose all federal designations. This would make management of this segment as a Wild and Scenic river very difficult.

While a majority of the Indian Cove segment is in public ownership, public access to the river is limited by topography in many areas and by private land in others. The unique raptor nesting habitat along this stretch has permanent protection under the NCA legislation. Management of this stretch of river under the Wild and Scenic Rivers Act would be similar to the Grand View segment. Local interest in designation is minimal and opposition to limitations due to designation is a major concern.

It is the determination of the ID Team that the Jackass Butte and Swan Falls segments of the Snake River be recommended suitable for inclusion in the National Wild and Scenic Rivers System. Both segments are tentatively classified as recreational. Until Congress decides whether to add these river sections to the system, the BLM will manage them to preserve the river-related values identified in this report.

The ID Team has also determined that the Grand View and Indian Cove segments of the Snake River be recommended as not suitable for inclusion in the National Wild and Scenic Rivers System. The public lands along these two river segments will continue to be managed to protect the unique raptor populations and adjacent raptor habitat under the NCA legislation.

## **VII. Protective Management for Suitable River Segments**

When a river segment is determined to be eligible and given a tentative classification, its identified outstandingly remarkable values shall be afforded adequate protection, subject to valid existing rights, and until the eligibility determination is superseded, management activities and authorized uses shall not be allowed to adversely affect either eligibility or the tentative classification from a wild area to a scenic area or a scenic area to a recreational river area.

Specific management prescriptions for all eligible river segments will provide protection in the following ways:

1. Free-flowing values: The free-flowing characteristics of the eligible river segments cannot be modified to allow stream impoundments, diversions, and/or channelization to the extent the BLM is authorized under law.
2. River Related Values: Each segment shall be managed to protect identified outstandingly remarkable values and, to the extent practicable, such values shall be enhanced.
3. Classification Impacts: Management and development of an eligible river segment and its corridor cannot be modified, subject to valid existing rights, to the degree that its eligibility or tentative classification would be affected. Should a non-suitable determination be made in the RMP process, then the river shall be managed in accordance with management objectives as outlined in the resource management plan.



**VIII. List of Preparers**

<b><u>Name</u></b>	<b><u>Title</u></b>	<b><u>Responsibility</u></b>
Larry Ridenhour	Outdoor Recreation Planner	Recreation, Scenic
John Doremus	Wildlife Biologist	Wildlife, Fish
Dean Shaw	Archaeologist	Cultural History
Bob Harrison	Geologist	Geology



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## APPENDIX 11. MAPS

### Information and Generation of the NCA RMP Maps

**General Location:** The NCA RMP affects public lands in the following general area:

Between 42 Degrees, 45 Minutes and 43 Degrees, 30 Minutes Latitude. Also between -115 Degrees, 22 Minutes, 30 Seconds and -116 Degrees, 45 Minutes Longitude.

### Disclaimer for all the maps in this RMP document:

No warranty is made by the BLM for use of this data for purposes not intended by BLM. BLM does not warrant the accuracy, reliability, or completeness of these data for individual use or aggregate use with other data.

### Data Sources:

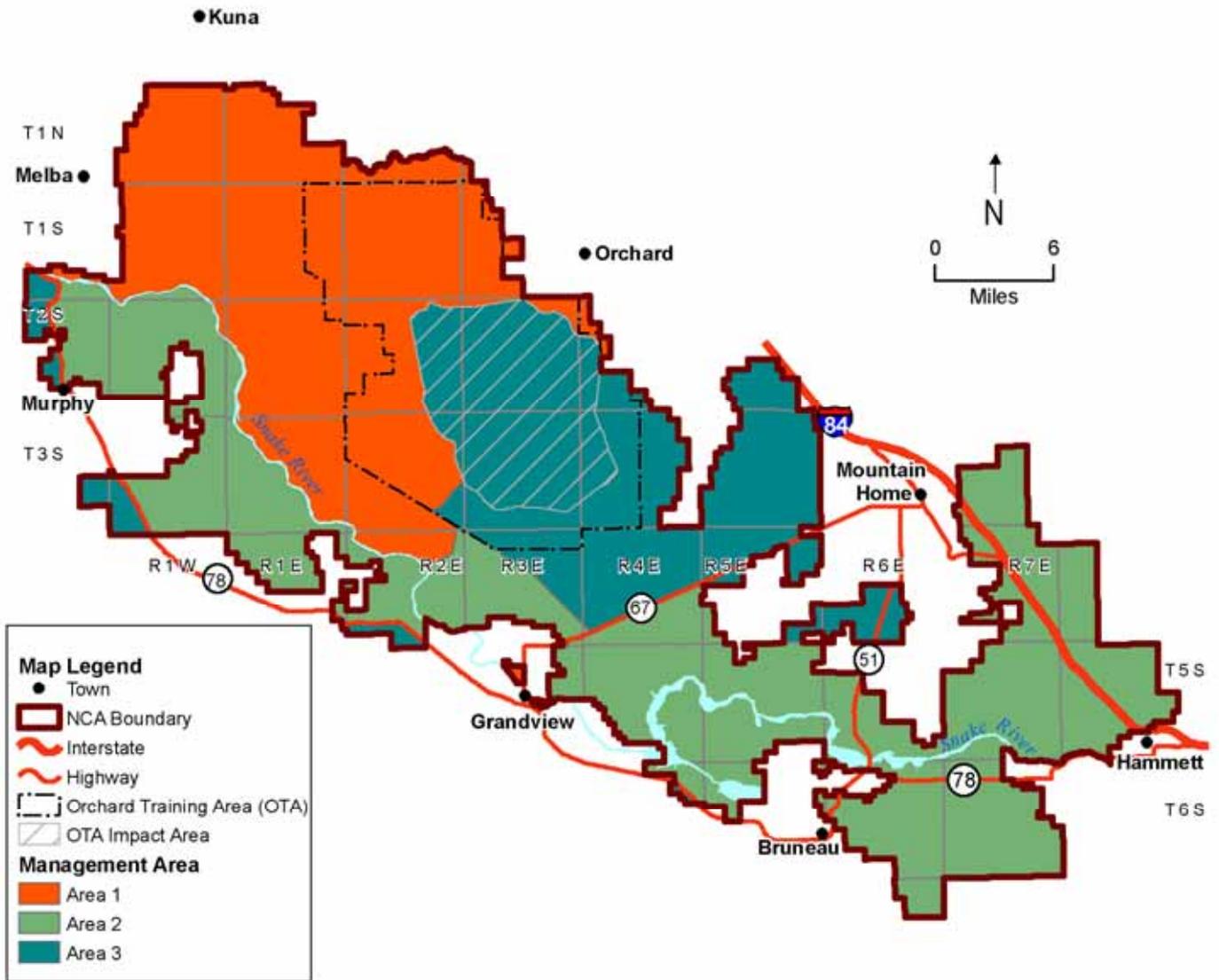
- The source data files used in data analysis and map production were collected at 1:24,000 scale whenever possible. Some exceptions are listed here. Data accuracy adheres to the national map accuracy standards. Data at 1:24,000 scale, when compared to the true horizontal ground position is +/- 40 feet accurate. The differentially corrected GPS data, when compared to the true horizontal ground position is +/- 17 feet (5 meters) accurate.
- Background data source files were acquired from several sources. United States Geological Survey (USGS) Digital Line Graphs (DLGs) and Digital Raster Graphs (DRGs) at 1:24,000 scale were used. Data was assembled in May 2001. Data used was the best available to the RMP team and was current at the time the initial maps were made. Resource Specialists serving on the RMP team provided expertise and direction for the makeup of the digital data that was used for GIS data analysis and the RMP maps. For ownership and section lines, BLM Geographic Coordinate Database (GCDB) files created at the Idaho State Office were used. Data is current to December 2003.
- Global Positioning System (GPS) data used was collected using a Trimble Geo 3 unit and then differentially corrected before it was converted to GIS data. Data is current to December 2003.
- Vegetation data was created from IKONOS (1 meter resolution) and Landsat (30 meter resolution) satellite images from 2000 and 2001. Vegetation was classified using ERDAS software. Staff from the Pacific Northwest National Laboratories (PNNL) assembled the data.
- Electric transmission line data was created by the Idaho Power Company and is current to May 2001. This data is 1:100,000 scale.



