

UNITED STATES  
DEPARTMENT OF  
AGRICULTURE

FOREST SERVICE

APRIL 2006



# FOREST PLAN AMENDMENT FOR GRIZZLY BEAR HABITAT CONSERVATION FOR THE GREATER YELLOWSTONE AREA NATIONAL FORESTS

## FINAL ENVIRONMENTAL IMPACT STATEMENT

BEAVERHEAD-DEERLODGE NATIONAL FOREST  
BRIDGER-TETON NATIONAL FOREST  
CARIBOU-TARGHEE NATIONAL FOREST  
CUSTER NATIONAL FOREST  
GALLATIN NATIONAL FOREST  
SHOSHONE NATIONAL FOREST

### COUNTIES IN IDAHO

BEAR LAKE, BONNEVILLE, CARIBOU, CLARK, FRANKLIN, FREMONT, MADISON, AND TETON

### COUNTIES IN MONTANA

BEAVERHEAD, CARBON, GALLATIN, MADISON, PARK, STILLWATER, AND SWEET GRASS

### COUNTIES IN WYOMING

FREMONT, HOT SPRINGS, LINCOLN, PARK, SUBLETTE, AND TETON



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**Abstract:** The Forest Service proposes to amend six forest plans on six Greater Yellowstone Area national forests (Beaverhead-Deerlodge, Bridger-Teton, Caribou-Targhee, Custer, Gallatin, and Shoshone National Forests) to incorporate the habitat standards and other relevant provisions in the Final Conservation Strategy for the Grizzly Bear in the Greater Yellowstone Area. Forest plans proposed to be amended are the 1986 Beaverhead Forest Plan, the 1990 Bridger-Teton National Forest Land and Resource Management Plan, the 1997 Revised Forest Plan—Targhee National Forest, the 1987 Custer National Forest and Grasslands Land and Resource Management Plan, the 1987 Gallatin National Forest Plan, and the 1986 Shoshone National Forest Land and Resource Management Plan. The purpose and need is to ensure conservation of habitat to sustain the recovered grizzly bear population, update the management and monitoring of grizzly bear habitat, provide consistency among Greater Yellowstone Area national forests in managing grizzly bear habitat, and ensure the adequacy of regulatory mechanisms for grizzly bear habitat protection upon delisting as identified in the Grizzly Bear Recovery Plan. Five alternatives and their environmental effects are presented: Alternative 1 is the no action alternative (the IGBC Guidelines and current forest plans would continue to guide management of grizzly bear habitat in the recovery zone or Primary Conservation Area [PCA]); Alternative 2 is the proposed action (habitat standards and other relevant provisions in the Conservation Strategy would guide management of grizzly bear habitat in the PCA); Alternative 3 (more strict standards would guide management of grizzly bear habitat in the PCA); and Alternative 4 (same as Alternative 3 inside the PCA and increases the size of the area beyond the PCA where management direction would favor grizzly bears with more restrictive standards). Alternative 2-Modified was developed between the draft and final environmental impact statements in response to public comments and is the preferred alternative. Alternative 2-Modified adds additional direction and guidance for management of grizzly bear habitat inside and outside the PCA. The selected alternative, which will be described in a Record of Decision, would go into effect when all partner agencies have signed the Conservation Strategy, the Final Rule delisting the Yellowstone grizzly bear population has been published in the Federal Register, and the Record of Decision has been signed for the Forest Plan Amendment for Grizzly Bear Habitat Conservation for the Greater Yellowstone National Forests. If the grizzly bear is not delisted, existing forest plan direction for grizzly bears would remain in place.

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## Chapter 1 Purpose and Need for Action

### Introduction

The Forest Service has prepared this Final Environmental Impact Statement in compliance with the National Environmental Policy Act (NEPA) and other relevant federal and state laws and regulations. This Final Environmental Impact Statement (FEIS) discloses the direct, indirect, and cumulative environmental impacts that would result from the proposed action and alternatives.

Changes between the draft and final EIS include the addition of chapter 5 Response to Comments, development of one new alternative, updated effects analyses in chapter 3, some additional discussion on alternatives eliminated from detailed study, new literature references, and any needed clarification and corrections throughout the document. Changes between the draft and final EISs are shown at the beginning of each chapter.

### Document Structure

This document is organized into five chapters:

- *Chapter 1. Purpose and Need for Action:* This chapter includes information on the history of the project proposal, the purpose and need for the project, and the agency's proposal for achieving the purpose and need. This section also details how the Forest Service informed the public of the proposal, how the public responded, and lists the issues related to the proposed action.
- *Chapter 2. Alternatives, Including the Proposed Action:* This chapter provides a more detailed description of the agency's proposed action as well as alternative methods for achieving the stated purpose. The preferred alternative is also described. These alternatives were developed based on issues raised by the public and other agencies. This discussion also includes mitigation measures. Finally, this section provides two summary tables: of the features of the alternatives considered in detail and of the environmental consequences associated with each alternative.
- *Chapter 3. Affected Environment and Environmental Consequences:* This chapter describes the environmental effects of implementing the proposed action and other alternatives. The analyses are organized by resource area.
- *Chapter 4. Consultation and Coordination:* This chapter provides a list of preparers, a distribution list of the FEIS, and a list of those who provided oversight during the development of the FEIS. Consultation with the U.S. Fish and Wildlife Service and Native American Tribes is documented.
- *Chapter 5. Response to Comments:* This chapter includes a summary of the comments and the Forest Service responses.
- *Appendices:* The appendices provide additional detailed information to support the analyses presented in the FEIS.

Additional documentation, including detailed analyses of project area resources, may be found in the project planning record located at the Shoshone National Forest, Supervisor's Office, 808 Meadow Lane Avenue, Cody, WY 82414-4549.

### **Chapter 1 Changes between Draft and Final EIS**

In this chapter, the following updates and additions were made:

- The history of management actions related to habitat and mortality risk
- The discussion on potential for delisting
- The description of other related efforts
- The summary of public involvement
- The discussion on issues not addressed in this analysis

## **1.1 Grizzly Bear Conservation in the Greater Yellowstone Area**

In 1975, the U.S. Fish and Wildlife Service (USFWS) listed the grizzly bear as a threatened species in the lower 48 states, placing the species under federal protection under the Endangered Species Act (ESA)<sup>1</sup> of 1973, as amended. Since listing, government agencies have worked to improve management coordination and habitat conditions, minimize grizzly bear/human conflicts and bear mortality, and increase public awareness and appreciation for the grizzly bear in the Greater Yellowstone Area (GYA).

### ***Interagency Coordination***

In 1975, land management agencies in the GYA initiated an effort to develop consistent management direction for grizzly bears. The first document, *Guidelines for Management Involving Grizzly Bears in the Greater Yellowstone Area*, was completed in 1979 (Mealey 1979). The USFWS determined in a Biological Opinion (USDI FWS 1979) that implementation of the Guidelines would promote conservation of the grizzly bear. The Interagency Grizzly Bear Committee (IGBC) was formed in 1983 to coordinate management and research more effectively for recovery of the grizzly bear. The original 1979 Guidelines were modified slightly and the updated version, the *Interagency Grizzly Bear Guidelines (Guidelines)* (IGBC 1986), was approved by the IGBC in 1986. Following management direction in the Guidelines, lands within the Yellowstone grizzly bear recovery zone were mapped and managed according to three different management situations<sup>2</sup>. The recovery zone was defined as the area within which the population and habitat would be monitored to assess achievement of recovery and would be large enough and of sufficient habitat quality to support a recovered grizzly bear population. Beginning in 1979, habitats for grizzly bears inside the recovery zone in the GYA have been managed under direction specified in the Guidelines<sup>3</sup>; this direction has been instrumental in recovery of the grizzly bear in the GYA.

In 1983, the Yellowstone Ecosystem Subcommittee (YES), a subcommittee of the IGBC, was formed to coordinate efforts specific to the GYA. The YES is comprised of representatives of the Forest Service, National Park Service (NPS), Bureau of Land Management (BLM), USFWS, Wyoming Game and Fish Department, Idaho Department of Fish and Game, Montana Fish, Wildlife and Parks, county governments, and tribes. The Interagency Grizzly Bear Study Team (IGBST), created in 1973, provides scientific information from monitoring and other research that is used by the YES and the IGBC for adapting management and sustaining the recovered Yellowstone grizzly bear population. Scientific protocols have been developed to monitor the grizzly bear population and important habitat parameters.

### ***Recovery Plan***

The 1982 and 1993 Grizzly Bear Recovery Plans<sup>4</sup> (USDI FWS 1982, USDI FWS 1993) were developed to identify actions necessary for the conservation and recovery of the grizzly bear. The 1993 Grizzly Bear Recovery Plan (Recovery Plan) required the documentation of the habitat necessary to support a recovered population, and referenced the existing grizzly bear recovery zone, divided into 18 bear management units (BMUs), to provide a basis for ensuring that grizzly bears and their habitats were well distributed across the recovery zone.

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<sup>1</sup> In this FEIS all references to the Endangered Species Act of 1973 are to the Endangered Species Act of 1973, as amended.

<sup>2</sup> Management Situation 1: Grizzly habitat maintenance and improvement, and grizzly bear/human conflict minimization receive the highest management priority.

Management Situation 2: The grizzly bear is an important, but not the primary use of the area.

Management Situation 3: Grizzly habitat maintenance and improvement are not management considerations. For a complete description of the three management situations, see appendix B.

<sup>3</sup> Most forests incorporated the 1986 Guidelines into their forest plans. Forest plans for the Custer and Beaverhead National Forests reference the 1979 Guidelines. The two Guidelines documents are very similar and all future references in this FEIS will refer to the 1986 Guidelines, unless otherwise stated.

<sup>4</sup> The 1993 Recovery Plan is a revised and updated version of the original Recovery Plan, published in 1982. Throughout this FEIS, any reference to the Recovery Plan is to the 1993 version, unless otherwise stated.



The Recovery Plan defined a recovered grizzly bear population as one that could sustain a defined level of mortality, and is well distributed throughout the recovery zone. The Recovery Plan outlined a monitoring scheme that employed three demographic targets to measure and monitor recovery of the Yellowstone grizzly bear population.

- Maintain a minimum of 15 unduplicated females with cubs-of-the-year (COY) over a six-year average both inside the recovery zone and within a 10-mile area immediately surrounding the recovery zone.
- Sixteen of 18 BMUs within the recovery zone must be occupied by females with young, including COY, yearlings, or two-year olds, as confirmed by the IGBST from a six-year sum of observations. No two adjacent BMUs may be unoccupied during the same six-year period. This is equivalent to verified evidence of at least one female grizzly bear with young at least once in each BMU over a six-year period.
- The running six-year average for total known, human-caused mortality as confirmed by the IGBST is not to exceed 4 percent of the minimum population estimate. The running six-year average annual known, human-caused female grizzly bear mortality is not to exceed 30 percent of the 4 percent total mortality limit over the most recent three-year period. These mortality limits cannot be exceeded in any two consecutive years.

No critical habitat was designated, nor did the Recovery Plan specify recovery targets for habitat. Habitat management for grizzly bears in the GYA has been implemented according to the Guidelines. In 1994, The Fund for Animals, Inc., and 42 other organizations and individuals filed suit over the adequacy of the 1993 Recovery Plan. The Proposed Rule to remove the Yellowstone Distinct Population Segment from the federal list of endangered and threatened wildlife (USDI FWS 2005a) provides the necessary supplements to the Recovery Plan as ordered by the U.S District Court for the District of Columbia and subsequent settlement, including the addition of habitat-based recovery criteria. Those habitat-based recovery criteria are similar to the habitat standards identified in the proposed action in this document.

***Land and Resource Management Plans for the Greater Yellowstone Area National Forests***

The forest plans for the GYA forests were approved at various times between 1986 and 1997. Since their approval, the Forest Service has amended these plans with some amendments relating directly to the management of grizzly bear habitat. As a minimum, all six GYA forests included the Guidelines in their plans or incorporated them through amendment; some forests have incorporated additional direction for grizzly bear management. As a result, existing forest plan direction regarding grizzly bear habitat management and the age of that direction vary between the six GYA national forests. A summary of current forest plan direction related to habitat for grizzly bears is found in the description of Alternative 1 in chapter 2. USFWS biological opinions on the forest plans and amendments for the six GYA national forests have consistently noted that the implementation of the plans are not likely to jeopardize the continued existence of the grizzly bear.

***Management Actions Related to Habitat and Mortality Risk***

The following is a summary of the actions and projects that national forests have accomplished both inside and outside the recovery zone to maintain or improve grizzly bear habitat and reduce grizzly bear/human conflicts. A more detailed list of the actions and projects for each national forest is included in the project record.

***Food storage orders/regulations.*** Forests began implementing food storage orders in the mid to late 1980s. Food storage orders require food and garbage to be stored properly so bears cannot obtain access to the food or garbage. Food storage orders have been applied to the recovery zone and many areas outside the recovery zone. In some areas where grizzly bears have expanded outside the recovery zone, some forests have implemented sanitation programs to reduce grizzly bear/human conflicts.

**Bear resistant facilities/sanitation.** Forests have provided bear resistant facilities (i.e., bear resistant food boxes, food tubes, garbage containers, meat hanging poles, panniers, etc.) at campgrounds, trailheads, dispersed campsites, and other areas. These bear resistant facilities have been provided within the recovery zone and some areas outside of the recovery zone. Some forests have programs to loan or rent bear resistant facilities for short-term uses. National forests have worked with local communities to fence garbage dumps and close garbage dumps to resolve conflicts with grizzly bears. The Forest Service has worked with communities, counties, and organizations to implement food and garbage storage ordinances and to provide bear resistant garbage containers on lands outside of the national forests.

**Information and education.** Substantial information and education materials (pamphlets, brochures, signs, videos, etc.) and programs have been provided to the public at all GYA Forest Service offices. Signs and brochures are available at campgrounds, trailheads, dispersed recreation sites, picnic areas, etc. Forests contributed financing for the production of the information and education film “Living in Grizzly Country.” Forests have cooperated with state wildlife management agencies and other cooperating institutions and individuals in giving “Living in Bear Country Workshops,” which include bear identification, safe camping, hiking, hunting, and working procedures to use in bear country, and the proper use of bear deterrent pepper spray. Wilderness rangers and other backcountry patrols have been used to inform and educate the public on food storage orders and check on compliance with these orders. Field patrols have been used during hunting seasons to reduce hunter-caused conflicts and grizzly bear mortalities.

**Special grizzly bear requirements in contracts and permits.** Contracts and special use permits contain clauses requiring protection of the grizzly bear and its habitat, as well as proper food storage and sanitation. Some contract and permit clauses require temporary or permanent cessation of permitted activities to resolve grizzly bear/human conflicts. Timber sale prescriptions and contracts incorporate provisions to protect grizzly bear habitat; for example, silvicultural prescriptions maintain or enhance food sources, timing clauses reduce chances of grizzly bear/human conflicts, and contract clauses require proper food storage and sanitation and temporary or permanent cessation of permitted activities to resolve grizzly bear/human conflicts. Oil and gas leases have been modified, including food storage requirements and seasonal use restrictions, to protect grizzly bear habitat.

**Access restrictions/regulations.** Off road vehicle use has been restricted to designated routes in the Montana GYA national forests since 2001 (USDI BLM and USDA Forest Service 2001) All other forests in the GYA restrict use to designated routes, with a few exceptions. In November 2005, the Forest Service published the Travel Management Final Rule, governing off-highway vehicles and other motor vehicle use on national forests and grasslands (USDA 2005e). This Final Rule requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. All national forests are expected to comply with the new rule within the next four years.

During the last two decades, roads and trails have been decommissioned (permanently closed) to provide security for grizzly bears. Many areas within and outside the recovery zone have been closed to cross-country motorized travel to provide security and habitat protection. Areas have been closed to overnight camping to avoid grizzly bear/human conflicts. Temporary area closures have been implemented when necessary to resolve grizzly bear/human conflicts. Annual monitoring is performed to evaluate compliance with access restrictions and to provide information and education to the public. Gates and signs are maintained annually. The Forest Service has completed formal consultation with the USFWS on the effects of snow machine use on grizzly bears. Important food sites (such as army cutworm moth sites) have been identified, with management emphasis to keep new trails and other human activities away from these sites.

**Black bear baiting.** In Idaho and Wyoming, forests have worked with state wildlife management agencies to prohibit black bear baiting within the recovery zone, and to educate hunters on the identification of grizzly bears. Black bear baiting is illegal in Montana.

**Whitebark pine.** Whitebark pine seeds are an important food source for grizzly bears. The Greater Yellowstone Whitebark Pine Subcommittee and the Greater Yellowstone Whitebark Pine Monitoring Group were formed to gather information on the status of this tree in the GYA. Current work on whitebark pine includes planting in several areas of the GYA to provide long-term habitat improvement, cone collection from healthy superior trees, silvicultural treatments to improve growth and establishment, prescribed burning to encourage whitebark pine seedling establishment, inventories to locate superior trees that appear resistant to blister rust, work to prevent mountain pine bark beetle attacks on superior trees, and reading of whitebark pine cone production transects every year in cooperation with the IGBST. In 2004, 51 transects were established and monitored by the Greater Yellowstone Whitebark Pine Monitoring Group to evaluate the viability and health of whitebark stands inside the grizzly bear recovery zone. In 2005, 76 transects were established and monitored outside the PCA.

**Planning, coordination, monitoring, and cooperation.** The Guidelines, developed in cooperation with other federal and state agencies, have been incorporated into existing forest plans and have provided the overall management direction for maintaining or improving grizzly bear habitat on National Forest System lands. Forest Service personnel contributed to the development of the Conservation Strategy and the state management plans for the grizzly bear, and participated in annual coordination meetings with state agencies, other federal agencies, organizations, and various committees. In cooperation with other federal agencies, the Forest Service developed the grizzly bear Cumulative Effects Model (CEM) (Weaver et al. 1986, Bevins 1997, Dixon 1997, Mattson et al. 2004) to help assess the habitat value and habitat effectiveness of grizzly bear habitat within the recovery zone. The Forest Service cooperates in the collection of data on the grizzly bear population and habitat throughout the GYA. The national forests also work cooperatively with the USFWS and state wildlife management agencies on nuisance grizzly bear management.

**Livestock grazing.** To resolve conflicts with grizzly bears, many domestic sheep allotments both within and outside the recovery zone have been closed. Portions of cattle allotments have been rested from cattle grazing to reduce conflicts with grizzly bears, and one cattle allotment has been closed to grazing. Livestock grazing permits include special provisions such as proper food and attractant storage and carcass removal. Annual monitoring of livestock allotments is performed to check on compliance and conflicts. Animal carcasses are disposed of to reduce conflicts with grizzly bears.

**Land adjustment.** On the Gallatin, Shoshone, and Targhee National Forests, important grizzly bear habitat has been acquired through land exchanges and acquisitions.

#### **Conservation Strategy**

The Recovery Plan called for the development of a grizzly bear conservation strategy to 1) describe and summarize habitat and population management, and 2) demonstrate the adequacy, continuity, and continued agency application of population and habitat management regulatory mechanisms. Development of a conservation strategy began in 1993, when biologists representing federal and state land and wildlife management agencies were appointed to the Interagency Conservation Strategy Team. In March 2000, a draft conservation strategy was released to the public for review and comment. In 2003, the Final Conservation Strategy for the Grizzly Bear in the Greater Yellowstone Area (Conservation Strategy) (Interagency Conservation Strategy Team 2003) was released. The Conservation Strategy

- Describes and summarizes the coordinated efforts to manage the grizzly bear population and its habitat to ensure continued conservation in the GYA
- Specifies the population, habitat, and nuisance bear standards to maintain a recovered grizzly bear population

## *Grizzly Bear Conservation in the Greater Yellowstone Area*

- Documents the regulatory mechanisms and legal authorities, policies, and management and monitoring programs that exist to maintain a recovered grizzly bear population
- Documents the commitment of the participating agencies

The Conservation Strategy was developed to be the document guiding management and monitoring of the Yellowstone grizzly population and its habitat upon recovery and delisting. The Conservation Strategy describes a Primary Conservation Area (PCA), which is the Yellowstone grizzly bear recovery zone identified in the Recovery Plan. Upon implementation of the Conservation Strategy, management using grizzly bear management situations would no longer be necessary. The PCA boundary would replace the recovery zone boundary.

Upon delisting, land management agencies would work cooperatively with state wildlife agencies to meet identified population and habitat goals for grizzly bears in the GYA. The process of implementing these goals would be coordinated by the Yellowstone Grizzly Coordinating Committee<sup>5</sup> (YGCC), representing all the agencies with responsibility for grizzly bear and grizzly bear habitat management in the GYA. Counties and tribes would also have representation on this committee. The Conservation Strategy emphasizes the importance of continued coordination and cooperative working relationships among management agencies to continue application of best scientific principles and maintain effective actions to benefit the coexistence of grizzly bears and humans in the ecosystem. The YGCC is committed to an adaptive management process; based on the best biological data and the best available science, management direction could be revised and the Conservation Strategy amended. Any such amendments would be subject to public review and comment. Amendments would be made by the YGCC with a majority vote.

Monitoring required under the Conservation Strategy would be summarized and reviewed by the IGBST annually. A Biology and Monitoring Review would be undertaken after the annual summary of monitoring information is presented to the YGCC and in response to deviations from required population or habitat standards.

A Biology and Monitoring Review examines management of habitat, populations, or efforts of participating agencies to complete required monitoring. Any YGCC member agency can request that a Biology and Monitoring Review be considered. Such consideration would be a topic for discussion by the YGCC and the review would be initiated based on the decision of the YGCC. The Biology and Monitoring Review process would be completed within six months and the written report presented to the YGCC and made available to the public.

Two of the purposes of a Biology and Monitoring Review related to adaptive management are:

- To identify the reasons why particular demographic or habitat objectives have not been achieved and to recommend modifications to the YGCC for changes as necessary
- To consider and establish a scientific basis for possible changes in management due to changed conditions in the ecosystem and make those recommendations to the YGCC

### *Idaho, Montana, and Wyoming State Grizzly Bear Management Plans*

The states of Idaho, Montana, and Wyoming developed state grizzly bear management plans that would be implemented when the grizzly bear is delisted. The state plans were incorporated as integral parts of the Conservation Strategy. These state grizzly bear management plans recommend and encourage land management agencies to maintain or improve habitats that are important to grizzly bears and to monitor habitat conditions outside the PCA. Each state recognizes the importance of motorized access management and road density issues related to grizzly bears and other wildlife. This access management issue has also been recognized in each state's elk management efforts.

Each state plan includes nuisance bear guidelines for areas within the respective states outside the PCA, encourages proper sanitation and other efforts to minimize grizzly bear/human and grizzly

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<sup>5</sup> The YGCC (Yellowstone Grizzly Coordinating Committee) replaces the YES (Yellowstone Ecosystem Subcommittee) when the grizzly bear is delisted.

bear/livestock conflicts, promotes educating the public on safety in bear country, identifies the importance of coordination with land management agencies, recognizes the importance of balancing the needs of grizzly bears with other resource values and uses, and identifies regulated hunting as a future management tool.

Population monitoring information required by the Conservation Strategy would be collected in a consistent manner under each state plan and submitted annually for inclusion in the IGBST Annual Report. Part of the Conservation Strategy's adaptive process is to determine allowable mortality by state to ensure that the overall mortality quota for the GYA is not exceeded. This allocation is especially important as occupancy goals within states are met and regulated hunting seasons are considered. How the mortality would be divided among states is currently being evaluated in cooperation with the IGBST. The state wildlife management agencies are designated as members of the YGCC and would participate in annual monitoring reviews and adaptive management decisions. Each state has signed the Memorandum of Understanding agreeing to implement the Conservation Strategy.

***Wyoming Grizzly Bear Management Plan.*** The plan identifies a 12 million-acre Grizzly Bear Data Analysis Unit (GBDAU) where the Wyoming Game and Fish Department would manage for grizzly bear occupancy. Grizzly bear dispersal and occupancy would be discouraged on private lands and on some public lands in the GBDAU that were determined to be socially unacceptable for grizzly bear occupancy. The area north of the Snake and Hoback Rivers and Boulder Creek in the Wind River Mountains on National Forest System lands has been identified as biologically suitable and socially acceptable for grizzly bear occupancy. All females with COY documented within the entire GBDAU would be used to estimate population size and all human-caused mortalities within the entire GBDAU would be applied to the allowable mortality threshold identified in the Conservation Strategy for the entire GYA population. Grizzly bears would not be allowed to occupy habitats outside the GBDAU and any bears killed outside would not count toward the overall mortality limits.

***Grizzly Bear Management Plan for Southwestern Montana.*** The grizzly bear management area in southwest Montana is identified as a seven-county area adjacent to or near Yellowstone National Park. Not all portions of the counties are suitable grizzly bear habitat. The plan notes, "To maximize the area of Montana that is 'socially acceptable' grizzly bear range, the state planning and management effort will employ an adaptive learning process to develop innovative, on the ground management." The plan recognizes that grizzly bear distribution is increasing and would be allowed to continue and identifies a long-term goal of allowing the grizzly populations in western Montana to reconnect by occupying currently unoccupied habitats.

***State of Idaho Yellowstone Grizzly Bear Management Plan.*** The plan does not specifically identify a management area for grizzly bears in eastern Idaho, but rather identifies the generally biologically suitable areas where bears are likely to occur during the next 10 years. These areas are primarily on the Caribou-Targhee National Forest with some suitable habitat on state and private lands adjacent to National Forest System lands. Areas suitable for occupancy and expansion in eastern Idaho are somewhat limited compared to Montana and Wyoming. The plan recognizes that bears can successfully occupy a wide range of habitats. Bears would be allowed to expand to suitable habitats but would not be tolerated in areas with high human activity and/or development.

***Current Population Characteristics***

All demographic recovery targets identified in the Recovery Plan were met from 1998 through 2003. Although mortality limits for female grizzly bears were exceeded in 2004, the numbers of females with COY at the end of 2004 were more than double the target identified in the Recovery Plan. At the end of 2004, the minimum population estimate was 431 bears, the running six-year average of known and probable human-caused grizzly bear mortality was 13.3, and the running-six-year average of known and probable human-caused female grizzly bear mortality was 6.0. The total mortality is under the mortality threshold set in the Recovery Plan, but the female mortality exceeds the mortality threshold set in the Recovery Plan (Figure 32). Beginning in

## *Purpose and Need for Action*

2000, the number of mortalities counted each year includes known and probable mortalities, but the mortality thresholds are set using only the minimum population estimate. The YES has approved new analysis protocols for estimating total population and sustainable mortality limits developed by the IGBST. This methodology will be incorporated into the Recovery Plan and appended to the Conservation Strategy.

The grizzly bear population continues to expand in distribution and increase in numbers (Eberhardt et al. 1994, Boyce 1995, Boyce et al. 2001, Schwartz et al. 2002, Interagency Conservation Strategy Team 2003, Schwartz et al. 2005d). Section 3.3.3 provides a more detailed description of the status of the Yellowstone grizzly bear population.

### ***Potential for Delisting***

The USFWS reviewed the status of the Yellowstone grizzly bear population under the ESA. The Proposed Rule designating the Greater Yellowstone population of grizzly bears as a distinct population segment and removing it from protection under the Endangered Species Act was published in the Federal Register November 17, 2005 (USDI FWS 2005a). The Proposed Rule evaluates the status of the population according to the five factors in the Endangered Species Act section 4(a)(1). This analysis includes an evaluation of threats that existed at the time of listing and those that currently exist or that could potentially affect the species in the foreseeable future once the protections of the ESA are removed. These factors include threats to the habitat, over utilization, disease or predation, the inadequacy of existing regulatory mechanisms, and other factors affecting the continued existence of the species. The Proposed Rule identifies potentially suitable grizzly bear habitat in the GYA, provides the necessary supplements to the Recovery Plan as ordered by the U.S District Court for the District of Columbia and subsequent settlement, and appends the revised methodology for calculating total population size and establishing sustainable mortality limits to the Recovery Plan and the Conservation Strategy.

A public comment period and public hearings followed publication of the Proposed Rule. The USFWS will consider and incorporate public comments and new information as a result of the comment period. Remaining USFWS actions include publication of the Final Rule in the Federal Register that either removes the Yellowstone population from protection under ESA or maintains the existing status as threatened.

## **1.2 Purpose and Need for Action**

The management of grizzly bear habitat on national forests in the GYA is a dynamic process. Experience provides the public and land managers with new understanding and insights regarding the conservation of grizzly bear habitat. Scientific research continues to bring forth new theories, observations, and findings relevant to the management of these resources. This learning is continuous. Most importantly, the Yellowstone grizzly bear population has increased over the past 25 years to the point where all demographic targets in the Recovery Plan were met or exceeded by 1998. As a result, the USFWS reviewed the status of the Yellowstone grizzly bear population to determine whether protection under the ESA is still warranted. Part of the Status Review involved a determination of the adequacy of regulatory mechanisms and an evaluation of the threats to the habitat of the grizzly bear in the GYA. On November 17, 2005, the USFWS published the Proposed Rule to delist the Yellowstone population.

The proposed action to amend the six GYA national forests' forest plans has been initiated to incorporate the habitat standards and other relevant provisions in the Conservation Strategy into the forest plans of the six GYA national forests.

The purpose of this proposal is to:

- Ensure conservation of habitat to sustain the recovered Yellowstone grizzly bear population
- Update the management and monitoring of grizzly bear habitat to incorporate recent interagency recommendations and agreements, as described in the Conservation Strategy
- Improve consistency among GYA national forests in managing grizzly bear habitat

- Ensure the adequacy of regulatory mechanisms for grizzly bear habitat protection upon delisting as identified in the Recovery Plan

There is a need to improve the coordination and consistency of forest plan direction in the GYA regarding grizzly bear habitat management, and to update this direction to reflect new management insight, the latest scientific information, and the changing characteristics of the Yellowstone grizzly bear population. Direction for managing the grizzly bear was developed through a nine-year interagency effort documented in the Conservation Strategy. There is a need to clarify forest plan grizzly bear habitat management direction with the pending change in the Yellowstone grizzly bear population's status under the ESA. Further, there is a need to maintain habitat conditions in the PCA to sustain the recovered grizzly bear population in the foreseeable future.

### 1.3 Proposed Action

The proposed direction is tied to the purpose and need and is summarized below. (The proposed action was the starting point for this environmental analysis and is represented by Alternative 2. The preferred alternative in this FEIS is Alternative 2-Modified.) Both the proposed action and the preferred alternative incorporate an adaptive management approach where monitoring results would be used to modify management direction as necessary.

The Forest Service proposes to amend the forest plans for the Beaverhead, Bridger-Teton, Custer, Gallatin, Shoshone, and Targhee National Forests.

The following definitions apply to the descriptions of management direction shown in Figure 1.

**Goals** are concise statements that describe a desired condition to be achieved sometime in the future. Goals are normally expressed in broad general terms and are timeless in that there is no specific date by which goals are to be completed. Goal statements form the principal basis from which objectives are developed.

**Objectives** are concise time-specific statements of measurable plan results that respond to pre-established goals. An objective forms the basis for further planning to define the precise steps to be taken and the resources to be used in achieving identified goals.

**Standards** are measurable constraints on management activities or practices often expressed as a maximum or minimum. Deviation from compliance with a standard requires a forest plan amendment.

**Guidelines** represent a preferred or advisable course of action that is generally expected to be carried out. Deviation from compliance with a guideline does not require a forest plan amendment, but the rationale for such a deviation shall be documented in the project decision document.