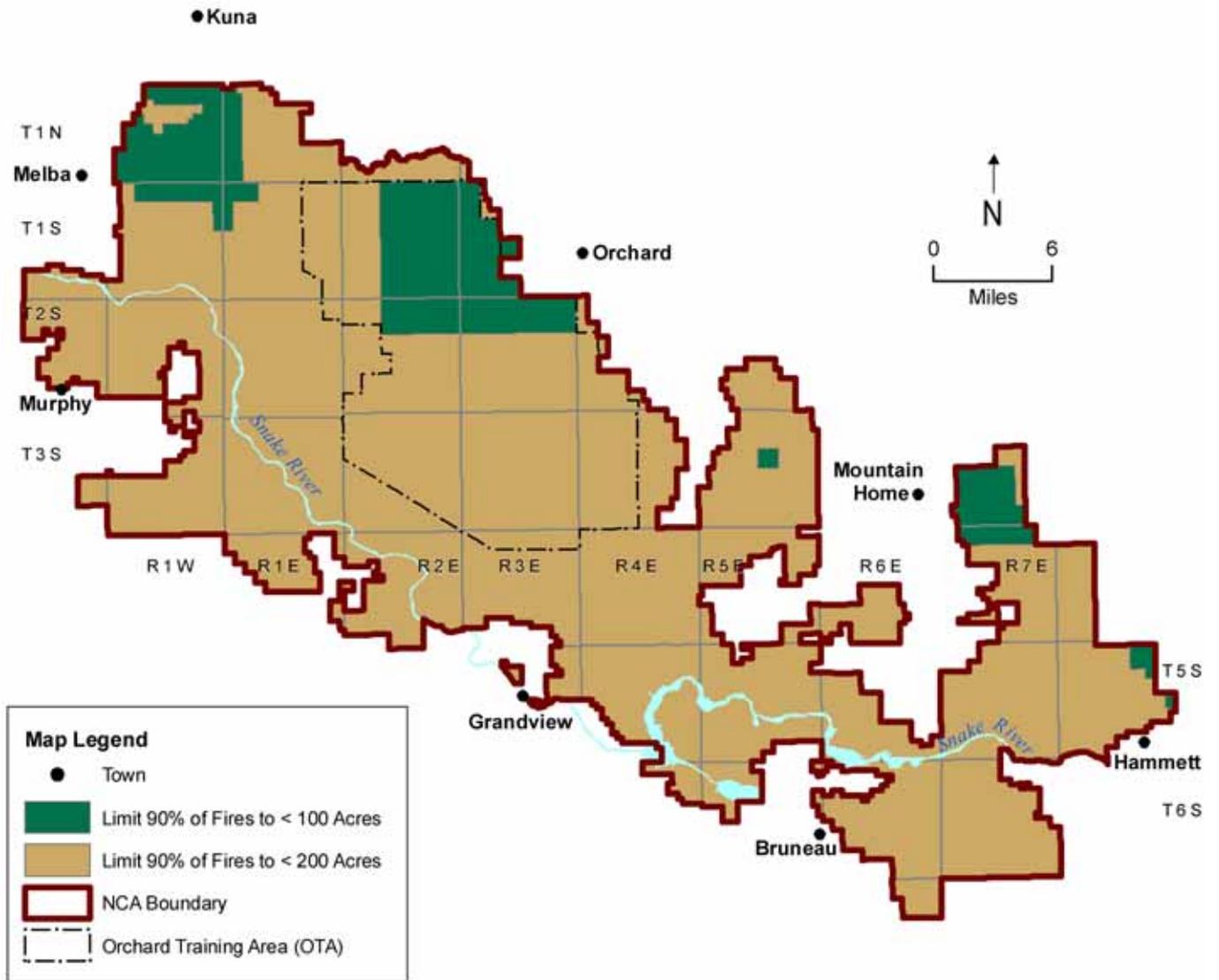
- Special Status Plants data is from the Idaho Fish and Game Department and the Conservation Data Center (CDC) database. Data is current to December 2004.
- Soils data is from the National Resources Conservation Service (NRCS) Soil Survey Geographic Database (SURRGO) and is current to September 2003.
- Slope data is from the USGS National Elevation Dataset (NED) and has a 30-meter resolution. Data is current to May 2001.
- Detailed data within the Orchard Training Area (OTA) was provided by the GIS staff at the Idaho National Guard at Gowen Field.
- Existing Visual Resource Management data was digitized from mylar overlays at 1:100,000 scale by the Interior Columbia Basin Ecosystem Management Project (ICBEMP) in 1994.
- Town locations were digitized from 1:100,000 scale data at the Boise District. Data is current to May 2001.
- Metadata collected is consistent with the Federal Geographic Data Committee Standard (FGDC).