## Scope

**Figure 1. Summary of direction under the proposed action (Alternative 2) within the PCA.**

Goal	Manage grizzly bear habitat within the PCA to sustain the recovered Yellowstone grizzly bear population.
Standard 1 Secure Habitat	Maintain the percent of secure habitat in BMU subunits at or above 1998 levels. Temporary and permanent changes are allowed under specific conditions identified in the Application Rules.
Standard 2 Developed Sites	Maintain the number and capacity of developed sites at or below 1998 levels, with the following exceptions: any proposed increase, expansion, or change of use of developed sites from the 1998 baseline must be consistent with the Application Rules and will be analyzed, and potential detrimental and positive impacts documented, through biological evaluation or assessment.
Standard 3 Livestock Grazing	Do not create new active commercial livestock grazing allotments and do not increase permitted sheep AMs from the 1998 baseline. Monitor, evaluate, and phase out remaining domestic sheep allotments as opportunities arise with willing permittees. Implementation must be consistent with the Application Rules.
Standard 4	The Guidelines and Management Situations no longer apply <sup>6</sup> .
Standard 5 Nuisance Bears	Coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.
Guideline 1 Motorized Access	Use localized area restrictions to address conflicts with winter use activities, where conflicts occur during denning or after bear emergence in the spring.
Monitoring Item 1	Monitor, compare to the 1998 baseline, and annually submit for inclusion in the Interagency Grizzly Bear Study Team Annual Report: secure habitat, open motorized access route density (OMARD) greater than one mile/square mile, and total motorized access route density (TMARD) greater than two miles/square mile.
Monitoring Item 2	Monitor, and annually submit for inclusion in the Interagency Grizzly Bear Study Team Annual Report: changes in the number and capacity of developed sites on the national forest, and compare with the 1998 baseline identified in appendix A.
Monitoring Item 3	Monitor, compare to the 1998 baseline, and annually submit for inclusion in the Interagency Grizzly Bear Study Team Annual Report: the number of commercial livestock grazing allotments on the national forest and the number of permitted domestic sheep AMs (animal month <sup>7</sup> ) within the PCA.
Monitoring Item 4	Measure changes in seasonal habitat effectiveness in each BMU and subunit by regular application of the Cumulative Effects Model (CEM) or the best available system and compare outputs to the 1998 baseline. Annually review CEM databases, and update as needed. When funding is available, monitor representative trails or access points where risk of grizzly bear mortality is highest.

Application Rules and definitions for Standards 1 through 3 are described in detail in chapter 2.

### 1.4 Scope

Scope consists of the range of actions, alternatives, and impacts to be considered in an environmental impact statement. The proposed action and alternatives consist of goals, objectives, standards, and guidelines, and will not establish new management areas, nor change suitability designations. The analysis evaluates five alternatives:

- Alternative 1, the no action alternative
- Alternative 2, the proposed action
- Alternative 2-Modified, the preferred alternative
- Other reasonable courses of action, Alternatives 3 and 4

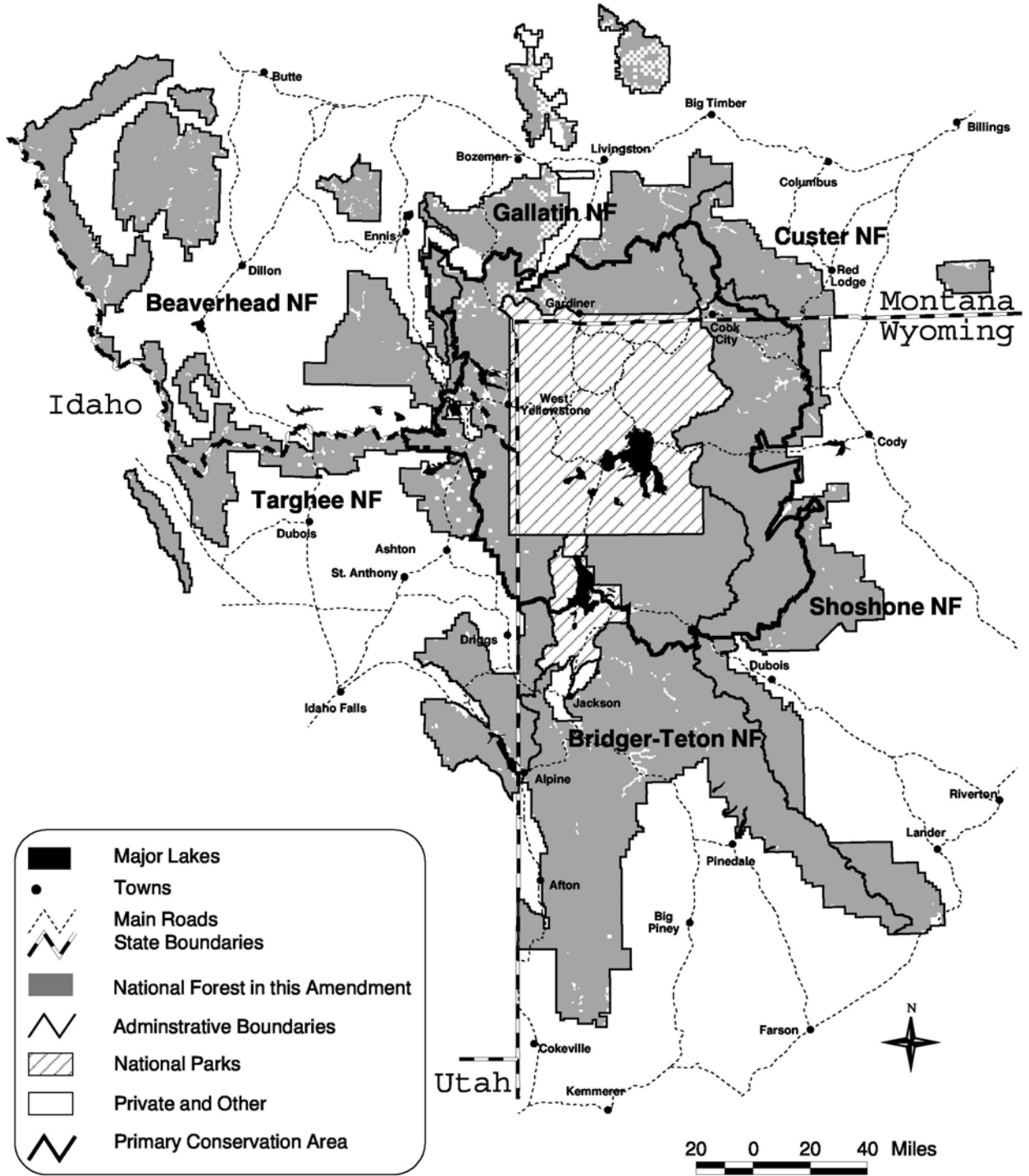
This analysis evaluates the direct, indirect, and cumulative effects of the proposed action and alternatives.

<sup>6</sup> An exception is the Caribou-Targhee National Forest. The use of management situation lines is an integral part of management under the Targhee National Forest 1997 Revised Forest Plan.

<sup>7</sup> One animal month (AM) is one sheep, cow, or horse with or without young grazing on an allotment for one month.



Figure 2. The six GYA national forests and the Primary Conservation Area (PCA) boundary.



## Scope

The proposed action is focused on grizzly bears and grizzly bear habitat and does not direct all actions that relate to grizzly bear management. Other actions related to grizzly bears and grizzly bear habitat that can occur outside this proposal are:

- Coordination among governments and organizations through MOUs, agreements, and other organizing structures
- Information and education about the bear through the general operations of the agency
- Continued implementation of food storage orders and associated efforts to keep attractants unavailable to bears (new or changes in food storage orders could occur as local situations warrant)
- Special management emphasis for the grizzly bear under the Forest Service directives system, once the bear is removed from protection under the ESA. Existing manual direction for grizzly bears would be modified to be consistent with the designation of the grizzly bear as a sensitive species.

The geographic area of interest for the proposed action is the Primary Conservation Area (PCA) (Figure 2).

This proposed action is programmatic in nature and guides implementation of site-specific projects that tier to forest plans. Additional NEPA compliance would be required for site-specific projects as part of a two-stage decision making process. For example, an alternative that has a standard that increases secure habitat and requires motorized route closures represents a programmatic decision and would have no direct effects. Any direct effects would occur later at the project level when site-specific decisions are made about motorized access restrictions. Most of the effects identified in this analysis would be indirect effects in that they would occur later in time because of this programmatic decision.

Six national forests in Forest Service Region 1 (Northern Region), Region 2 (Rocky Mountain Region), and Region 4 (Intermountain Region) are part of this proposal. Reconsideration of other goals, objectives, land allocations, and other direction in a forest plan are not part of this proposed action, but may be addressed when forest plans are revised. Figure 3 lists the schedule for forest plan revisions. The forest plans affected by this proposal are different from the administrative units affected because some units have been consolidated.

*Figure 3. Units and plans affected by this proposal.*

National forest	Forest Service region	Land and resource management plan to be amended	Year plan approved	Year scheduled for plan revision completion <sup>1</sup>
Beaverhead-Deerlodge	Region 1	Beaverhead Forest Plan	1986	2006
Bridger-Teton	Region 4	Bridger-Teton National Forest Land and Resource Management Plan	1990	2007
Caribou-Targhee	Region 4	1997 Revised Forest Plan—Targhee National Forest	1997	2010
Custer	Region 1	Custer National Forest and Grasslands Land and Resource Management Plan	1986	2009
Gallatin	Region 1	Gallatin National Forest Plan	1987	2009
Shoshone	Region 2	Shoshone National Forest Land and Resource Management Plan	1986	2007

<sup>1</sup> USDA Forest Service 2005d.

## 1.5 Decision Framework

This FEIS was prepared to evaluate the effects of the proposed action and to look at alternative ways of achieving the purpose and need, while responding to the significant issues. The FEIS is being accomplished through an intra-agency agreement called Greater Yellowstone National Forests Coordinated Grizzly Bear Amendments between the Beaverhead-Deerlodge National Forest, Bridger-Teton National Forest, Caribou-Targhee National Forest, Custer National Forest, Gallatin National Forest, Shoshone National Forest, Intermountain Region Regional Office, Northern Region Regional Office, and the Rocky Mountain Region Regional Office that was signed in May 2003. The agreement called for establishing a core interdisciplinary team and an extended team of resource specialists to assist with effects analyses and write-ups. A steering team comprised of the six forest supervisors and key personnel from regional offices helped guide this effort.

All requirements under Section 7 of the ESA were completed for all listed species.

The proposed action and the preferred alternative do not propose to change management prescriptions or alter management area boundaries, and do not propose to alter the desired future condition of the land and resources.

Given the purpose and need, the responsible officials will decide whether to amend forest plans to ensure conservation of habitat to support the recovered grizzly bear population by incorporating standards, guidelines, and monitoring requirements from the Conservation Strategy, and if so, what that direction would contain.

### **Responsible Officials**

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The selected alternative, as described in the Record of Decision, is proposed to go into effect when all partner agencies have signed the Final Conservation Strategy for the Grizzly Bear in the Greater Yellowstone Area, the Final Rule delisting the Yellowstone grizzly population has been published in the Federal Register, and the Record of Decision has been signed for the Forest Plan Amendment for Grizzly Bear Habitat Conservation for the Greater Yellowstone Area National Forests. If the grizzly bear is not delisted, existing forest plan direction for grizzly bears would remain in place.

Grizzly bear management direction for Yellowstone and Grand Teton National Parks is being updated to incorporate relevant portions of the Conservation Strategy. Upon delisting, the states

## *Decision Framework*

of Idaho, Montana, and Wyoming would manage grizzly bear populations as directed by the Conservation Strategy and associated state grizzly bear management plans. This proposal is an integral part of the interagency efforts agreed to under the Conservation Strategy for management of the recovered grizzly bear population in the GYA.

Additional direction for the grizzly bear, including but not limited to, guidance on information and education, coordination with other agencies on project level analyses for habitat connectivity, and the designation of the grizzly bear as a regionally sensitive species, would be promulgated, as necessary, through the Forest Service directives system and special orders.

### ***Other Related Efforts***

#### *Canada lynx*

The Forest Service is currently in the process of amending 18 forest plans in the northern Rockies (Northern Rockies Lynx Amendment) (USDA Forest Service and USDI BLM 2004a) to incorporate recommended management direction for lynx conservation that was not included in the existing plans. The management direction proposed for the Northern Rockies Lynx Amendment was developed by an interagency team of government biologists and was written into the Lynx Conservation Assessment and Strategy (Ruediger et al. 2000). Canada lynx were listed as a threatened species in 2000 due to lack of guidance for conservation of lynx and snowshoe hare habitat in existing plans. The recommended management direction focuses on managing vegetation within the historic range of variability, maintaining dense understory conditions for prey (primarily snowshoe hares) by limiting pre-commercial thinning with some exceptions, recommending no expansion of snow routes and play areas in lynx habitat to minimize snow compaction, and identifying and maintaining connectivity within and between habitat areas. Lynx habitat exists within the lodgepole pine, subalpine fir, and Engelmann spruce forests within the six GYA national forests.

In 2005, the Proposed Rule to designate critical habitat for the Canada Lynx was published in the Federal Register (USDI FWS 2005b). The GYA is not recommended as critical habitat in the Proposed Rule. The USFWS is developing a recovery plan for the Canada lynx.

#### *Forest Health Initiatives*

Based on direction in the National Fire Plan, the Healthy Forests Initiative, and the Healthy Forests Restoration Act of 2003, the Forest Service has initiated proposals for maintaining or restoring healthy forests and lands by reducing heavy fuel loading and insect and disease risks. Management of vegetation and reduction of fuel loadings is generally emphasized around structures, called the wildland urban interface. The effects of this proposed action and the alternatives on these initiatives are briefly discussed in chapter 3.

#### *Roadless*

Since 2000, the Forest Service has had various roadless management policies in place. In May 2005, the Department of Agriculture announced the adoption of a Final Rule (USDA Forest Service 2005f) that establishes a process for governors to propose locally supported regulations for conserving inventoried roadless areas within their states.

#### *Forest Plan Revision and other Amendments*

Five GYA national forests will revise their forest plans in the next few years, as shown in Figure 3. Six national forests in Forest Service Region 1 (Northern Region), Region 2 (Rocky Mountain Region), and Region 4 (Intermountain Region) are part of this proposal. Reconsideration of other goals, objectives, land allocations, and other direction in a forest plan are not part of this proposed action, but may be addressed when forest plans are revised. The forest plans affected by this proposal are different from the administrative units affected because some units have been consolidated. Additionally, the Gallatin National Forest is amending its forest plan for travel management. All national forests will comply with the Travel Management Final Rule (USDA Forest Service 2005e) within the next four years and provide a system of national forest roads,

trails, and areas on National Forest System lands that are designated for motor vehicle use by class and if appropriate, by season.

*National Park Plans*

Yellowstone National Park and Grand Teton National Park manage bears under the Guidelines and respective park General Management Plans. Until such time that each park is able to incorporate the Conservation Strategy into its General Management Plan, the parks would implement the Conservation Strategy by amending their respective Superintendents' Compendiums, followed by concurrence from the Regional Director that this mechanism would stand in place until each Park is able to incorporate the Conservation Strategy into a General Management Plan. The superintendents of each park would incorporate the guidelines and procedures outlined in the Conservation Strategy during their next respective updates of the park General Management Plans.

*National Elk Refuge*

The National Elk Refuge and Grand Teton National Park are developing an updated plan for the management of elk and bison. A draft EIS (USDI FWS NPS 2005) was released in July 2005 and the final EIS is scheduled for release in 2006. This effort involves addressing problems related to high animal concentrations and effects on habitat. The proposed action in the draft EIS calls for a reduction in the number of wintering bison and elk from current levels, restoration of habitat and improvement of forage, and phasing back supplemental feeding. Hunting in the Park and on the Refuge would be used to achieve population objectives.

## 1.6 Public Involvement

The Notice of Intent to prepare an environmental impact statement was published in the Federal Register on July 16, 2003. The Notice of Intent asked for public comment on the proposal from July 16 through August 15, 2003. On August 12, 2003, a revised Notice of Intent was published, extending the comment period to September 2, 2003. As part of the public involvement process, a description of the proposed action was:

- Mailed to 3,577 individuals, organizations, and agencies in July 2003
- Published in news releases in local Greater Yellowstone Area newspapers
- Posted on the Web at [http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb\\_internet.htm](http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb_internet.htm)
- Listed on each forest's quarterly Schedule of Proposed Actions report beginning in the summer of 2003

Briefings were held with individuals and organizations, as requested. An email address was established to receive comments electronically. Nearly 55,000 responses were received, including 396 original responses and 54,505 organized campaign responses.

The DEIS was published August 13, 2004.

The Notice of Availability of the DEIS was published in the Federal Register on August 13, 2004. Documents (DEIS, abstract and Web address, and/or executive summary) were:

- Mailed to 872 individuals, organizations, and agencies
- Posted on a Web site and available for downloading at [http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb\\_internet.htm](http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb_internet.htm)

News releases were published in local newspapers in the GYA and the proposal was listed in each forest's Schedule of Proposed Actions quarterly report beginning in the summer of 2003.