## MANAGEMENT AREA MAP

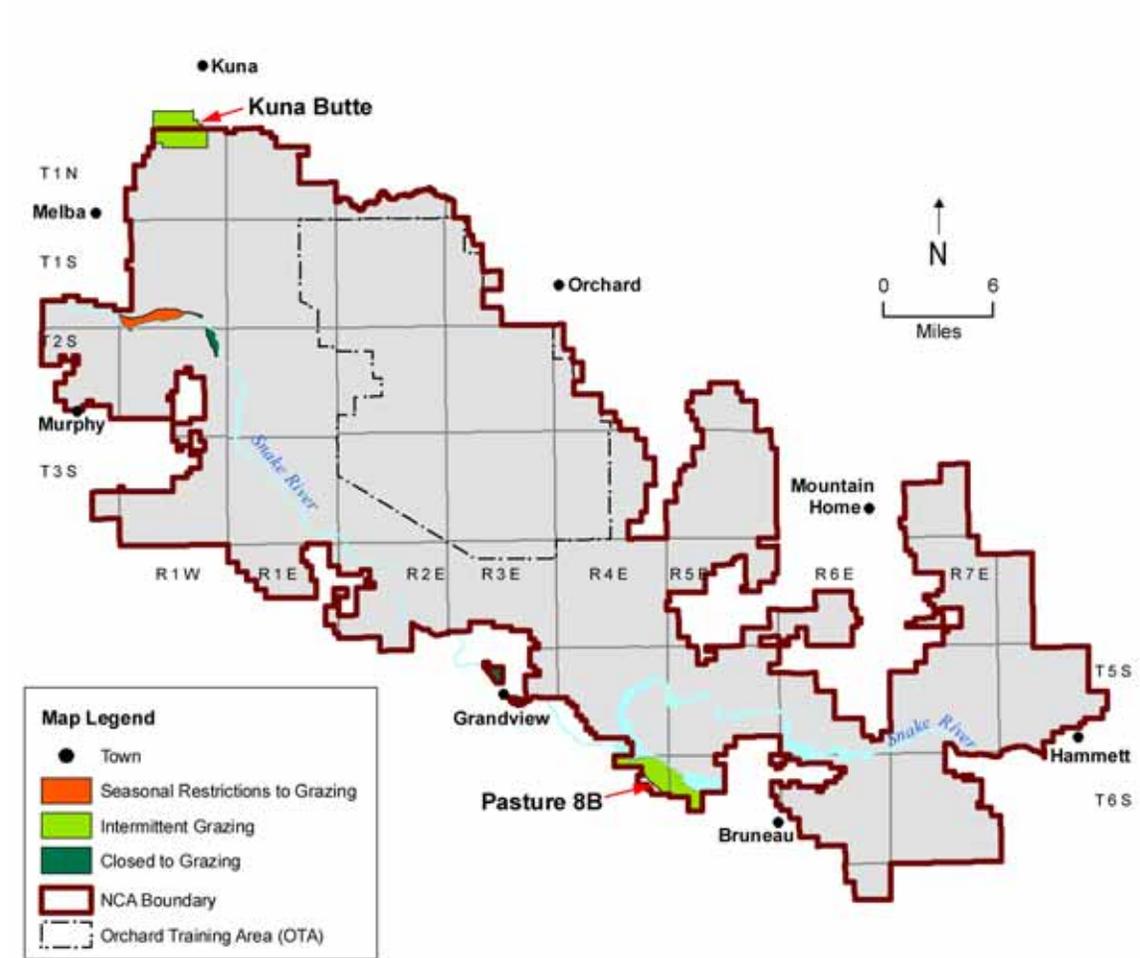


# FIRE MAP

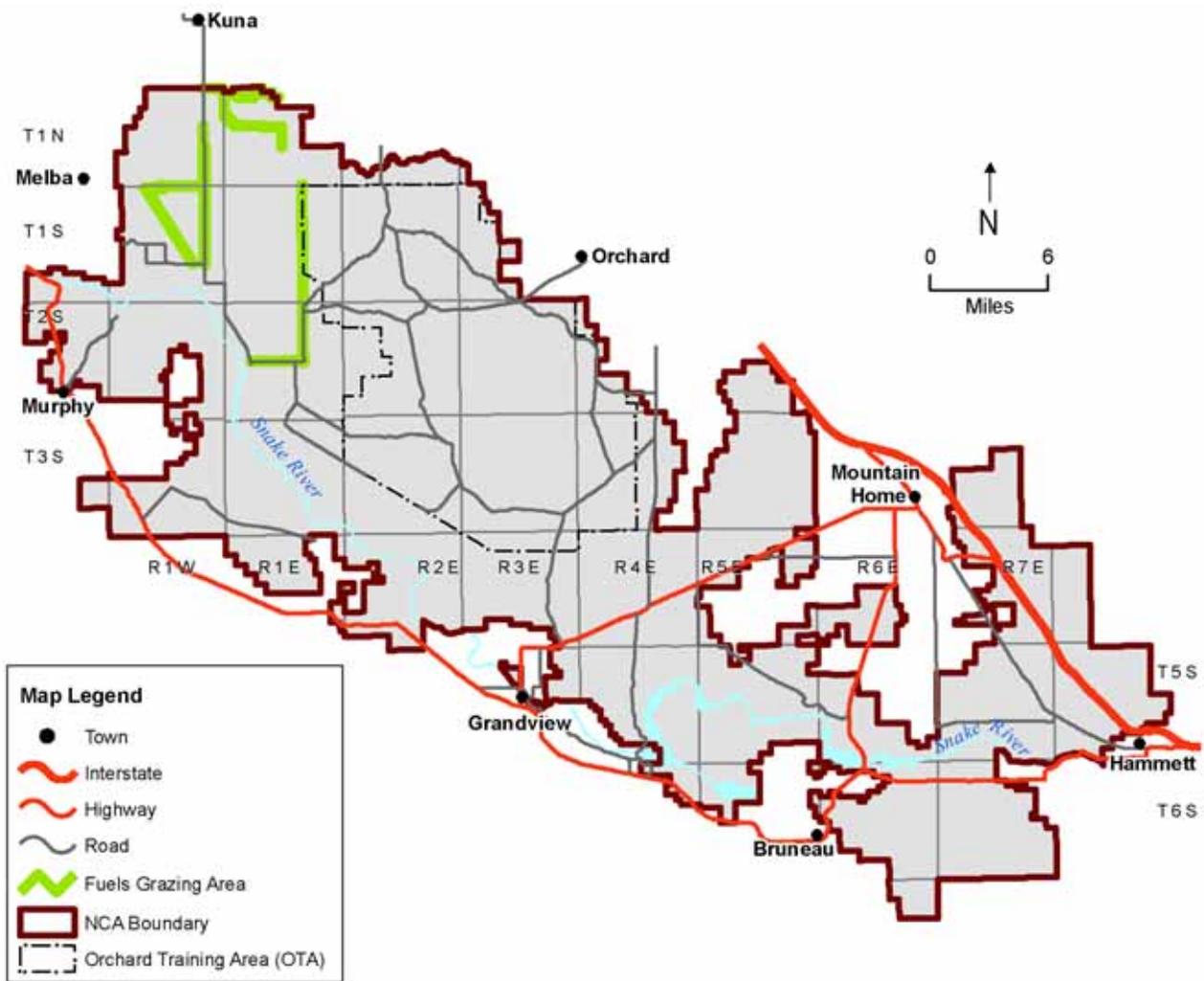


## GRAZING MAPS

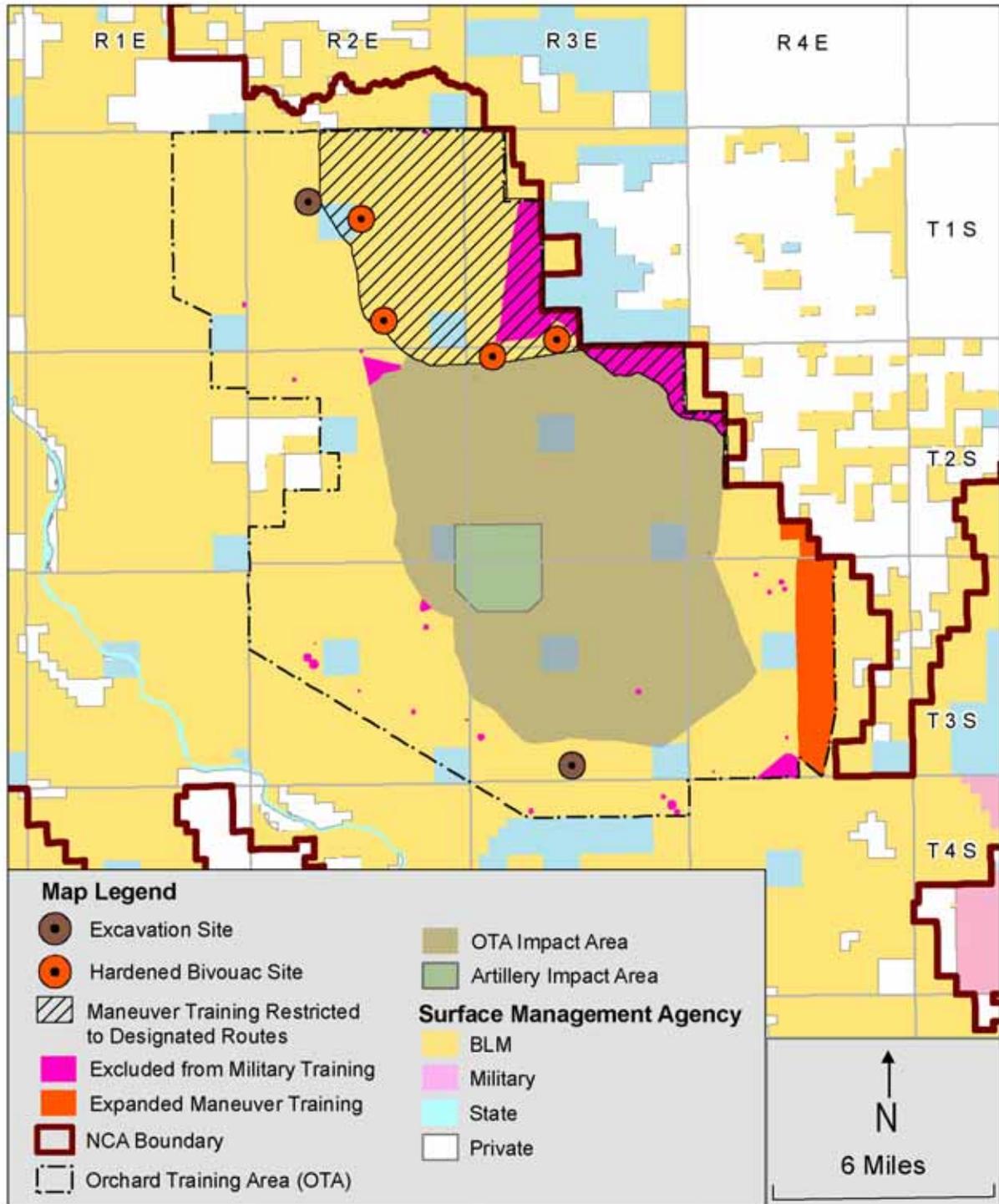
### Grazing Map 1



Grazing Map 2

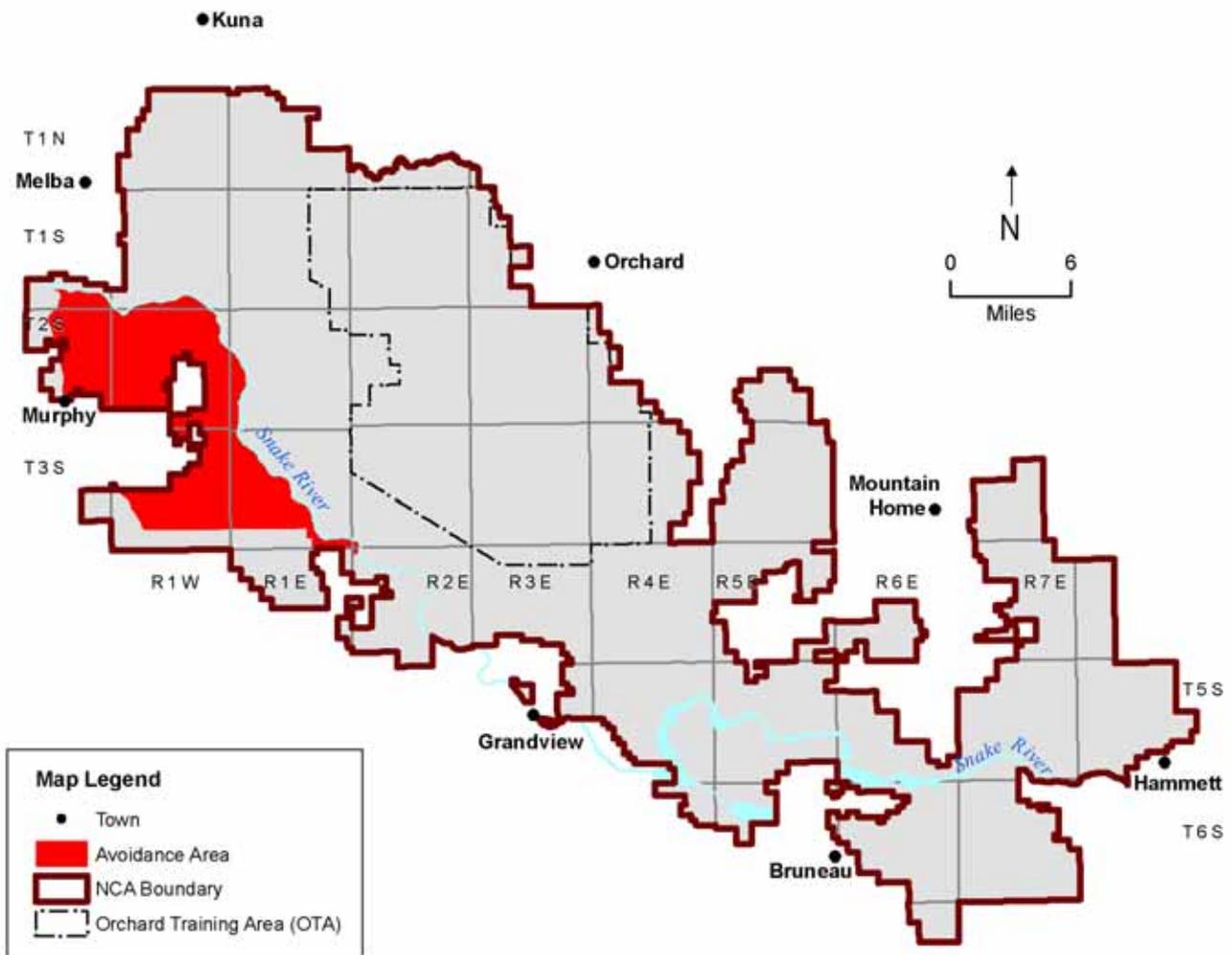


### IDAHO ARMY NATIONAL GUARD (IDARNG) MAP

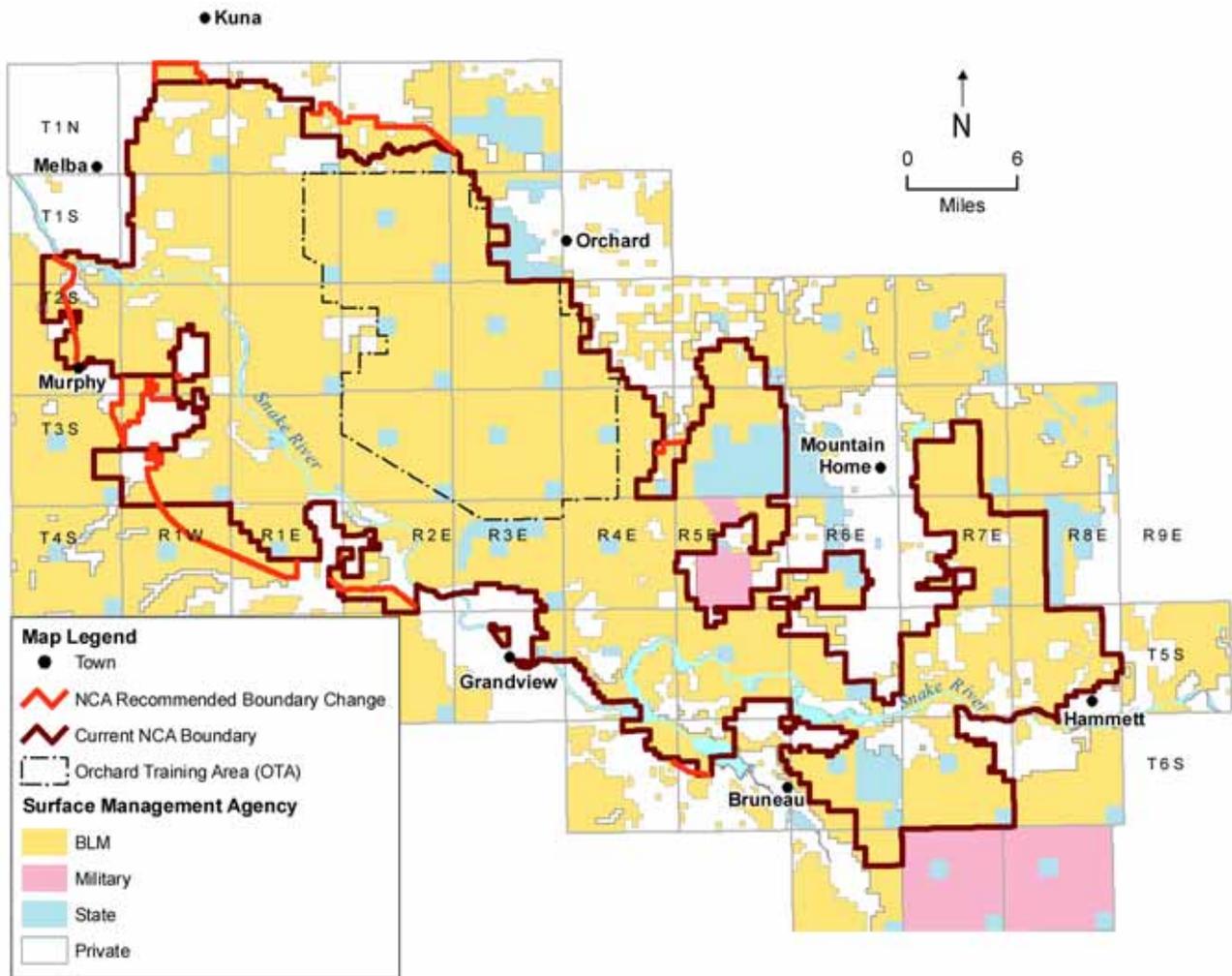