Five open houses were held throughout the GYA at the following places and times:

- September 9, 2004 at Cody, WY in the EOC Room at the County Courthouse
- September 10, 2004 at Alpine, WY at the Alpine Civic Center

## *Issues*

- September 14, 2004 at Idaho Falls, ID in the Conference Room at the Caribou-Targhee National Forest
- September 15, 2004 at Bozeman, MT at the Holiday Inn
- September 16, 2004 at Billings, MT in the Conference Room at the Custer National Forest Supervisor's Office

One additional meeting was held on September 30, 2004 in Jackson, Wyoming.

The comment period on the DEIS ended November 12, 2004. The Forest Service received 675 original responses and 44,984 organized campaign responses. A content analysis was completed in February 2005.

Responses to comments are detailed in chapter 5. All correspondence is retained in the project file.

### **1.7 Issues**

NEPA regulations (40 CFR 1501.2(c)) require that federal agencies study, develop, and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflict concerning alternative uses of available resources. The scoping process was used to identify conflicts associated with the proposed action and to identify issues to use as a basis for developing alternatives.

Comments that addressed the effects of the proposed action were sorted into several primary issues—these issues were used to develop alternatives to the proposed action that meet the purpose and need.

Some issues were not addressed in this FEIS. A list of issues not carried forward can be found in section 1.7.2. A detailed summary of comments received during scoping can be found in the project record.

#### **1.7.1 Primary Issues**

##### ***Issue 1 - Adequate Habitat Standards***

Many respondents requested more restrictive habitat standards or an extension of habitat standards to lands outside the PCA, or both, to provide additional protection for the grizzly bear, including habitat connectivity within the GYA. Some respondents requested the elimination of temporary changes in secure habitat, no new developed sites, mandatory phase out of sheep grazing, and establishing road density standards. Some felt logging would degrade habitat for the bear. Others felt habitat standards should be extended to areas outside the PCA. Others requested fewer restrictions, including omitting the Plateau Bear Management Unit from habitat standards. Many respondents had concerns about 1998 as a baseline for resource management. Although the grizzly bear population achieved all demographic recovery goals by 1998 with this management regime in place, some respondents felt the baseline could be adjusted to allow either more management flexibility, or increase protections for the grizzly bear. Some respondents mentioned key roadless areas for maintaining secure habitat.

##### *Issue Indicators*

- Acres of long-term secure habitat within the PCA
- Acres of long-term secure habitat outside the PCA
- Acres of denning habitat closed to snow machine use
- Potential for conflicts at developed sites
- Areas with food storage requirements
- Potential for conflicts with sheep (number of allotments)
- Potential for conflicts with cattle (number of allotments)
- Potential area closures to provide adequate security for major foods
- Potential for major food source enhancement

- Potential for sustaining the recovered grizzly bear population

#### **Issue 2 - Changes in the PCA Boundary**

There were concerns about the size of the PCA boundary. Some felt the PCA is adequate because it has allowed the grizzly bear population to achieve all demographic recovery targets. Others felt the PCA is too small as habitats outside the PCA have been occupied by grizzly bears and contributed to the recovery of the grizzly bear. Others felt that the PCA should be smaller and the numbers of bears reduced.

##### *Issue Indicators*

- Acres of long-term secure habitat within the PCA
- Acres of long-term secure habitat outside the PCA

#### **Issue 3 - Recreation Opportunities**

Many respondents had concerns the habitat standards would result in reduced motorized recreation opportunities and in closing more roads. Some respondents were concerned about public safety while recreating in grizzly bear habitat. Although not part of the proposed action, concerns about food storage requirements were expressed and some respondents felt black bear baiting should be restricted in grizzly bear habitat. There were concerns about the effects to special use permitted resorts, ski areas, and lodges if developed sites were limited to 1998 levels. Additionally, some respondents felt information and education could play an important role in how to recreate in bear country.

##### *Issue Indicators*

- Effects to developed recreation—number of sites where capacity is held to 1998 or 2003 levels
- Effects to motorized summer recreation—miles of motorized access routes to be decommissioned
- Effects to developed and dispersed summer recreation use—closures where grizzly bear/human conflicts occur
- Effects to motorized winter recreation—acres closed to snow machine use

#### **Issue 4 - Social and Economic Effects**

Some respondents were concerned with the effects on income, employment, and lifestyle changes related to livestock operations, ranches, people associated with the timber industry, and recreation-related businesses. Some counties have passed resolutions banning the presence of grizzly bears and are concerned about the social and economic well being of their areas. Some expressed that reduced grazing could accelerate the breakup of ranches into subdivisions in the GYA if ranching is not economically viable.

##### *Issue Indicators*

- Community infrastructure/developed sites affected
- Government coordination—level of agreement about bear management
- Effects on ranching lifestyles—number of allotments affected
- Livestock-related employment and income
- Timber-related employment and income
- Acres of land area with restrictions and mitigation allowed or not allowed

#### **Issue 5 - Vegetation, Fuels, and Access**

Some respondents, including land managers, were concerned the standards would be too restrictive and would affect the ability to manage hazardous fuels; programs such as the Healthy Forests Initiative would be compromised and treatment of fuels in the wildland urban interface could be affected. Managers were concerned the proposed action would limit the administrative use of roads and motorized trails and the construction of roads and motorized trails—this potentially influences activities such as timber harvest, wildfire suppression, administrative management activities, and other uses associated with Forest Service roads and motorized trails.

## Issues

### *Issue Indicators*

- Potential change from existing level of timber management
- Potential change from existing level for whitebark pine enhancement
- Effects to access for fire suppression
- Reduction in flexibility for fire treatments
- Ability to treat fuels in the wildland urban interface
- Miles of motorized access routes to be restricted or decommissioned

### **Issue 6 - Minerals**

Some respondents were concerned the habitat standards would limit oil and gas and mining and exploration programs because of limitations on developed sites and secure habitat. Others felt additional restrictions should be imposed on these programs.

### *Issue Indicators*

- Potential change to oil and gas leasing decisions or proposed operations
- Effects on hardrock mineral development
- Effects on salable and mineral materials operations

### **Issue 7 - Food Source Stability**

Some respondents said threats to food sources are not fully understood and must be further studied, suggesting that major foods for bears, such as army cutworm moths, spawning cutthroat trout, whitebark pine nuts, and wild ungulate carcasses may not be available in future years because of disease or other threats. Some said fire prevention is a prime factor in the decline of whitebark pine. Some respondents felt that due to the uncertainty of the loss of these major foods, a larger area should be managed for grizzly bears.

### *Issue Indicators*

- Potential area closures to provide adequate security for major foods
- Potential for major food source enhancement
- Acres of long-term secure habitat outside the PCA
- Potential change from existing level for whitebark pine enhancement

### **Issue 8 - Connectivity and Linkage between the Six GYA National Forests**

Some respondents felt the ability for bears to move between important habitats in the GYA should be addressed. They suggested the Forest Service should increase efforts to make the landscape in these linkage areas less lethal for bears through implementation of food storage requirements, elimination of domestic sheep, and habitat maintenance and restoration of degraded areas.

### *Issue Indicators*

- Acres of long-term secure habitat within the PCA
- Acres of long-term secure habitat outside the PCA

### **Issue 9 - Commercial Livestock Grazing**

Some respondents were concerned about how much impact the habitat standards would have on livestock grazing, and in particular, what the effects would be from phasing out sheep grazing. Grizzly bear/livestock conflicts were also a concern, as well as changes in livestock operations.

### *Issue Indicators*

- Number of sheep allotments closed
- Number of cattle allotments estimated to be closed

## **1.7.2 Issues Not Addressed in this Analysis**

The following issues and comments were received through public and internal scoping. The interdisciplinary team did not carry them forward in the analysis because they were either outside the scope of the proposed action, already decided by law, regulation, forest plan, or other higher



level decision, or may be a project level issue that will be addressed during future site-specific analyses as projects are proposed.

**Connectivity and Linkage Zones outside the GYA National Forests**

*Issue: Many respondents felt the Forest Service should manage for increased habitat connectivity and linkage zones connecting the Yellowstone grizzly bear population with grizzly bear populations in other recovery zones.*

Response: The scope of the proposed action addressed in this FEIS is limited to the six national forests within the GYA. It does not propose any changes to management direction on other national forests. Land management and grizzly bear habitat management direction for other national forests is outside the scope of this proposal. Issues and concerns associated with habitat connectivity between grizzly bear recovery zones may be addressed through appropriate interagency coordination efforts. The analysis in the FEIS addresses how the proposed action and alternatives potentially affect habitat connectivity within the six GYA national forests.

Concerns for maintaining the genetic diversity of the Yellowstone grizzly bear population in the absence of movement between ecosystems is addressed in the Conservation Strategy. Because the Yellowstone population is an isolated population, genetic declines over time are expected due to inbreeding effects. The Conservation Strategy recommends appropriate actions to maintain genetic diversity between the Yellowstone and the Northern Continental Divide Ecosystem (NCDE) grizzly populations, with monitoring and managing adaptively for genetic health.

An evaluation of the potential linkage between existing ecosystems is a key task in the Recovery Plan. In 2001, the USFWS issued a report titled Identification and Management of Linkage Zones for Wildlife between Large Blocks of Public Land in the Northern Rocky Mountains (USDI FWS 2001). This report was updated in 2003 (Servheen et al. 2003b) and documents a five-year process of evaluating potential linkages between the NCDE, Selkirk and Cabinet/Yaak, and Bitterroot recovery areas. Servheen et al. (2003b) define linkage zones as “the area between larger blocks of habitat where animals can live at certain seasons where they can find the security they need to successfully move between these larger blocks of habitat.” Linkage zones are not corridors, which imply an area used just for travel. Linkage zones are areas that can support low-density wildlife populations often as seasonal residents. The USFWS is currently working on a similar evaluation of habitat fracture and potential linkage between the Yellowstone recovery area and the NCDE and Bitterroot recovery zones.

The linkage opportunities for connecting grizzly bear ecosystems are in Montana and Idaho. The Yellowstone Grizzly Bear Management Plan (State of Idaho 2002) does not preclude allowing bears to occupy new habitats. The Grizzly Bear Management Plan for Southwestern Montana (State of Montana 2002) recognizes the importance of linkage zones and has a long-term goal for grizzly bears “to allow populations in western Montana to reconnect by occupying currently unoccupied habitats.”

The conclusion that this issue is outside of the scope of this proposed action does not imply that the Forest Service considers habitat connectivity and the need for maintaining linkage between recovery zones to be unimportant. Maintenance of linkage zones between ecosystems is a multifaceted issue, involves more species than just grizzly bears, and is well beyond the authorities of the Forest Service alone to address. The Forest Service, in concert with the IGBC, the USFWS, and various other governmental and non-governmental groups, continues to evaluate opportunities to improve habitat connectivity and linkage zones. The IGBC has agreed through an MOU to support linkage zone identification and the maintenance of existing linkage opportunities for wildlife. The IGBC has appointed three task forces (public lands, private lands, and highways) to evaluate linkage opportunities. The private land task force has completed a report (Parker and Parker 2002) that provides agency personnel with guidance for involving rural communities in the development of linkage zones. The Public Lands Task Force Report, completed in 2004 (IGBC Public Lands Wildlife Linkage Taskforce 2004) serves four functions:

## Issues

- A tool to public land managers for use in developing and revising land and resource management plans
- Presents the results of wildlife linkage assessments in three specific high priority areas in northern Idaho and western Montana.
- Protocols developed in the report can be used as a template by agencies in other locations to assist in maintaining healthy wildlife populations where fragmentation due to human development is a threat
- Complements and provides supportive information for the IGBC private lands and highways linkage taskforces

Forest Service wildlife biologists are evaluating regional and finer scale opportunities for maintaining and improving habitat connectivity and linkage zones. The Forest Service created a national level position to coordinate efforts to maintain linkage associated with roads and highways. Region 1 of the Forest Service conducts an annual workshop entitled “People, Economics and Forest Carnivore Management” that stresses connectivity issues for carnivores. Invitees include Forest Service personnel and representatives from the Federal Highways Administration and the three state highway departments. Connectivity analyses and considerations for wildlife in road construction and reconstruction have become common practice within the Forest Service. The Conservation Strategy directs the agencies to ensure that habitat connectivity is addressed for new road construction or reconstruction in the GYA and to evaluate habitat connectivity during NEPA analysis.

### **Management of the Grizzly Bear Population**

*Issue: Many respondents were concerned about the size of the population (there are too few, or too many, grizzly bears); how populations would be managed, including the use of hunting as a management tool; banning of black bear baiting; and mortality limits.*

Response: Management of grizzly bear populations, including size, mortality rates, and possible hunting of the bear are outlined in the Conservation Strategy, and are outside the scope of this analysis. The USFWS and three state wildlife management agencies manage the grizzly bear population. Additional direction for management of grizzly bear populations is included in the grizzly bear management plans for Idaho, Montana, and Wyoming (see section 1.1).

In regards to black bear baiting, wildlife management agencies have the authority and responsibility to regulate black bear baiting, although Alternative 4 would require Forest Service coordination with states in closing black bear baiting where grizzly bear conflicts occur. Currently black bear baiting is prohibited throughout the PCA. Black bear baiting is not allowed in the State of Montana. The State of Idaho allows black bear baiting outside the PCA in Idaho. The State of Wyoming allows black bear baiting outside the PCA in some areas; other areas are closed to baiting and in other areas, baits are restricted to non-processed foods to minimize grizzly bear conflicts. Grizzly bear hunting is identified as a future management tool in the Conservation Strategy; hunting would be under the authority and responsibility of the state wildlife management agencies, not the Forest Service.

### **Delisting the Grizzly Bear**

*Issue: Some respondents wanted to see the grizzly bear delisted immediately, while some do not want the grizzly bear delisted at all.*

Response: The decision to delist the grizzly bear is the responsibility of the USFWS. The relationship between this proposal and delisting is discussed in sections 1.1 and 1.5.

### **Thresholds and Mechanisms to Compensate for Possible Food Declines, including Establishing Specific Levels of Habitat Effectiveness and Road Density Standards**

*Issue: Some respondents felt an approach is needed that recognizes differences in habitat productivity, including food sources, between BMUs throughout the ecosystem and that defines thresholds for habitat security by BMU so as to prompt corrective actions if such thresholds are violated. They also felt the approach should determine what level of habitat security and habitat*

*effectiveness is needed to ensure a positive growth rate in each of the BMUs, accounting for changing levels of key foods in the future.*

Response: Differences in habitat productivity between BMUs were evaluated in the Conservation Strategy. The analysis demonstrated that secure habitat in each BMU subunit contained similar proportions of relative habitat value when compared to the subunit as a whole. Habitat effectiveness values for the 1998 baseline have been calculated for each bear management subunit using the CEM (Figure 128). The amount of secure habitat, habitat effectiveness values, or the abundance of certain key foods within specific BMUs and subunits and the relationship to birth and death rates of grizzly bears for specific BMUs and subunits is not known. Grizzly bears in the GYA are effectively one population. All research to date has focused on addressing the relationships among bears and environmental variables at the population level. Grizzly bear home ranges are large and often overlap several BMUs; therefore, it is not appropriate to manage populations at a BMU level and the mechanisms to manage populations at the BMU level are not available (sections 3.3.1 and 3.16).

Research efforts have provided insights into the relationships among bears and the components of habitat. Recognizing that grizzly bears are opportunistic omnivores and that a landscape's ability to support grizzly bears is a function of overall habitat productivity, the distribution and abundance of major food sources, the levels and type of human activities, grizzly bear social systems, bear densities, and stochasticity (random variation), there is no known way to deductively calculate minimum habitat values (USDI FWS 2005a). The 1998 level of secure habitat and corresponding vegetative conditions have provided the habitat necessary for the Yellowstone grizzly bear population to reach and exceed population recovery goals. Proposed habitat security thresholds for each BMU subunit do provide the necessary trigger to prompt corrective action if those thresholds are violated.