## LANDS AND REALTY MAPS

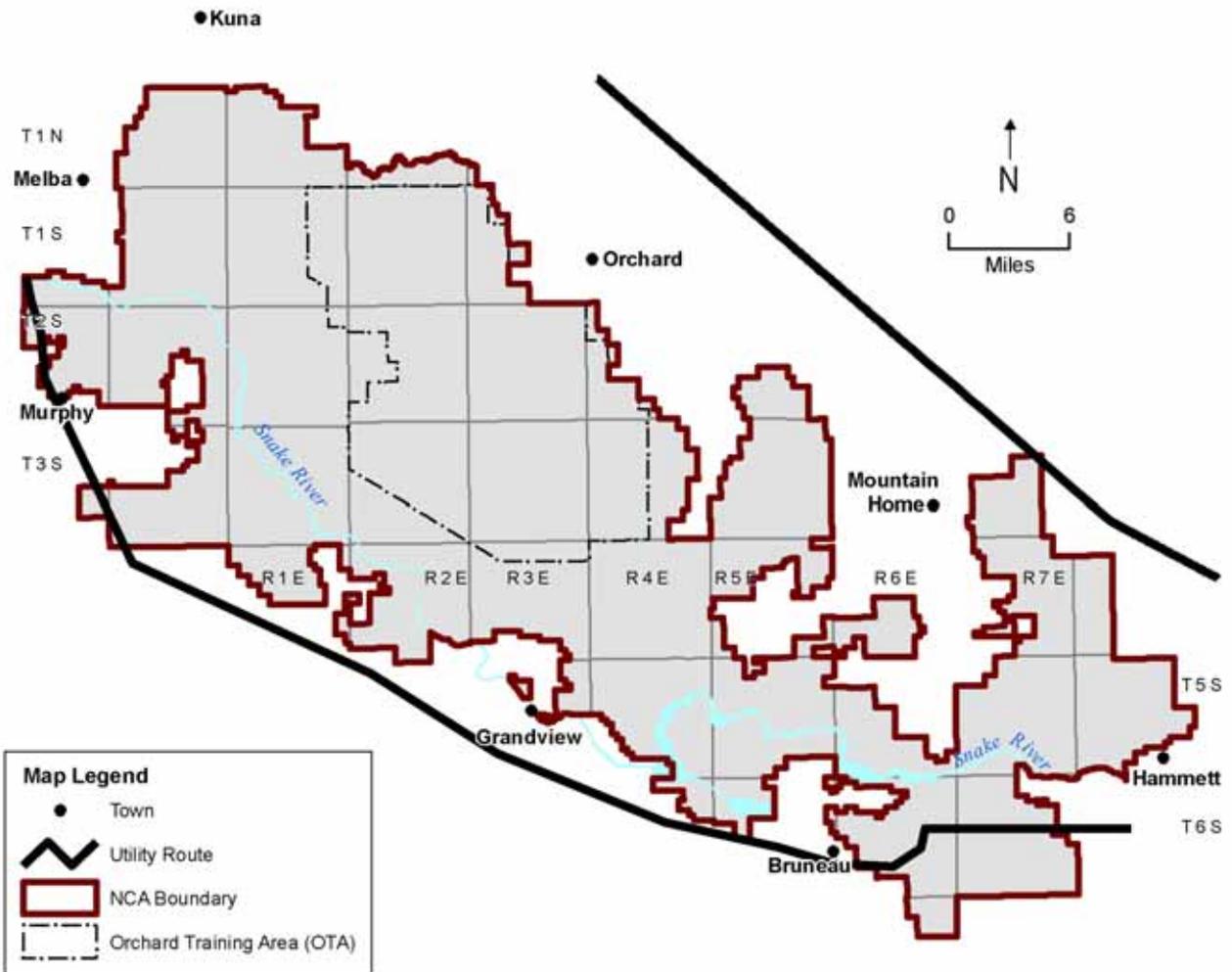
### Lands Map 1



## Lands Map 2

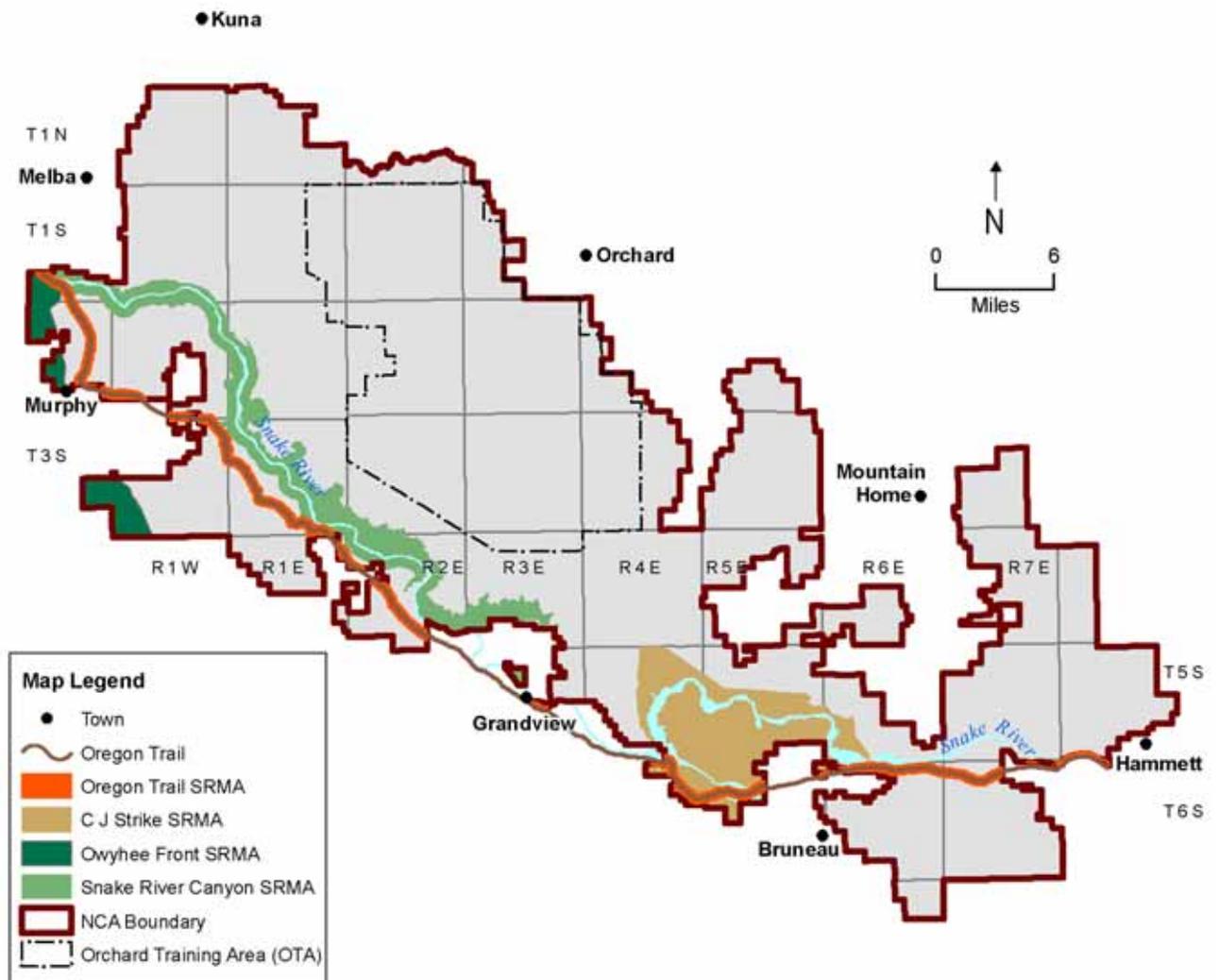


Lands Map 3

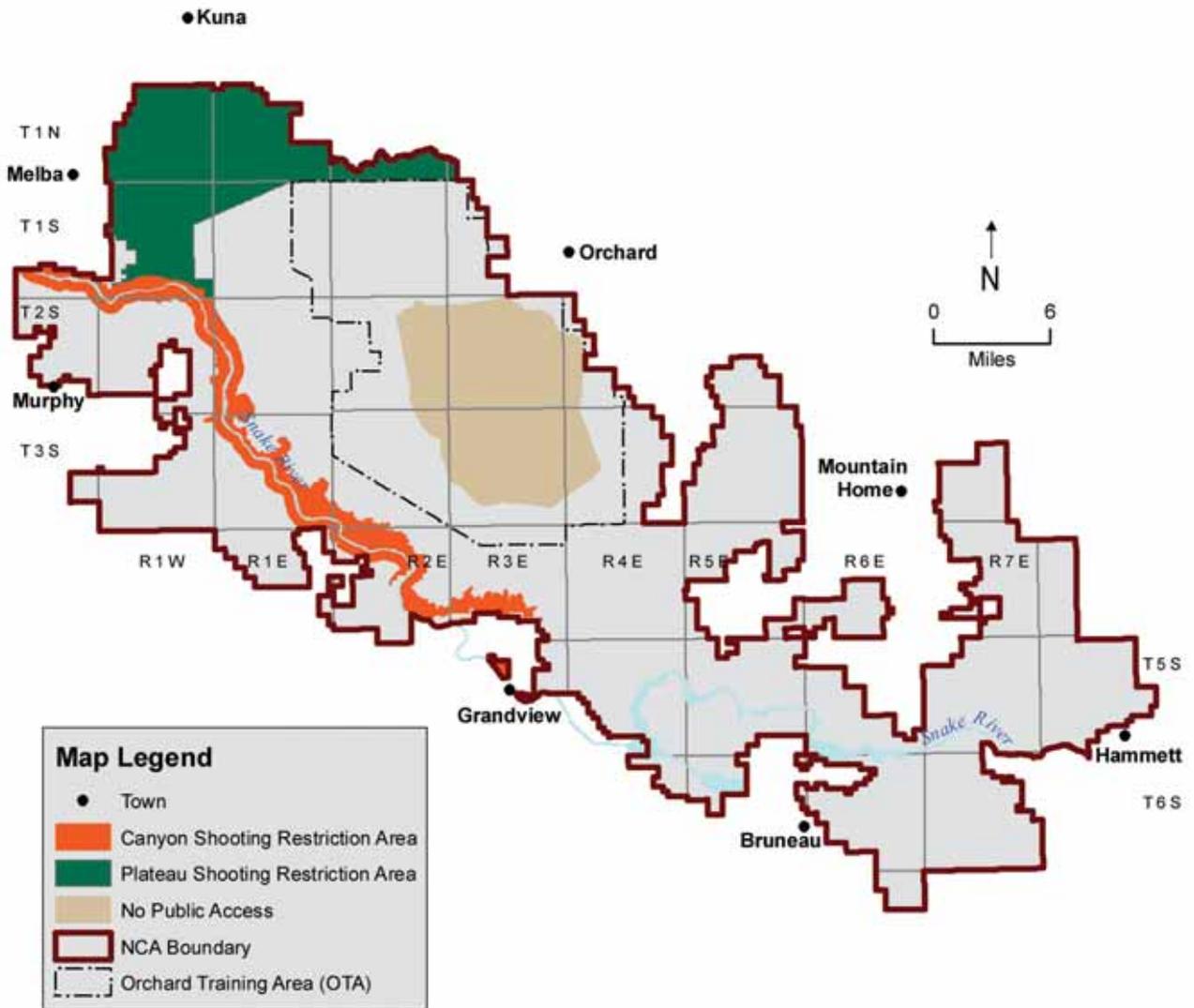