The uncertainty over future availability of the major foods and the effect on the grizzly bear population is discussed in chapter 3 and identified as an issue in this chapter. The potential loss of major foods is addressed in this FEIS through consideration of Alternative 4 and Alternative 2-Modified. Alternatives 2-Modified, 3, and 4 include monitoring requirements related to trends in the abundance of the major foods. Further, the Conservation Strategy commits other agencies, such as the NPS, to contribute to monitoring key foods.

## **Chapter 2 Alternatives, Including the Proposed Action**

### **Introduction**

This chapter describes and compares the alternatives considered for the Forest Plan Amendment for Grizzly Bear Habitat Conservation for the Greater Yellowstone Area National Forests. It includes a description of each alternative considered in detail. This section also presents the alternatives in comparative form, sharply defining the differences between each alternative and providing a clear basis for choice among options by the decision makers and the public. Some of the information used to compare the alternatives is based upon the design of the alternative and some of the information is based upon the environmental, social, and economic effects of implementing each alternative.

#### ***Chapter 2 Changes between Draft and Final EIS***

In this chapter, the following updates were made:

- Alternative 2-Modified, the preferred alternative, was added
- Clarification and corrections to the descriptions of the alternatives
- Additional discussion on alternatives eliminated from detailed study

### **2.1 Alternatives Considered in Detail**

The Forest Service developed five alternatives, including the no action and proposed action alternatives. Two alternatives were developed in response to issues raised by the public during scoping, and one other alternative (the preferred alternative) was developed in response to comments received on the DEIS.

To help the reader understand the terms used in the various alternatives, see Figure 4.

Some grizzly bear management direction would continue under all action alternatives, including direction contained in agreements, state management plans, and the Forest Service directives system. This includes direction on:

- Coordination with other Forest Service regions and other federal and state agencies
- Participation on the IGBC and associated subcommittees
- Grizzly bear mortality prevention
- Information and education programs to inform users of proper behavior in bear country
- Translocation of grizzly bears including the use of helicopters in wilderness
- Habitat analysis and planning
- Animal damage control efforts
- Designation of the grizzly bear as a sensitive species once the bear is removed from protection under the ESA

Additionally, minerals development under the 1872 General Mining Law would be allowed, but mitigated to avoid impacts to bears.

Figure 4. Criteria and definitions common to all action alternatives.

Criteria	Definition
Motorized access routes	Motorized access routes are all routes having motorized use or the potential for motorized use (restricted roads) including motorized trails, highways, and forest roads. Private roads and state and county highways are counted.
Restricted road	A restricted road is a road on which motorized vehicle use is restricted seasonally or yearlong. The road requires effective physical obstruction, generally gated (IGBC Taskforce Report 1998).
Permanently restricted road	A road restricted with a permanent barrier and not a gate. A permanently restricted road is acceptable within secure habitat.
Decommissioned or Obliterated or Reclaimed road	A decommissioned or obliterated or reclaimed road refers to a route which is managed with the long-term intent for no motorized use, and has been treated in such a manner to no longer function as a road. An effective means to accomplish this is through one or a combination of several means, including recontouring to original slope, placement of logging or forest debris, planting of shrubs or trees, etc. (IGBC Taskforce Report 1998).
Secure habitat	Secure habitat is more than 500 meters from an open or gated motorized access route or recurring helicopter flight line. Secure habitat must be greater than or equal to 10 acres in size <sup>8</sup> . Large lakes (greater than one square mile) are not included in the calculations.
Project	A project is an activity requiring construction of new roads, reconstructing or opening a permanently restricted road, or recurring helicopter flights at low elevations. Opening a gated road for public or administrative use is not considered a project as the area behind locked gated roads is not considered secure habitat.
Temporary project	To qualify as a temporary project under the Application Rules, project implementation will last no longer than three years.
Opening a permanently restricted road	Removing permanent barriers such that the road is accessible to motorized vehicles.
Permanent barrier	A permanent barrier refers to such actions as placement of earthen berms or ripping the road surface to create a permanent closure.
Removing motorized routes	To result in an increase in secure habitat, motorized routes must either be decommissioned or restricted with permanent barriers, not gates. Non-motorized use is permissible.
Seasonal periods	Season 1 – March 1 through July 15 Season 2 – July 16 through November 30 Project activities occurring between December 1 and February 28 do not count against secure habitat.
Developed site	A developed site includes but is not limited to sites on public land developed or improved for human use or resource development such as campgrounds, trailheads, improved parking areas, lodges (permitted resorts), administrative sites, service stations, summer homes (permitted recreation residences), restaurants, visitor centers, and permitted resource development sites such as oil and gas exploratory wells, production wells, plans of operation for mining activities, work camps, etc.
Vacant allotments	Vacant allotments are livestock grazing allotments without an active permit, but that may be restocked or used periodically by other permittees at the discretion of the land management agency to resolve resource issues or other concerns.
Recurring conflicts	Recurring grizzly bear/human or grizzly bear/livestock conflicts are defined as three or more years of recorded conflicts during the most recent five-year period.

<sup>8</sup> Secure habitat in this FEIS did not include areas open to cross country off-highway vehicle (OHV) travel.

### **2.1.1 Alternative 1**

Alternative 1 is the no action alternative. NEPA regulations require the Forest Service to identify the no action alternative and use it as a baseline for comparing the environmental consequences of the other alternatives (40 CFR 1502.14(d), and Forest Service Handbook 1909.15 Environmental Policy and Procedures).

Under Alternative 1, current forest plans would continue to guide management of grizzly bear habitat in the recovery zone. All forest plans have goals that provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population in the GYA as identified in the Recovery Plan. All forest plans have incorporated the Guidelines for areas inside the recovery zone. Some forests have added more specific forest plan direction that builds upon general statements in the Guidelines for the recovery zone. Individual forests have added forest plan direction on grizzly bear management since 1986.

Other direction includes special orders, biological opinions issued by the USFWS, cooperative agreements, and the Forest Service directives system. The goals and objectives of the forest plans, as amended, and other direction would remain unchanged under this alternative.

The grizzly bear would retain its protected threatened status under the ESA and all forests would continue to consult with the USFWS on all actions authorized, permitted, or carried out by the Forest Service.

#### ***Grizzly Bear Guidelines***

The Guidelines require management of grizzly bear habitat by Management Situation (MS) 1, 2, or 3 (appendix B). Specific management guidelines for each of five resource areas for each MS are identified. The five resource areas are wildlife; timber and fire; range; recreation; and minerals, watershed and special uses. The specific guidelines relate to maintaining or improving habitat, minimizing grizzly bear/human conflict potential, and resolving grizzly bear/human conflicts. Direction for habitat management, keeping attractants unavailable to bears, and resolving conflicts in the Guidelines is specific to the recovery zone. No direction is given for management of grizzly bears or their habitat outside the recovery zone. Outside the recovery zone, forests implement management direction in their existing forest plans and consult as necessary with the USFWS in areas occupied by grizzly bears. The Guidelines are considered dynamic and subject to change as research provides additional data. In addition, MS designations are subject to review and reclassification.

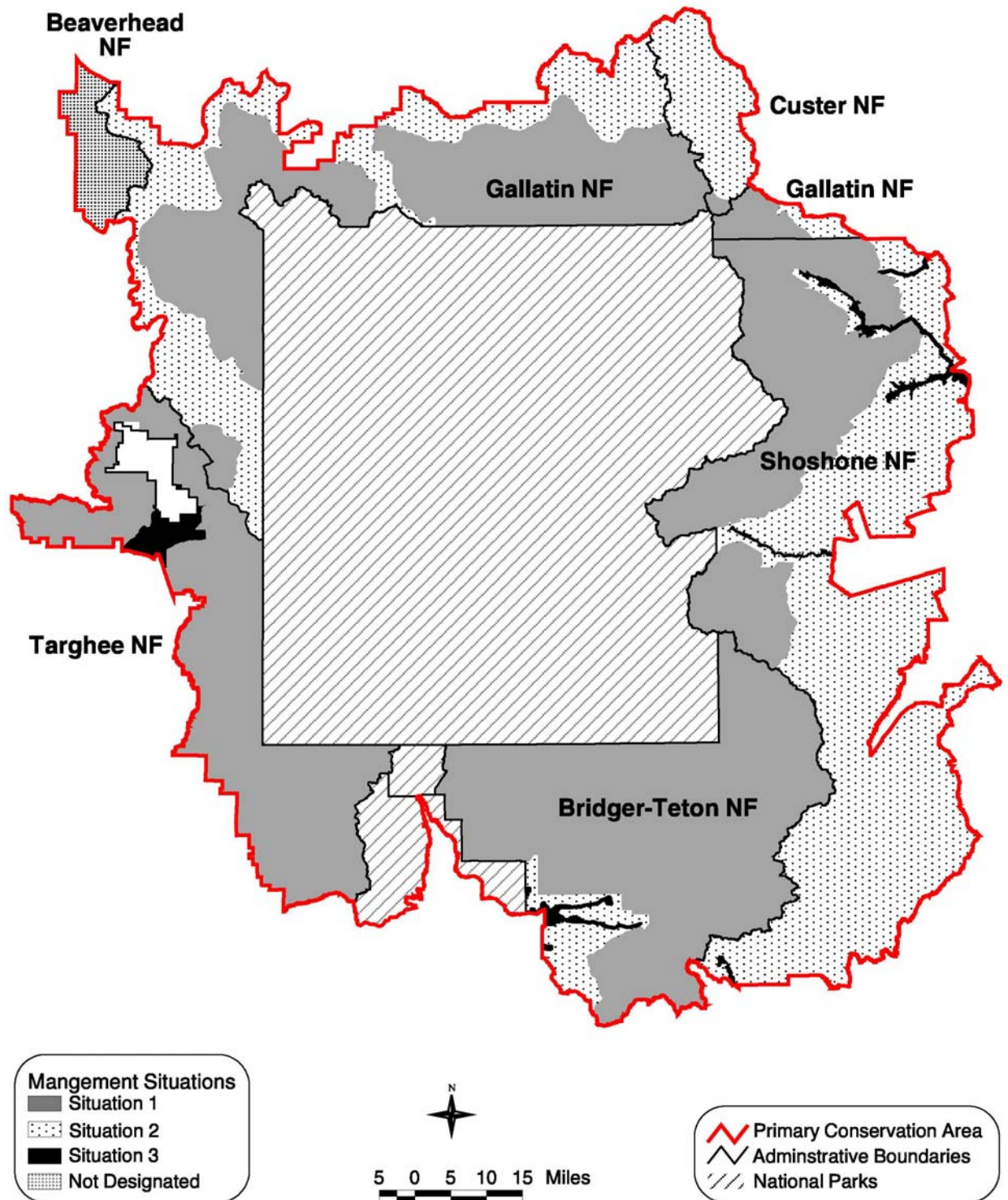
For the National Forest System lands in the grizzly bear recovery zone

- 59.3 percent are within MS 1
- 37.3 percent are within MS 2
- 1.4 percent are within MS 3
- 2 percent are not identified as a MS

The acres not identified as MS are all on the Beaverhead National Forest and are primarily designated wilderness (Figure 5).

The following is a brief description of each MS and a summary of the direction for maintaining and improving habitat and minimizing conflicts. Definitions and descriptions of the management situations and specific direction for resolving grizzly bear/human conflicts under the Guidelines can be found in appendices B and F.

Figure 5. Management Situations 1, 2, and 3 inside the recovery zone on the six GYA national forests.



**Management Situation 1.** The area contains grizzly population centers and habitat components needed for the survival and recovery of the species or a segment of its population. Grizzly habitat maintenance and improvement and grizzly bear/human conflict minimization receive the highest management priority.

The guidelines for MS 1 specify direction that will be implemented on timing and spacing of resource management activities, management of roads and trails to preclude conflicts, management of attractants, habitat improvement through vegetation manipulation, maintenance of mature whitebark pine, protection of important food production areas from livestock grazing, and management of wildlife and ungulate carcasses. Clauses are required in operating plans, permits, contracts, and special use permits to maintain or improve habitat for grizzlies, to cooperate in meeting agency goals and objectives for grizzly bears, and to resolve grizzly bear/human conflicts. Logging, fire activities, minerals activities, special uses, grazing, and recreation activities that will adversely affect grizzly populations and their habitat would not be permitted. Conflicts with bears and livestock are resolved in favor of the bear.

**Management Situation 2.** Current information indicates that the area lacks distinct population centers; highly suitable habitat does not generally occur, although some grizzly habitat components exist and grizzlies may be present occasionally. The grizzly bear is an important, but not the primary use of the area.

Specific guidelines for MS 2 are similar to those identified for MS 1 but in many cases the direction is to be implemented where feasible and/or only where grizzly presence is likely. Where grizzly presence is likely, the Guidelines require keeping attractants unavailable to bears and managing ungulate and wildlife carcasses. Generally, grizzly habitat improvement is not a consideration. Some exceptions are that silvicultural treatments will be designed to maintain or favor mature whitebark pine, and important food production areas will be protected from livestock grazing. Logging, fire activities, minerals activities, special uses, grazing, and recreation activities that will adversely affect grizzly populations will be avoided, if feasible. Conflicts with bears and livestock are resolved on a case-by-case basis.

**Management Situation 3.** Developments, such as campgrounds, resorts or other high human use associated facilities and human presence result in conditions that make grizzly bear presence untenable for humans and/or grizzlies. Grizzly habitat maintenance and improvement are not management considerations.

Guidelines are specific with direction that will be implemented on management of attractants and wildlife and ungulate carcasses where grizzly bear presence is likely. Clauses are required in operating plans, permits, contracts, and special use permits to cooperate in meeting agency grizzly management goals and objectives. Conflicts with livestock and bears are generally resolved by removing or relocating the bear.

***Individual Forest Plan Direction for Grizzly Bear Habitat Management***

*Beaverhead National Forest*

The Beaverhead Forest Plan, approved in 1986, includes a goal to provide habitat that contributes to the recovery of threatened and endangered species in accordance with approved recovery plans.

The Forest Plan states there is no occupied habitat on the Forest. The Forest Plan contains direction to document all grizzly bear use of the Forest and to evaluate habitat suitability in the Madison Range. Any habitat designated in the future as occupied will be managed according to the Recovery Plan. The Recovery Plan states that the Guidelines should be applied. Nuisance bears will also be managed according to the Guidelines. Amendment 10 closed the non-wilderness portion of the recovery zone to motorized access. Motorized access is restricted to designated routes.

The grizzly bear is a management indicator species and the Forest Plan requires annual monitoring of acres of habitat and number of animals.



The Draft Revised Land and Resource Management Plan for the Beaverhead-Deerlodge National Forest was issued in June 2005. In addition to incorporation of direction from this amendment, some specific direction is proposed for the grizzly bear, including managing for 60 percent or greater secure areas in the Gravelly Landscape.

*Bridger-Teton National Forest*

Forestwide grizzly bear recovery objectives identified in the 1990 Bridger-Teton National Forest Land and Resource Management Plan are:

- Provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population in the GYA as identified in the Recovery Plan
- Long-term Forest habitat management should provide vegetation diversity, approximate natural conditions, and include all successional stages important to the grizzly bear
- Prevent needless encounters between grizzly bears and people, and prevent grizzly bears from gaining access to attractants such as food and garbage

Management of grizzly bears and habitat inside the recovery zone is directed by “existing and future Interagency Grizzly Bear Management Guidelines.” Direction is also specified to follow the special order for sanitation, to make some changes in livestock distribution and numbers as necessary to avoid adverse effects to grizzly bears, and not to allow changes in class of livestock in MS 1 and MS 2. Several management areas inside the recovery zone emphasize enhancement of habitat and maintenance of recovered grizzly bear populations. Various standards and guidelines in these management areas require considerations for cover retention, size of openings, duration of activities, and size of the area impacted. Direction for several management areas inside the recovery zone states that no surface disturbing activities can occur until the grizzly bear CEM can be run to help determine potential effects on the bear. An oil and gas stipulation on part of the recovery zone states that if the grizzly bear is removed from protections under the ESA, a no surface occupancy stipulation will apply. Motorized access is restricted to designated routes with the exception of 60,000 acres in the Buffalo/Spread Creek BMU and 122,000 acres outside the PCA.

The grizzly bear is a management indicator species and monitoring requirements include compliance with the Guidelines by ground checking 75 percent of certain Forest activities to ensure compliance with food storage regulations and to use the CEM to ensure habitat capability for grizzly bears does not drop below recovery levels.