## RECREATION MAPS

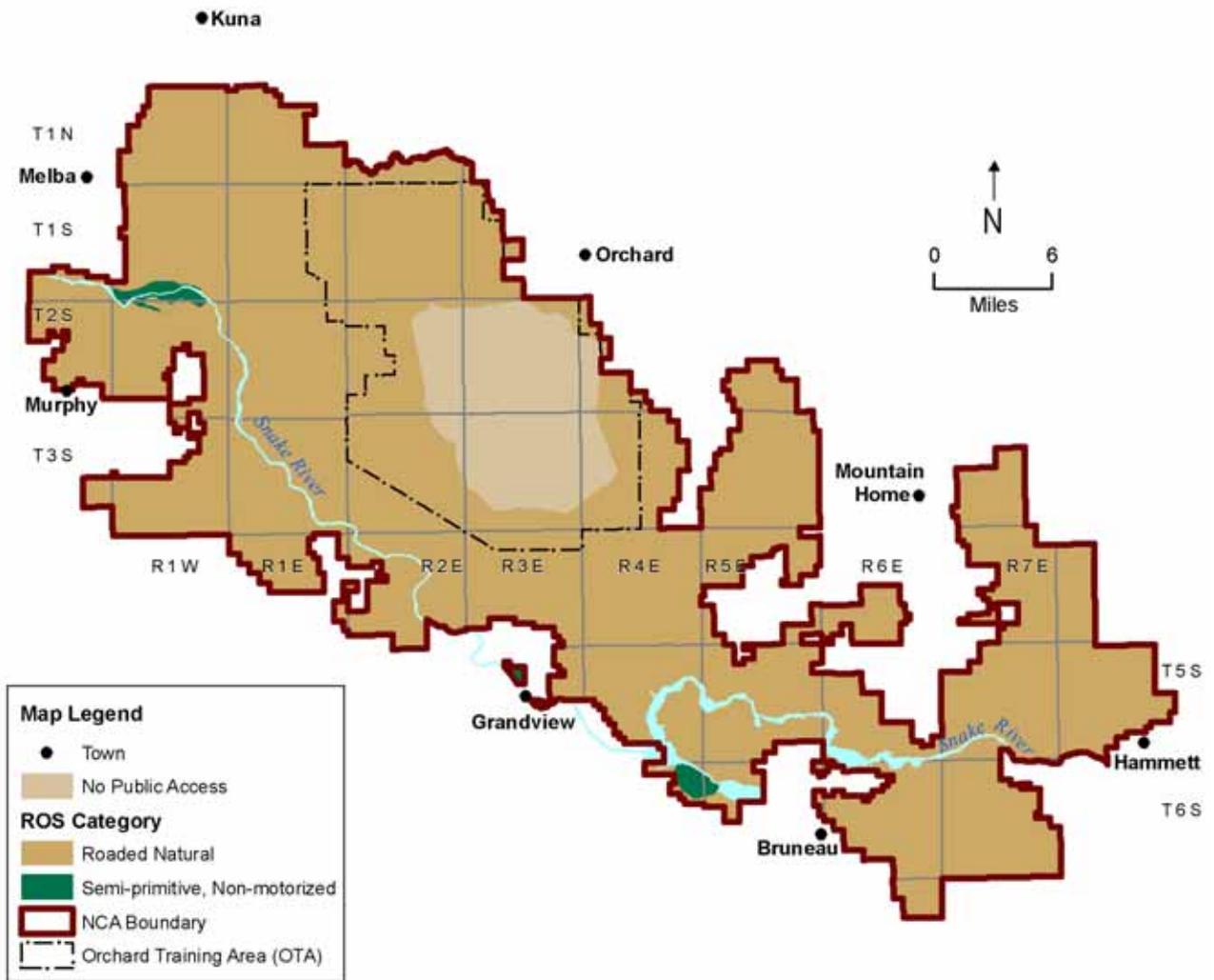
### Recreation Map 1



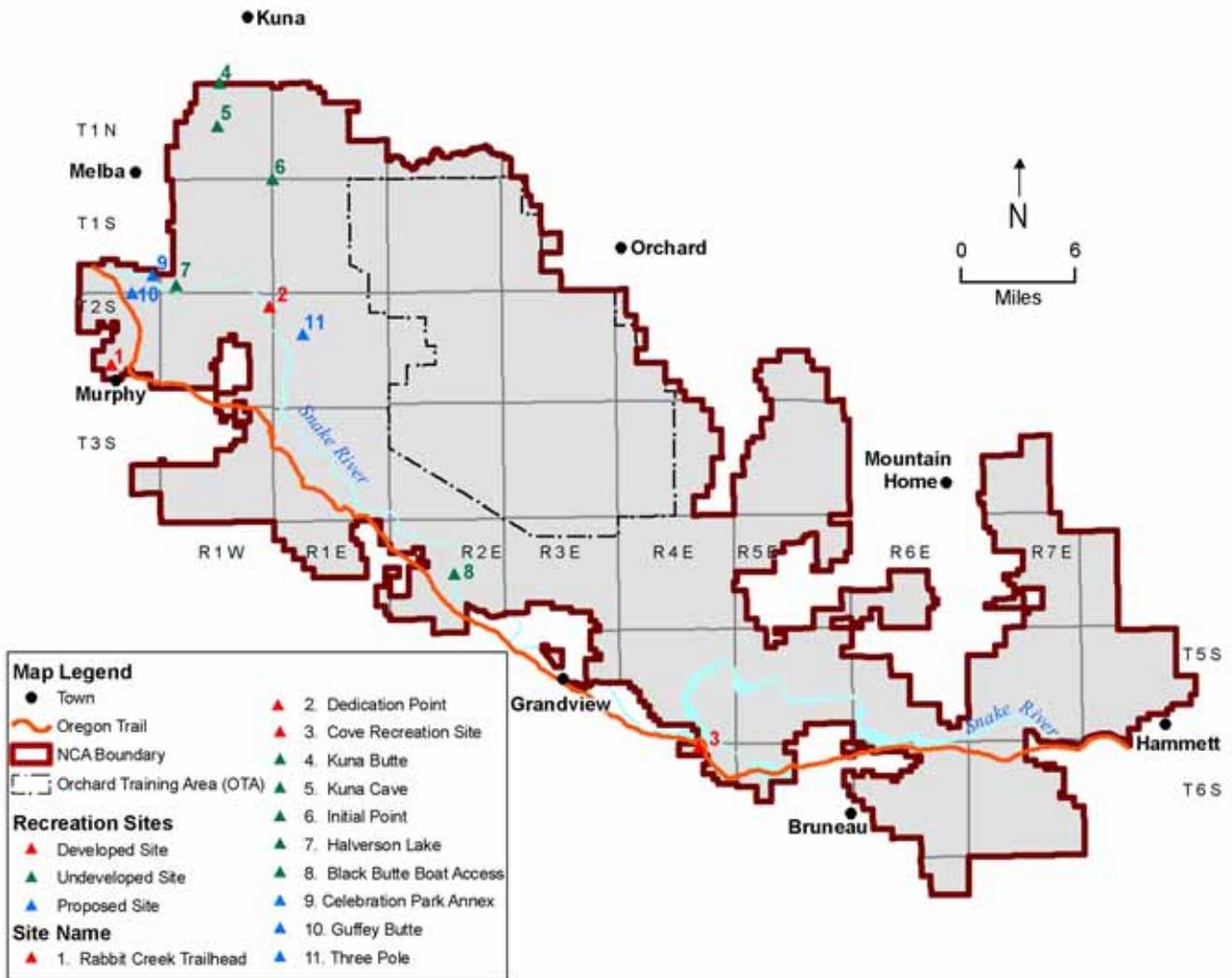
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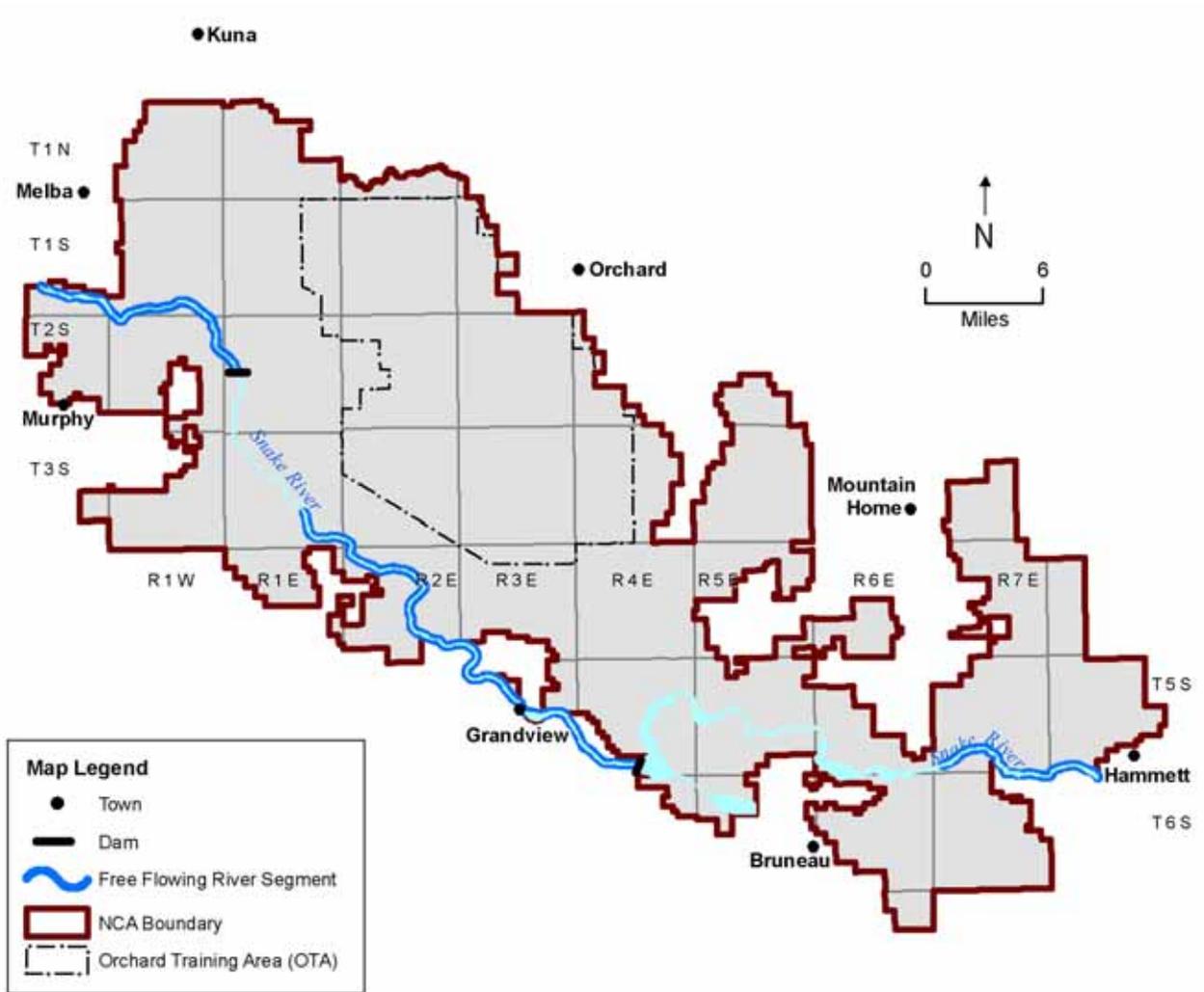
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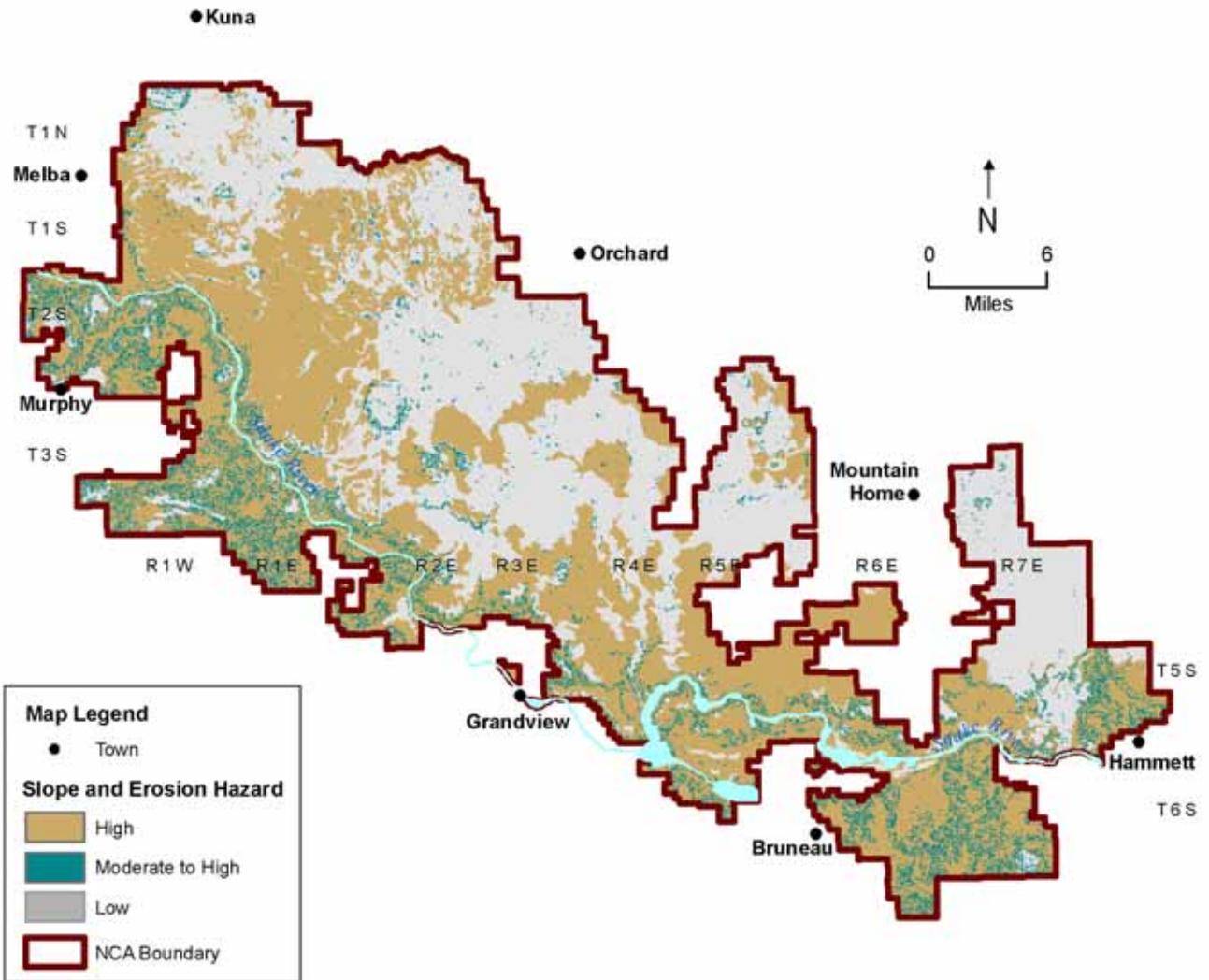
Recreation Map 4