*Custer National Forest*

There is a Forestwide goal in the 1987 Custer National Forest and Grasslands Land and Resource Management Plan for the management of threatened and endangered species “to provide habitat that contributes to the recovery of the species.” Management inside the recovery zone is directed by the Guidelines and is incorporated into the Forest Plan by reference. Forestwide wildlife standards state that if threatened or endangered species are found during project level planning, the surface disturbing activity will be modified in such a way that the species will not be adversely affected, the surface disturbing activity will be disallowed, or consultation with the USFWS will be arranged. Additionally, all non-wilderness areas inside the recovery zone have oil and gas stipulations for no surface occupancy, or are available but not offered for lease. The Forest Plan requires monitoring of acres by habitat condition for grizzly bears. Motorized access is restricted to designated routes.

*Gallatin National Forest*

The 1987 Gallatin National Forest Plan has a goal to provide habitat for viable populations of threatened and endangered species, including the grizzly bear.

A modified version of the Guidelines provides direction for grizzly bear management inside the recovery zone and is included in the Forest Plan as appendix G. Direction is in the form of either standards or guidelines and the applicable MS. Additional direction for MS 1 and MS 2 areas on the duration of timber harvest activities, timing of re-entry, and maintenance of 5,000-acre

## *Alternatives Considered in Detail*

security areas adjacent to sale activities is incorporated through the Biological Opinion on the Forest Plan and is included in the Forest Plan as appendix H. Management area direction inside the recovery zone includes direction to 1) manage roads and trails and recreation activities to control public use in areas with a high potential for grizzly conflicts, 2) limit minerals activities to specific areas or periods to reduce mortality risk and reduction in habitat quality for grizzly bears, and 3) no new sheep allotments and sheep will not be restocked onto vacant allotments in MS 1 areas.

Amendment 19 established an objective to manage human access within the recovery zone in order to help meet the goal of grizzly bear recovery. Access standards were included in the Forest Plan that require, within BMU subunits, no increase in open motorized access route density and total motorized access route density, no decrease in core areas from 1995 levels, and to adopt “Yellowstone access standards” when they become available.

The Forest Plan includes requirements to monitor preventable grizzly bear mortalities and population trends of the grizzly bear as a management indicator species.

Motorized access is restricted to designated routes. In 2006, the Forest will complete a new travel management plan for public access and travel within the entire Forest and incorporate it into the Forest Plan.

### *Shoshone National Forest*

The 1986 Shoshone National Forest Land and Resource Management Plan includes a goal to “maintain or improve habitat for threatened and endangered species including participation in recovery efforts for listed species.”

An amendment to the Forest Plan in 1991 established the primacy of the Guidelines over all other Plan direction. This amendment incorporated the Guidelines, in total, by reference. In addition, the Forest Plan provides specific direction for minimizing impacts to grizzly bears from timber harvest activities. Standards provide direction on the timing and duration of timber harvest activities, restrict the number of entries per decade in a sale area for MS 1 areas, require periods of inactivity following sale activities before reentry in MS 2, prohibit entry in drainages with cover for grizzly bears below certain levels, and require 5,000-acre security areas adjacent to sale activities. Direction is also specified to apply a permit system in wilderness areas if necessary to prevent grizzly bear/human conflicts. A Forestwide standard in the 1996 Oil and Gas Leasing Record of Decision (USDA Forest Service 1995b) includes a no surface occupancy stipulation for oil and gas development to MS 1 lands outside wilderness, some MS 2 lands, and in moth aggregation areas. Security areas (5,000 acres) are required adjacent to oil and gas activity and no drilling is allowed within two miles of grizzly bear denning sites. A Forestwide standard in the Allowable Sale Quantity amendment (USDA Forest Service 1994a and b) specifies no net increase in roads and a Biological Opinion (USDI FWS 1996) from the USFWS requires no net gain in developed sites along the North Fork Shoshone River corridor. Motorized access is restricted to designated routes.

The grizzly bear is a management indicator species and served as the basis for formulation of habitat diversity standards in the Forest Plan. Monitoring is required for known human-caused grizzly bear mortalities, compliance with the 1986 Guidelines, and grizzly bear habitat effectiveness.

### *Targhee National Forest*

The Revised Targhee National Forest Plan was approved in 1997. Forestwide goals specific to the grizzly bear include direction to maintain habitat conditions sufficient to sustain a recovered population of grizzly bears, to integrate the Forest’s road and trail system with the needs of humans and grizzly bears, and to increase grizzly bear security.

Forestwide objectives for grizzly bear habitat are to

- Meet the recovery criteria in the Recovery Plan

- Implement the IGBC Guidelines
- Provide safe, secure sites for nuisance bears
- Achieve road density standards in the BMUs within three years of the implementation of the ROD [Record of Decision] in coordination with USFWS and state wildlife agencies
- Develop fire management plans for each of the BMUs to address wildfires and prescribed fire

In addition to direction requiring implementation of the Guidelines, the Forest has included Forestwide and specific management area direction for management areas inside the recovery zone. The Forest Plan incorporates many of the management concepts embedded in the Conservation Strategy, as the revised Plan was being developed in close coordination with the development of the Conservation Strategy.

The Forest Plan includes a Forestwide guideline identifying focus groups for grizzly bear education. All sheep allotments inside the recovery zone will be phased out on an opportunity basis. Prescriptions are designated for grizzly bear core and security areas where human activities are restricted or limited. Open and total motorized access route density standards are identified for each of the BMUs inside the recovery zone. Inside the recovery zone, operating plans, special use permits, and grazing permits require management of human attractants and livestock carcasses. Temporary cessation or modification of permitted activities will occur to resolve grizzly bear/human conflicts. Where grazing is allowed inside the recovery zone, high quality food production areas for grizzly bears will receive special grazing direction. In areas where timber harvest is allowed inside the recovery zone, it is required that 7,000-acre security areas are maintained adjacent to sale areas.

There are numerous other standards and guidelines relating to timing of projects, size of projects, location of roads, administrative use of roads, restricting roads to project activities, improving grizzly bear habitat, and minimizing grizzly bear/human conflicts depending on the management area. The recovery zone is not available for oil and gas leasing. All standards and guidelines specifically for grizzly bears are directed only within the recovery zone. Motorized access is restricted to designated routes with the exception of 11,000 acres in the Henrys Lake BMU (MS 3) and 32,000 acres outside the PCA.

The grizzly bear is a management indicator species and monitoring items specific for grizzly bears include grizzly bear population trend in cooperation with the IGBST, habitat changes through annual updates of relevant GIS databases, and improvement of grizzly bear habitat through use of the CEM. In addition, the Forest will monitor achievement of road density standards and road closure effectiveness.

**Summary of Direction for Alternative 1 for all GYA National Forests**

Direction for long-term maintenance of secure habitat would continue as per the management area direction for individual forest plans. Any changes in secure habitat and motorized access route density outside of management areas that preclude road construction would be determined through analysis directed by the Guidelines for each management situation and other specific forest plan direction. Reductions in secure habitat and increases in motorized access route density could occur.

Any proposed changes in the number and capacity of developed sites would primarily be evaluated as directed by the Guidelines according to the management situation. In most situations increases could occur, especially in MS 2 and MS 3 areas.

Increases in the number of allotments or number of sheep would be directed primarily by the Guidelines; increases could occur, particularly in MS 2 and MS 3.

Inside the recovery zone, all forests (except 2.4 percent of the Targhee National Forest and 8.3 percent of the Bridger-Teton National Forest) restrict motorized access to designated routes. Areas on the Targhee and Bridger-Teton National Forests that are not restricted to motorized travel routes will need to comply with the Travel Management Final Rule governing motor vehicle use on national forests (USDA Forest Service 2005e) within the next four years. The

Final Rule requires all national forests to identify and designate roads, trails, and areas that are open to motor vehicle use.

Over-the-snow use would be monitored and mitigated around known denning sites, according to the terms and conditions of the 2002 Biological Opinion on the Effects of Snowmobile Use on Grizzly Bears (USDI FWS 2002). The Targhee National Forest would restrict over-the-snow use to resolve specific conflicts with grizzly bears.

Most areas inside the recovery zone would be either not available for oil and gas leasing or the no surface occupancy stipulation would apply. Approximately 2.8 percent of National Forest System lands in the recovery zone are available for surface occupancy for oil and gas leasing. Outside the recovery zone, oil and gas leasing would vary by forest as specified in existing forest plans because the Guidelines do not apply to those areas. Hardrock minerals and salable minerals operations would be allowed and mitigated under current laws and regulations and forest plan standards.

Direction to keep human food and garbage and pet and processed livestock foods unavailable to bears is included in all forest plans as per the Guidelines.

BMUs and subunits have been used for over a decade to evaluate population and habitat information inside the recovery zone (Figure 6). Subunits provide the optimal scale for evaluation of seasonal feeding opportunities and landscape patterns of food availability for grizzly bears (Weaver et al. 1986). Existing forest plans, except the Gallatin Forest Plan and the 1997 Revised Targhee Forest Plan, do not contain specific direction for management of habitats by subunit. Habitat inside the PCA on all forests would continue to be evaluated and monitored by subunits in cooperation with the IGBST. Individual forests would monitor whitebark cone production in cooperation with the IGBST as part of monitoring grizzly bear food sources.

Bear baiting, under state direction, is not allowed inside the PCA. Outside the PCA, Montana is closed to bear baiting, Idaho is open for black bear baiting, and Wyoming allows bear baiting in most areas, unless conflicts occur with grizzlies (some areas are currently closed).

Monitoring for Alternative 1 varies by forest, as described above for each forest.

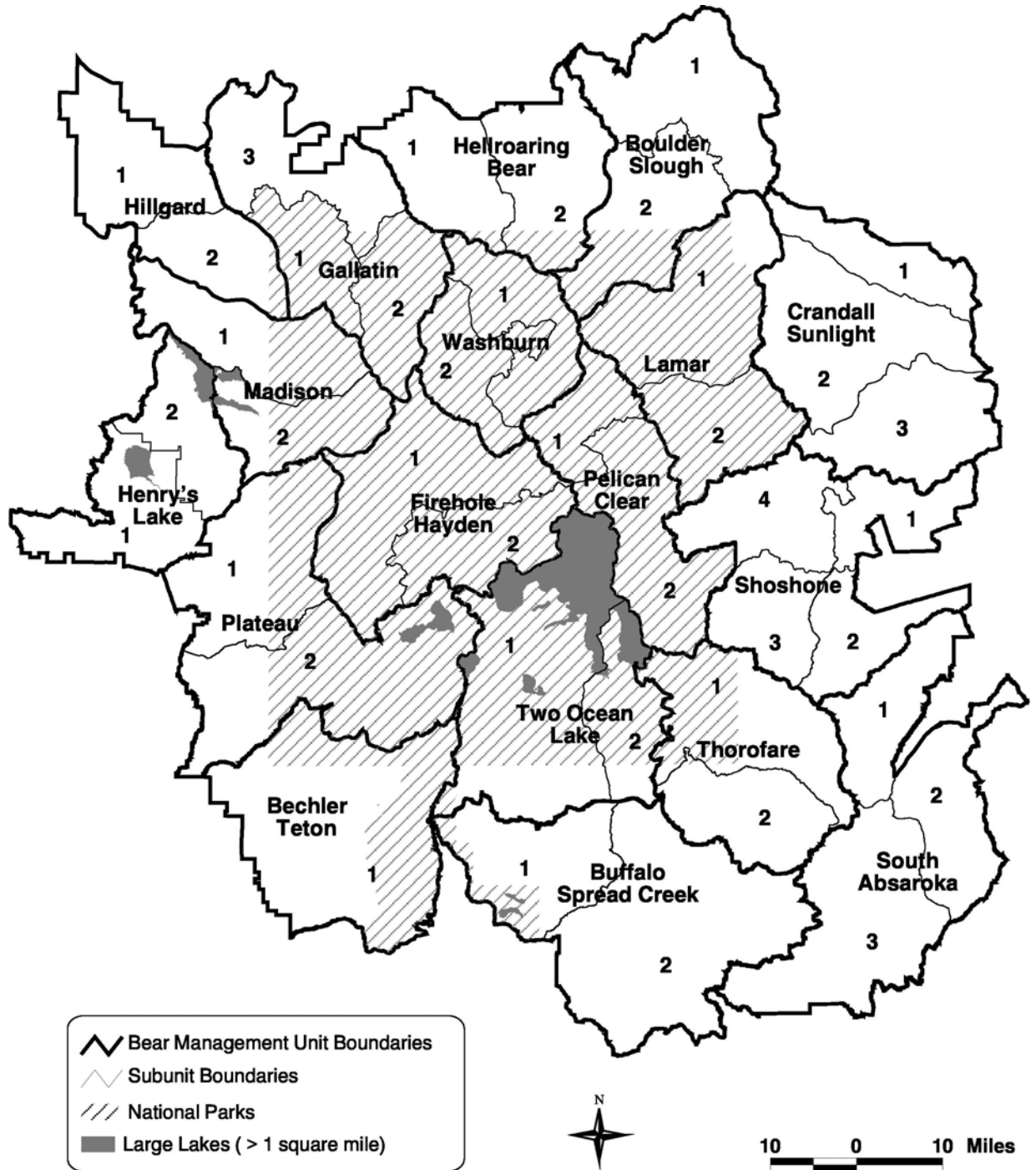
### **2.1.2 Alternative 2 (Proposed Action)**

The purpose of this alternative is to implement the appropriate habitat standards and monitoring protocols as documented in the Conservation Strategy. Alternative 2 was presented as the proposed action during the scoping period and the preferred alternative in the DEIS. Alternative 2-Modified is now the preferred alternative in the FEIS.

This alternative would provide programmatic direction in the form of habitat standards and guidelines for management of grizzly bear habitat security, developed sites, nuisance grizzly bear management, and livestock grazing within the PCA. All standards apply only to the PCA.

Standards are based on 1998 human activity levels. By 1998, all demographic recovery criteria were met, and the population was increasing between 3 percent and 7 percent annually (Eberhardt et al. 1994, Boyce 1995, Knight et al. 1995, Eberhardt and Knight 1996, Eberhardt and Cherry 2000, Boyce et al. 2001, Harris et al. 2005). See discussion in section 3.3.3 on the grizzly bear population in the GYA. The main assumption is that the levels of habitat security and other habitat conditions in 1998 provided the base environment that led to this ongoing growth of the bear population. Secure habitat and the number and capacity of developed sites changed little during the previous 10 years. The secure habitat and developed site standards apply to each of the BMU subunits on National Forest System lands inside the PCA (Figure 6).

Figure 6. Bear management units and subunits.



BMU and subunit information within the PCA—the 1998 baseline—is shown in appendix A. The nuisance bear standards from the Conservation Strategy are reproduced in appendix G.

**Goal—Grizzly Bear Habitat Conservation**

Grizzly bear habitat within the PCA would be managed to sustain the recovered Yellowstone grizzly bear population.

**Standard 1—Secure Habitat**

Inside the PCA, the percent of secure habitat within each BMU subunit would be maintained at or above levels that existed in 1998. Temporary and permanent changes would be allowed under specific conditions identified below.

*Application Rules for Changes in Secure Habitat*

**Permanent changes to secure habitat.** A project may permanently change secure habitat provided that replacement secure habitat of equivalent habitat quality (as measured by the CEM or equivalent technology) would be provided in the same BMU subunit. The replacement habitat must be maintained for a minimum of 10 years and would either be in place before project initiation or be provided concurrently with project development as an integral part of the project plan. A proactive increase in secure habitat may be banked to offset the impacts of future projects of that administrative unit within that subunit.

**Temporary changes to secure habitat.** Temporary reductions in secure habitat could occur to allow projects, if all of the following conditions are met:

- Only one project is active per grizzly subunit at any one time.
- The total acreage of active projects within a given BMU would not exceed 1 percent of the acreage in the largest subunit within that BMU. The acreage of a project that counts against the 1 percent limit is the acreage associated with the 500-meter buffer around any gated or open motorized access route or recurring low level helicopter flight line, where the buffer extends into secure habitat.
- Secure habitat would be restored within one year after completion of the project.