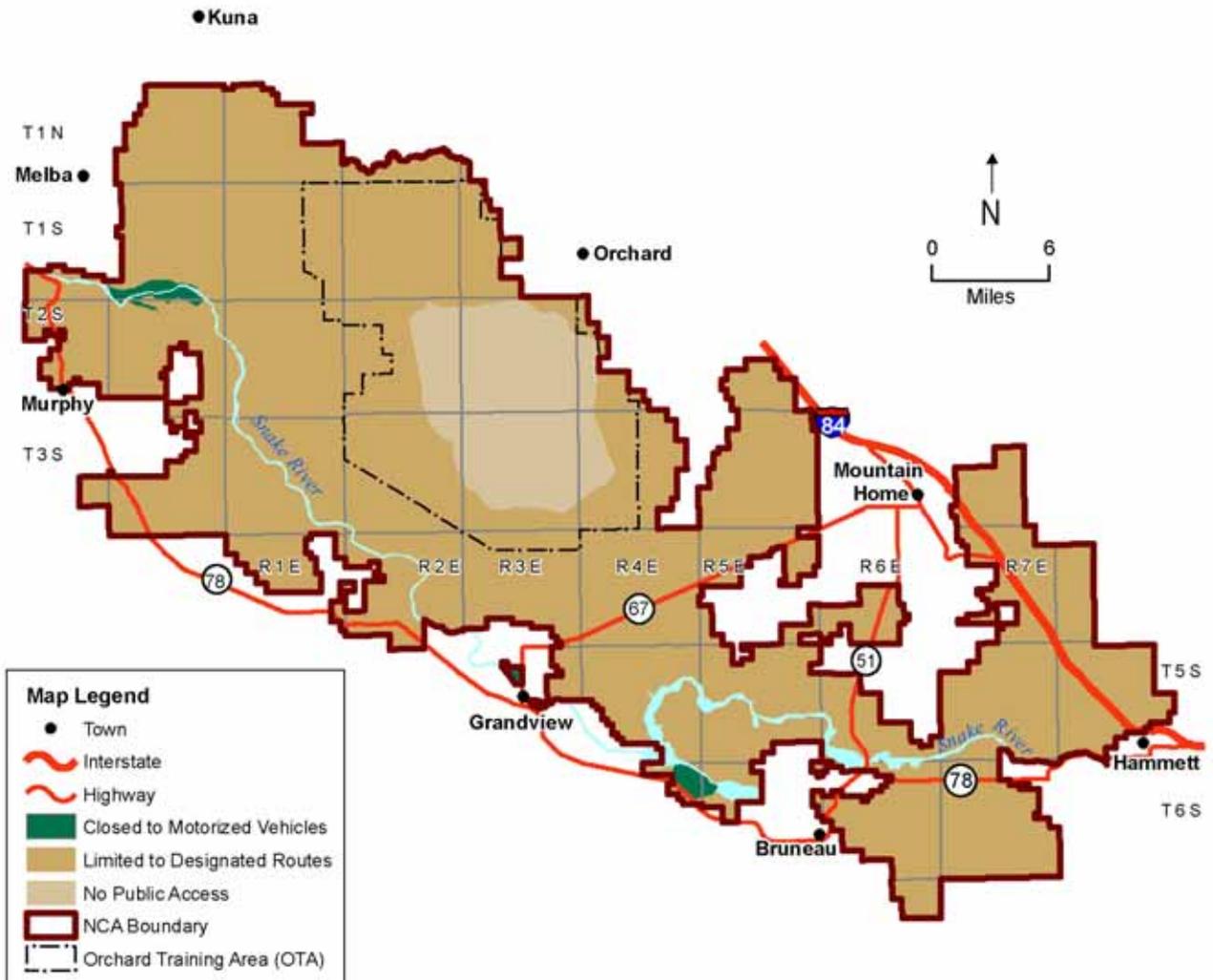
### Recreation Map 5



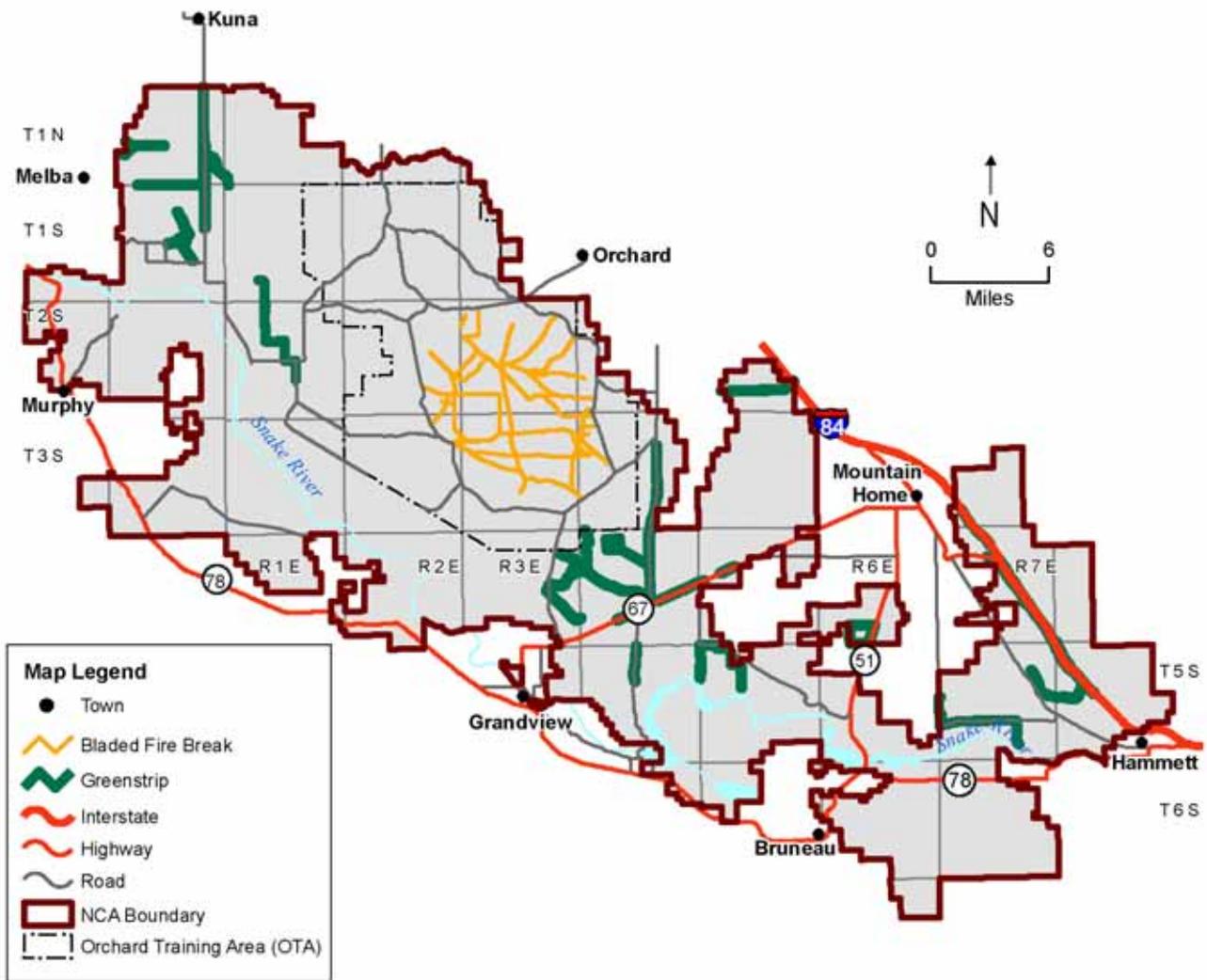
### SOIL MAP



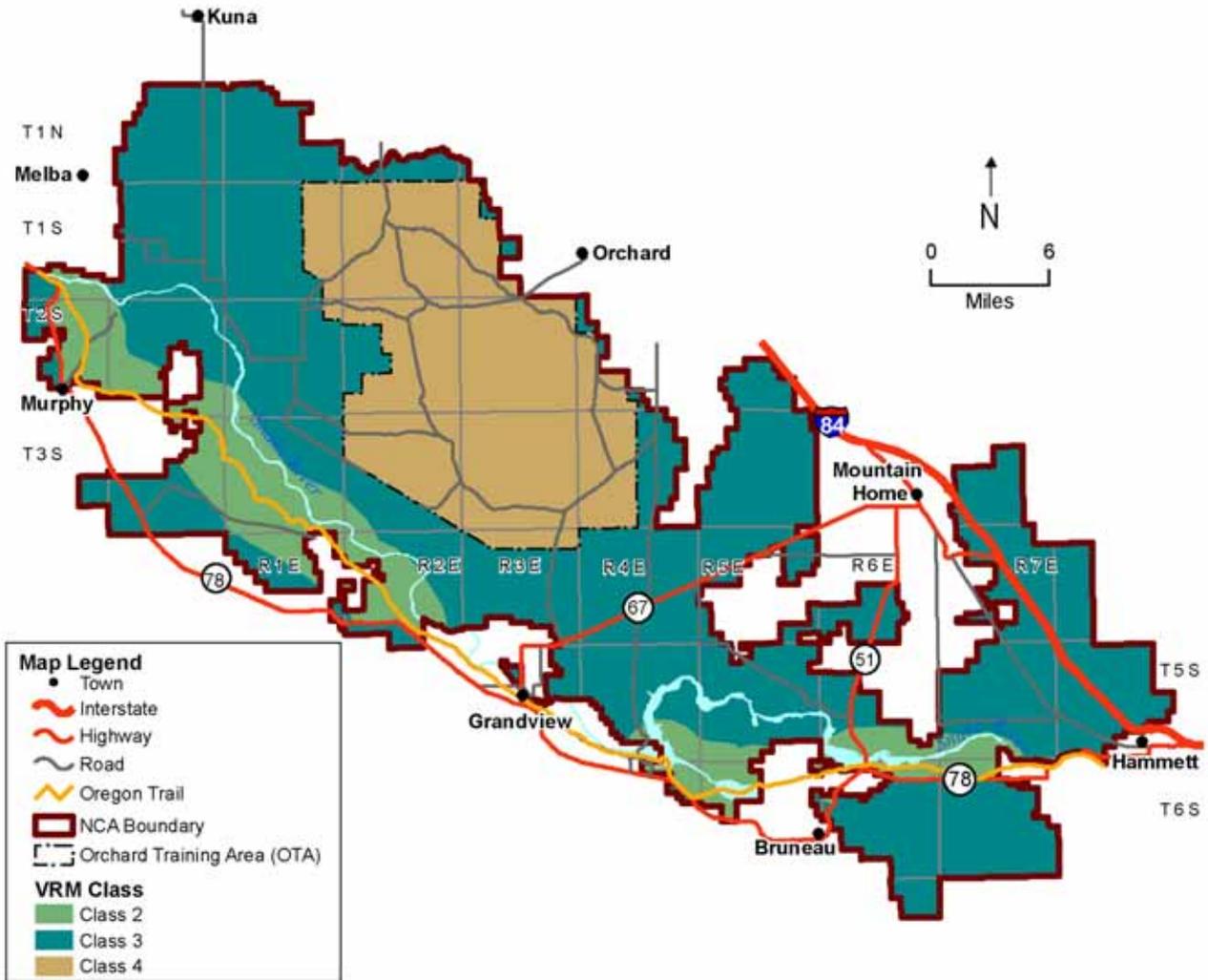
## TRANSPORTATION MAP



### VEGETATION MAP



## VISUAL RESOURCE MANAGEMENT (VRM) MAP



### WILDLIFE MAP