**Acceptable activities in secure habitat.** Activities that do not require road construction, reconstruction, opening a permanently restricted road, or recurring helicopter flight lines at low elevation do not detract from secure habitat. Examples of such activities include thinning, tree planting, prescribed fire, trail maintenance, and administrative studies/monitoring. Activities should be concentrated in time and space to the extent feasible to minimize disturbance. Land management agencies would be sensitive to these activities occurring adjacent to active projects and would analyze the effects in the NEPA process for the project.

- Helicopter use to respond to emergencies such as fire suppression or search and rescue activities does not detract from secure habitat under this definition. Likewise, helicopter use for short-term activities such as prescribed fire ignition/ management, periodic administrative flights, and other similar activities does not constitute a project under this definition.
- Motorized access routes with permanent barriers, decommissioned or obliterated roads, non-motorized trails, winter snow machine trails, and other motorized winter activities do not count against secure habitat.
- Project activities occurring between December 1 and February 28 do not count against secure habitat.
- To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as access to private lands under the Alaska National Interest Lands Conservation Act (ANILCA) and the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or above the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted.

- Existing oil and gas and other mineral leases would be honored, and proposed APDs (Application for Permit to Drill) and operating plans within those leases would strive to meet the Application Rules for changes in secure habitat. New leases, APDs, and operating plans would meet Standards 1 and 2.

**Standard 2—Developed Sites**

The number and capacity of developed sites within the PCA would be maintained at or below the 1998 level with the following exceptions: any proposed increase, expansion, or change of use of developed sites from the 1998 baseline in the PCA would be analyzed, and potential detrimental and positive impacts on grizzly bears documented through biological evaluation or assessment by the action agency.

*Application Rules for Developed Sites*

Mitigation of detrimental impacts would occur within the affected subunit and would be equivalent to the type and extent of impact. Mitigation measures would be in place before the initiation of the project or included as an integral part of the completion of the project.

- Consolidation and/or elimination of dispersed campsites would be considered adequate mitigation for increases in human capacity at developed campgrounds if the new site capacity were equivalent to the dispersed camping eliminated.
- New sites would require mitigation within that subunit to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.
- Administrative site expansions would be exempt from human capacity mitigation expansion if such developments were necessary for enhancement of management of public lands and other viable alternatives were not available. Temporary work camps for highway construction or other major maintenance projects would be exempt from human capacity mitigation if other viable alternatives were not available. Food storage facilities and management must be in place to ensure food storage compliance, i.e., regulations established and enforced, camp monitors, etc. All other factors resulting in potential detrimental impacts to grizzly bears would be mitigated as identified for other developed sites.
- To benefit the bear, land managers may improve the condition of existing developed sites by adjusting the capacity, season of use, and access to surrounding habitats. The improvements may then be used at a future date to mitigate equivalent impacts of proposed site development increase, expansion, or change of use for that administrative unit within that subunit.
- To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or below the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted. Mitigation for Mining Law site impacts would follow standard developed site mitigation to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.
- Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet the developed site standard. New leases, APDs, and operating plans would meet the developed site standard.
- Developments on private land are not counted against this standard.

**Standard 3—Livestock Grazing**

Inside the PCA, no new active commercial livestock grazing allotments would be created and there would be no increases in permitted sheep AMs from the identified 1998 baseline. Existing sheep allotments would be monitored, evaluated, and phased out as opportunities arise with willing permittees.

*Application Rules for Livestock Grazing*

Allotments include both vacant and active commercial grazing allotments. Reissuance of permits for vacant cattle allotments may result in an increase in the number of permitted cattle, but the number of allotments would remain the same as the 1998 baseline. Combining or dividing existing allotments would be allowed as long as acreage in allotments does not increase. Any such use of vacant cattle allotments resulting in an increase in permitted cattle numbers would be allowed only after an analysis to evaluate impacts on grizzly bears. Where recurring conflicts occur on cattle allotments inside the PCA, and as opportunities exist with willing permittees, one alternative for resolving the conflict may be to phase out cattle grazing or to move the cattle to a currently vacant allotment where there is less likelihood of conflict. Should such cattle grazing be phased out, the cattle allotment with the history of chronic conflicts may be closed to grazing without further NEPA analysis.

**Standard 4**

The Guidelines and Management Situations would no longer apply<sup>9</sup>.

**Standard 5—Nuisance Bears**

Forests would coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.

**Guideline 1—Winter Motorized Access**

Inside the PCA, localized area restrictions would be used to address conflicts with winter use activities, where conflicts occur during denning or after bear emergence in the spring.

**Monitoring**

Monitoring requirements in the proposed action include monitoring adherence to the standards, and monitoring changes in motorized access route density and habitat effectiveness inside the PCA. These requirements are described in section 2.1.6.

**2.1.3 Alternative 2-Modified (Preferred Alternative)**

Alternative 2-Modified was developed in response to comments received on the DEIS. A key public concern was the lack of direction and guidance outside the PCA for grizzly bear habitat management. Alternative 2-Modified is similar to Alternative 2 but adds additional direction and guidance for management of grizzly bears, including a goal for accommodating grizzly bears outside the PCA, direction on managing livestock allotments with recurring grizzly bear conflicts, allowing for the retirement of those allotments on a willing permittee basis (Guideline 2), direction for minimizing grizzly bear/human conflicts using food storage and other management tools (Standard 6 and Guideline 3), and guidance on maintaining key grizzly bear food sources (Guideline 4). Most of this additional direction and guidance applies both inside and outside the PCA in areas that are biologically suitable and socially acceptable as described in state plans.

Monitoring of changes in secure habitat outside the PCA was added to Monitoring Item 1, monitoring and evaluation for recurring conflicts with grizzly bears both inside and outside the PCA was added to Monitoring Item 3, and monitoring of whitebark pine was added (Monitoring Item 5). Standard 4, stating that guidelines and management situations would no longer apply, was dropped because that direction could be described in the Record of Decision.

BMU and subunit information within the PCA—the 1998 baseline—is shown in appendix A. The nuisance bear standards from the Conservation Strategy are reproduced in appendix G.

**Goal—Grizzly Bear Habitat Conservation**

Grizzly bear habitat within the PCA would be managed to sustain the recovered Yellowstone grizzly bear population. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, accommodate grizzly

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<sup>9</sup> An exception is the Caribou-Targhee National Forest. The use of management situation lines is an integral part of management under the Targhee National Forest 1997 Revised Forest Plan.



bear populations to the extent that accommodation is compatible with the goals and objectives of other uses.

**Standard 1—Secure Habitat**

Inside the PCA, the percent of secure habitat within each BMU subunit would be maintained at or above levels that existed in 1998. Projects that change secure habitat would follow the Application Rules.

*Application Rules for Changes in Secure Habitat*

**Permanent changes to secure habitat.** A project may permanently change secure habitat provided that replacement secure habitat of equivalent habitat quality (as measured by the CEM or equivalent technology) would be provided in the same BMU subunit. The replacement habitat must be maintained for a minimum of 10 years and would either be in place before project initiation or be provided concurrently with project development as an integral part of the project plan. A proactive increase in secure habitat may be banked to offset the impacts of future projects of that administrative unit within that subunit.

**Temporary changes to secure habitat.** Temporary reductions in secure habitat could occur to allow projects, if all of the following conditions are met:

- Only one project is active per grizzly subunit at any one time.
- The total acreage of active projects within a given BMU would not exceed 1 percent of the acreage in the largest subunit within that BMU. The acreage of a project that counts against the 1 percent limit is the acreage associated with the 500-meter buffer around any gated or open motorized access route or recurring low level helicopter flight line, where the buffer extends into secure habitat.
- To qualify as a temporary project, implementation would last no longer than three years.
- Secure habitat would be restored within one year after completion of the project.
- Project activities should be concentrated in time and space to the extent feasible to minimize disturbance.

**Acceptable activities in secure habitat.** Activities that do not require road construction, reconstruction, opening a permanently restricted road, or recurring helicopter flight lines at low elevation do not detract from secure habitat. Examples of such activities include thinning, tree planting, prescribed fire, trail maintenance, and administrative studies/monitoring. Activities should be concentrated in time and space to the extent feasible to minimize disturbance. Land management agencies would be sensitive to these activities occurring adjacent to active projects and would analyze the effects in the NEPA process for the project.

- Helicopter use to respond to emergencies such as fire suppression or search and rescue activities does not detract from secure habitat under this definition. Likewise, helicopter use for short-term activities such as prescribed fire ignition/ management, periodic administrative flights, and other similar activities does not constitute a project under this definition.
- Motorized access routes with permanent barriers, decommissioned or obliterated roads, non-motorized trails, winter snow machine trails, and other motorized winter activities do not count against secure habitat.
- Project activities occurring between December 1 and February 28 do not count against secure habitat.
- To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as access to private lands under the ANILCA and the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or above the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted.

## *Alternatives Considered in Detail*

- Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet the Application Rules for changes in secure habitat. New leases, APDs, and operating plans would meet Standards 1 and 2.

### **Standard 2—Developed Sites**

The number and capacity of developed sites within the PCA would be maintained at or below the 1998 level with the following exceptions: any proposed increase, expansion, or change of use of developed sites from the 1998 baseline in the PCA would be analyzed, and potential detrimental and positive impacts on grizzly bears documented through biological evaluation or assessment by the action agency. Projects that change the number or capacity of developed sites would follow the Application Rules.

#### *Application Rules for Developed Sites*

Mitigation of detrimental impacts would occur within the affected subunit and would be equivalent to the type and extent of impact. Mitigation measures would be in place before the initiation of the project or included as an integral part of the completion of the project.

- Consolidation and/or elimination of dispersed campsites would be considered adequate mitigation for increases in human capacity at developed campgrounds if the new site capacity were equivalent to the dispersed camping eliminated.
- New sites would require mitigation within that subunit to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.
- Administrative site expansions would be exempt from human capacity mitigation expansion if such developments were necessary for enhancement of management of public lands and other viable alternatives were not available. Temporary work camps for highway construction or other major maintenance projects would be exempt from human capacity mitigation if other viable alternatives were not available. Food storage facilities and management must be in place to ensure food storage compliance, i.e., regulations established and enforced, camp monitors, etc. All other factors resulting in potential detrimental impacts to grizzly bears would be mitigated as identified for other developed sites.
- To benefit the bear, land managers may improve the condition of existing developed sites by adjusting the capacity, season of use, and access to surrounding habitats. The improvements may then be used at a future date to mitigate equivalent impacts of proposed site development increase, expansion, or change of use for that administrative unit within that subunit.
- To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or below the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted. Mitigation for Mining Law site impacts would follow standard developed site mitigation to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.
- Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet the developed site standard. New leases, APDs, and operating plans would meet the developed site standard.
- Developments on private land are not counted against this standard.

### **Standard 3—Livestock Grazing**

Inside the PCA, no new active commercial livestock grazing allotments would be created and there would be no increases in permitted sheep AMs from the identified 1998 baseline. Existing sheep allotments would be monitored, evaluated, and phased out as opportunities arise with willing permittees.

*Application Rules for Livestock Grazing*

Allotments include both vacant and active commercial grazing allotments. Reissuance of permits for vacant cattle allotments may result in an increase in the number of permitted cattle, but the number of allotments would remain the same as the 1998 baseline. Combining or dividing existing allotments would be allowed as long as acreage in allotments does not increase. Any such use of vacant cattle allotments resulting in an increase in permitted cattle numbers would be allowed only after an analysis to evaluate impacts on grizzly bears.

**Guideline 2—Livestock Grazing**

Inside the PCA, cattle allotments or portions of cattle allotments with recurring conflicts that cannot be resolved through modification of grazing practices may be retired as opportunities arise with willing permittees. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, livestock allotments or portions of allotments with recurring conflicts that cannot be resolved through modification of grazing practices may be retired as opportunities arise with willing permittees.

*Application Rules for Livestock Grazing Guideline*

Permittees with allotments with recurring conflicts would be given the opportunity for placing livestock in a vacant allotment outside the PCA where there is less likelihood for conflicts with grizzly bears as these allotments become available.

**Standard 5—Nuisance Bears**

Forests would coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.

**Standard 6—Food Storage and Other Management Tools**

Inside the PCA, grizzly bear/human conflicts would be minimized using food storage orders, information and education, and other management tools.

**Guideline 3—Food Storage and Other Management Tools**

Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, proper sanitation techniques would be emphasized, including food storage orders, and information and education, while working with local governments and other agencies.

**Guideline 1—Motorized Access**

Inside the PCA, localized area restrictions would be used to address conflicts with winter use activities, where conflicts occur during denning or after bear emergence in the spring.

**Guideline 4—Food Sources**

Inside the PCA and outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy. Emphasize maintaining and restoring whitebark pine stands inside and outside the PCA.

**Monitoring**

Monitoring requirements in Alternative 2-Modified include monitoring adherence to the standards and monitoring changes in motorized access route density and habitat effectiveness inside the PCA. Outside the PCA, monitoring would obtain information on trends on secure habitat; the status of whitebark pine and monitoring of recurring conflicts would occur on allotments both inside and outside the PCA. These requirements are described in section 2.1.7.

## **2.1.4 Alternative 3**

This alternative was developed in response to comments suggesting the Forest Service provide more restrictive habitat protection for the grizzly bear inside the PCA. The purpose is to address the potential future loss of major bear foods and further reduce the potential for grizzly bear/human conflicts and bear mortality inside the PCA. This alternative maintains the current

size of the area where management direction would favor grizzly bears with more restrictive standards. The major differences between this alternative and Alternatives 1, 2, and 2-Modified are that:

- Inside the PCA, no permanent or temporary reduction in secure habitat would be allowed and secure habitat would be increased
- Inside the PCA, proposed increases in developed sites or capacity of developed sites could not be mitigated and would not be allowed
- Sheep grazing in the PCA would be eliminated within three years rather than phased out

Alternative 3 would require additional restrictions to resolve grizzly bear/human conflicts and protect important food sources, restrict off-road travel (except over-the-snow use) to designated routes, eliminate over-the-snow use in grizzly bear denning areas, and not allow new oil and gas leases.

Standards are based on 1998 human activity levels. The secure habitat and developed site standards apply to each of the BMU subunits on National Forest System lands inside the PCA (Figure 6).

BMU and subunit information within the PCA—the 1998 baseline—is shown in appendix A. The nuisance bear standards from the Conservation Strategy are reproduced in appendix G.

***Goal—Grizzly Bear Habitat Conservation***

Grizzly bear habitat within the PCA would be managed to sustain the recovered Yellowstone grizzly bear population.

***Standard 1—Secure Habitat***

Inside the PCA, the percent of secure habitat within each BMU subunit would be maintained at or above levels that existed in 1998. No permanent or temporary changes would be allowed. Where secure habitat is below 70 percent, it would be increased to 70 percent within five years, where feasible. Areas to be restored would be prioritized based on quality of bear habitat. Inventoried roadless areas would be maintained in a roadless condition, and existing motorized routes in inventoried roadless areas would be removed within five years.

***Application Rules for Secure Habitat***

***Statutory or contractual rights.*** To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as access to private lands under the ANILCA and the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in a decrease in secure habitat below the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or above the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted.

Existing oil and gas leases would be honored, and proposed APDs and operating plans within those leases would strive to meet Standards 1 and 2.

***Acceptable activities in secure habitat.*** Activities that do not require road construction, reconstruction, opening a permanently restricted road, or recurring helicopter flight lines at low elevation do not detract from secure habitat. Examples of such activities include thinning, tree planting, prescribed fire, trail maintenance, and administrative studies/monitoring. Activities should be concentrated in time and space to the extent feasible to minimize disturbance. Land management agencies would also be sensitive to these activities occurring adjacent to active projects and would analyze the effects in the NEPA process for the project.

- Helicopter use to respond to emergencies such as fire suppression or search and rescue activities does not detract from secure habitat under this definition. Likewise, helicopter use for short-term activities such as prescribed fire ignition/ management, periodic administrative flights, and other similar activities does not constitute a project under this definition.

- Motorized access routes with permanent barriers, decommissioned or obliterated roads, non-motorized trails, winter snow machine trails, and other motorized winter activities do not count against secure habitat.
- Project activities occurring between December 1 and February 28 do not count against secure habitat.

**Standard 2—Developed Sites**

The number and capacity of developed sites within the PCA would be maintained at or below the 1998 level, except for statutory or contractual rights.

*Application Rules for Developed Sites*

- To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or below the 1998 baseline would be accomplished in adjacent subunits when possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted. Mining Law site impacts would require mitigation to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.
- Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet Standards 1 and 2.
- Developments on private land are not counted against this standard.

**Standard 3—Livestock Grazing**

Inside the PCA, no new active commercial livestock grazing allotments would be created and permitted sheep grazing would be closed within three years, starting with those allotments with recurring conflicts with grizzly bears. Those portions of cattle allotments with recurring conflicts with grizzly bears would be closed.

*Application Rules for Livestock Grazing*

Allotments include both vacant and active commercial grazing allotments. Reissuance of permits for vacant cattle allotments may result in an increase in the number of permitted cattle, but the number of allotments would remain the same as the 1998 baseline. Combining or dividing existing allotments would be allowed as long as acreage in allotments does not increase. Any such use of vacant cattle allotments resulting in an increase in permitted cattle numbers would be allowed only after an analysis by the action agency to evaluate impacts on grizzly bears.

**Standard 4**

The Guidelines and Management Situations would no longer apply<sup>10</sup>.

**Standard 5—Nuisance Bears**

Forests would coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.

**Standard 7—Off-road Motorized Access**

Inside the PCA, motorized access (except over-the-snow use) would be restricted to designated routes. In denning areas, over-the-snow use would be eliminated during the denning period (November 1 through April 30).

**Standard 8—Oil and Gas and Other Mineral Leasing**

Inside the PCA, no new oil and gas or other mineral leases would be allowed. Existing leases would be honored. Locatable minerals would be allowed and mitigated under current laws and regulations and forest plan standards. (See the Application Rules for Standards 1 and 2.)

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<sup>10</sup> An exception is the Caribou-Targhee National Forest. The use of management situation lines is an integral part of management under the Targhee National Forest 1997 Revised Forest Plan.

**Standard 9—Recreation Conflicts**

Inside the PCA, developed sites or dispersed camping, including outfitter camps, with recurring grizzly bear/human conflicts would be eliminated. Human use of backcountry trails would be reduced or eliminated seasonally or yearlong in areas with recurring grizzly bear/human conflicts.

**Standard 10—Food Sources**

Inside the PCA, where needed, critical food sources including whitebark pine seed production, army cutworm moth aggregation sites, major fish spawning areas, elk parturition areas, and big game winter ranges would be maintained. Seasonal area closures would be used to provide adequate security to ensure important food areas are available to bears.

**Monitoring**

Monitoring requirements in Alternative 3 would include monitoring adherence to the standards, and monitoring changes in motorized access route density and habitat effectiveness inside the PCA. These requirements are described in section 2.1.6.

**2.1.5 Alternative 4**

This alternative was developed in response to comments suggesting the Forest Service extend grizzly bear habitat protection beyond the PCA. The purpose is to address the potential future loss of major bear foods, increase the probability of habitat connectivity with other ecosystems, improve linkage and connectivity between key habitats within the six GYA national forests, and further reduce the potential for grizzly bear/human conflicts and bear mortality throughout the GYA. This alternative increases the size of the area where management direction would favor grizzly bears with the more restrictive standards described for Alternative 3. For Alternative 4, the boundary outside the PCA and the standards and guidelines were developed using information obtained from scoping (Figure 7). Existing evaluations of suitable habitat and linkage areas for grizzly bears within the six GYA forests were used as the basis for delineation of this boundary (Walker and Craighead 1997, Willcox and Ellenberger 2000, Merrill and Mattson 2003). The boundary was again reviewed after receiving comments on the DEIS to expand the Alternative 4 boundary, for example, to the Wyoming Range, portions of the Wind River Range, and the Salt River Range. These areas were reconsidered in the finalization of Alternative 4 and were again determined to be unlikely to be effectively occupied by grizzly bears due to high levels of agricultural use. Similarly, the Wyoming Game and Fish Department has determined that these areas are socially unacceptable (State of Wyoming 2005).

Standards are based on 1998 human activity levels inside the PCA and 2003 levels in areas outside the PCA. The secure habitat and developed site standards apply to each of the BMU subunits and analysis areas on National Forest System lands inside this area.

Analysis units created for this assessment outside the PCA were similar in size to BMU subunits inside the PCA. Fourth and fifth level watershed boundaries were used as the primary delineators because grizzly bear habitat use information was incomplete to assist in the development of these analysis units.

BMU and subunit information within the PCA—the 1998 baseline—and outside the PCA—the 2003 baseline—are shown in appendix A. The nuisance bear standards from the Conservation Strategy are reproduced in appendix G.

**Goal—Grizzly Bear Habitat Conservation**

Grizzly bear habitat within the PCA and additional areas outside the PCA would be managed to sustain the recovered Yellowstone grizzly bear population.

**Standard 1—Secure Habitat**

Inside the PCA the percent of secure habitat within each BMU subunit would be maintained at or above levels that existed in 1998, outside the PCA at or above 2003 levels. No permanent or temporary changes would be allowed. Where secure habitat is below 70 percent, it would be increased to 70 percent within five years, where feasible. Areas to be restored would be

prioritized based on quality of bear habitat. Inventoried roadless areas would be maintained in a roadless condition, and existing motorized routes in inventoried roadless areas would be removed within five years. Projects would be limited to no more than three years in duration and associated activities would occur at a time when the habitat is of little or no importance to grizzly bears.

*Application Rules for Secure Habitat*

**Statutory or contractual rights.** To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as access to private lands under the ANILCA and the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in a decrease in secure habitat below the appropriate baseline that cannot be compensated for within that subunit or analysis unit, compensation, to levels at or above the appropriate baseline would be accomplished in adjacent subunits or analysis units when possible, or the closest subunit if this is not possible, or in areas outside the Alternative 4 boundary as close as possible to the impacted subunit or analysis unit. Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet Standards 1 and 2.

**Acceptable activities in secure habitat.** Activities that do not require road construction, reconstruction, opening a permanently restricted road, or recurring helicopter flight lines at low elevation do not detract from secure habitat. Examples of such activities include thinning, tree planting, prescribed fire, trail maintenance, and administrative studies/monitoring. Activities should be concentrated in time and space to the extent feasible to minimize disturbance. Land management agencies would be sensitive to these activities occurring adjacent to active projects and would analyze the effects in the NEPA process for the project.

- Helicopter use to respond to emergencies such as fire suppression or search and rescue activities does not detract from secure habitat under this definition. Likewise, helicopter use for short-term activities such as prescribed fire ignition/ management, periodic administrative flights, and other similar activities does not constitute a project under this definition.
- Motorized access routes with permanent barriers, decommissioned or obliterated roads, non-motorized trails, winter snow machine trails, and other motorized winter activities do not count against secure habitat.
- Project activities occurring between December 1 and February 28 do not count against secure habitat.

**Standard 2—Developed Sites**

The number and capacity of developed sites within the PCA would be maintained at or below the 1998 level, and at or below the 2003 level outside the PCA, except for statutory or contractual rights.

*Application Rules for Developed Sites*

To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly habitat from activities based in statutory rights, such as the 1872 General Mining Law. In those expected few cases where the mitigated effects would result in an exceedance of the appropriate baseline that cannot be compensated for within that subunit or analysis unit, compensation, to levels at or below the appropriate baseline would be accomplished in adjacent subunits or analysis units when possible, or the closest subunit if this is not possible, or in areas outside the Alternative 4 boundary as close as possible to the impacted subunit or analysis unit. Mining Law site impacts would require mitigation to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats.

Existing oil and gas and other mineral leases would be honored, and proposed APDs and operating plans within those leases would strive to meet Standards 1 and 2.

Developments on private land would not be counted against this standard.

**Standard 3—Livestock Grazing**

No new active commercial livestock grazing allotments would be created and permitted sheep grazing would be closed within three years, starting with those allotments with recurring conflicts with grizzly bears. Those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears would be closed.

*Application Rules for Livestock Grazing*

Allotments include both vacant and active commercial grazing allotments. Reissuance of permits for vacant cattle allotments may result in an increase in the number of permitted cattle, but the number of allotments would remain the same as the identified baseline. Combining or dividing existing allotments would be allowed as long as acreage in allotments does not increase. Any such use of vacant cattle allotments resulting in an increase in permitted cattle numbers would be allowed only after an analysis by the action agency to evaluate impacts on grizzly bears.

**Standard 4**

The Guidelines and Management Situations would no longer apply<sup>11</sup>.

**Standard 5—Nuisance Bears**

Forests would coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.

**Standard 7—Off-road Motorized Access**

Motorized access (except over-the-snow use) would be restricted to designated routes. In denning areas, over-the-snow use would be eliminated during the denning period (November 1 through April 30).

**Standard 8—Oil and Gas and Other Mineral Leasing**

No new oil and gas or other mineral leases would be allowed. Existing leases would be honored. Locatable minerals would be allowed and mitigated under current laws and regulations and forest plan standards. (See the Application Rules for Standards 1 and 2.)

**Standard 9— Recreation Conflicts**

Developed sites or dispersed camping, including outfitter camps, with recurring grizzly bear/human conflicts would be eliminated. Human use of backcountry trails would be reduced or eliminated seasonally or yearlong in areas with recurring grizzly bear/human conflicts.

**Standard 10—Food Sources**

Where needed, critical food sources including whitebark pine seed production, army cutworm moth aggregation sites, major fish spawning areas, elk parturition areas, and big game winter ranges would be maintained. Seasonal area closures would be used to provide adequate security to ensure areas are available to bears.

**Guideline 1—Black Bear Baiting**

Forests would coordinate as necessary with states in closing black bear baiting where grizzly bear conflicts occur because of black bear baiting.

**Objective 1— Food Storage**

A uniform forestwide food storage order, where not currently in place, would be implemented within one year.

**Monitoring**

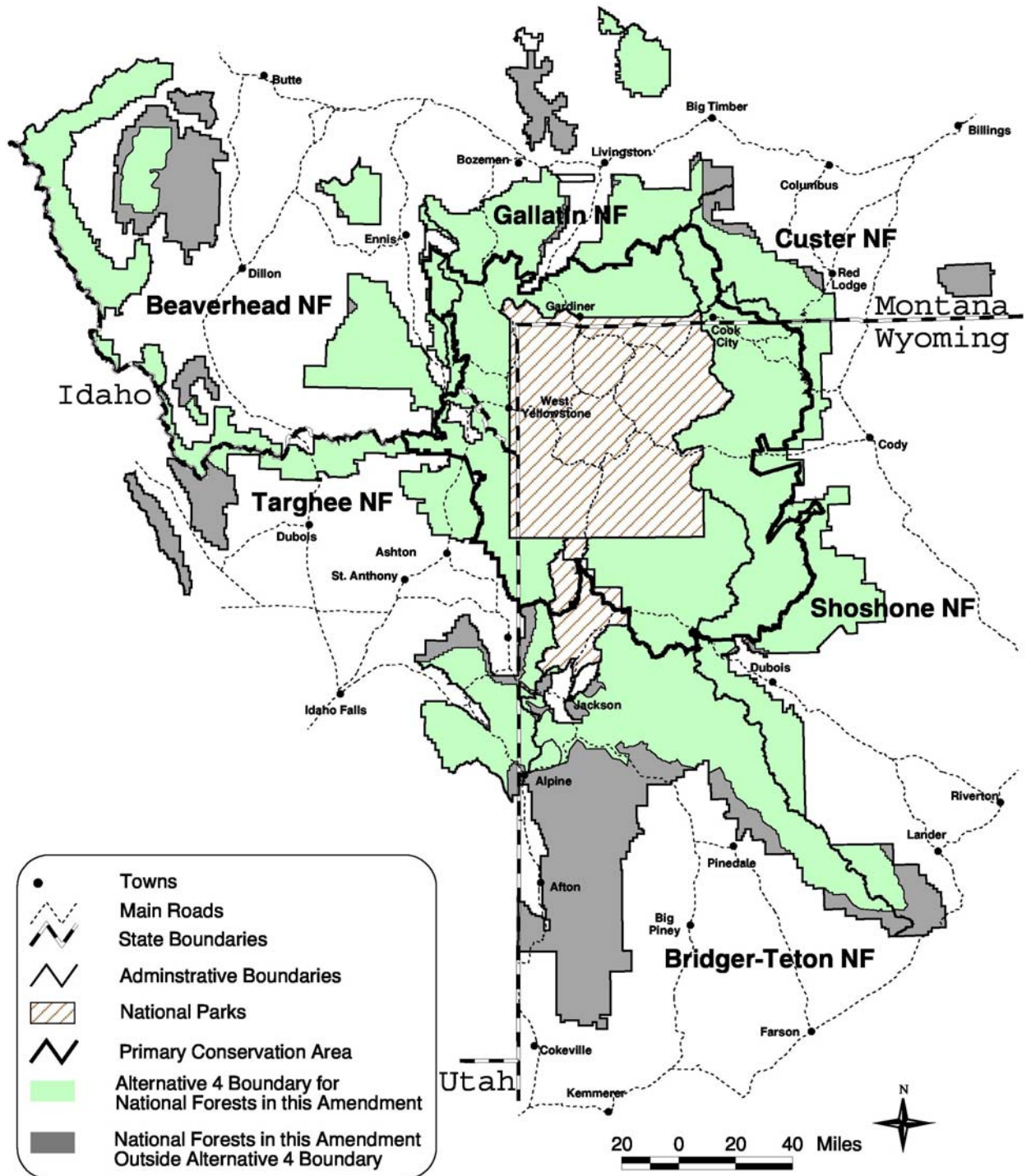
Monitoring requirements in Alternative 4 include monitoring adherence to the standards, and monitoring changes in motorized access route density and habitat effectiveness inside the PCA and to areas outside the PCA included in Alternative 4. These requirements are described in section 2.1.6. Additionally, compliance with food storage orders would be monitored.

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<sup>11</sup> An exception is the Caribou-Targhee National Forest. The use of management situation lines is an integral part of management under the Targhee National Forest 1997 Revised Forest Plan.



Figure 7. The boundary of Alternative 4.



### 2.1.6 Habitat Monitoring Common to All Action Alternatives

Habitat monitoring would focus on evaluation of implementation of the habitat standards identified in the Conservation Strategy. Monitoring of other important habitat parameters would provide additional information to fully evaluate the status of the habitat for supporting the recovered grizzly bear population and the effectiveness of habitat standards.

Habitat monitoring is key to an adaptive management approach. All monitoring information would be submitted to the IGBST annually and included as part of their Annual Report as required by the Conservation Strategy. Concerns created from either population or habitat monitoring could result in a Biology and Monitoring Review completed by IGBST. The YGCC would meet twice a year and evaluate the need for changes in management direction. The Conservation Strategy would be updated by the management agencies every five years or as necessary allowing public comment in the updating process. Similarly, the land management plans for the GYA national forests would be updated as needed. A complete description on evaluation, reporting, and monitoring is included in chapter 6 of the Conservation Strategy.

Additional monitoring for whitebark pine cone production and winter-killed ungulate carcasses would be implemented as described in the Conservation Strategy. The Forest Service would not have the lead on these monitoring activities, but would work in cooperation with other land management agencies. Habitat connectivity would be evaluated in association with road construction and reconstruction activities on National Forest System lands as described in the Conservation Strategy.

Habitat standards and other habitat parameters would be monitored as follows for Alternatives 2, 2-Modified, 3, and 4 inside the PCA and compared to 1998 activity levels. Protocols for monitoring are described in the Conservation Strategy. Additional monitoring for Alternative 4 and Alternative 2-Modified is presented in the following sections.

#### ***Secure Habitat and Motorized Access Route Density Monitoring Protocol***

Secure habitat, open motorized access route density (OMARD) greater than one mile/square mile, and total motorized access route density (TMARD) greater than two miles/square mile in each subunit on the national forest would be monitored, compared to the 1998 baseline and annually submitted for inclusion in the IGBST Annual Report.

#### ***Developed Sites Monitoring Protocol***

Changes in the number and capacity of developed sites on the national forest would be monitored, compared with the 1998 baseline, and annually submitted for inclusion in the IGBST Annual Report and

#### ***Livestock Grazing Monitoring Protocol***

The number of commercial livestock grazing allotments on the national forest and the number of permitted domestic sheep animal months would be monitored, compared to the 1998 baseline, and annually submitted for inclusion in the IGBST Annual Report.

#### ***Habitat Effectiveness Monitoring Protocol***

*Alternatives 2, 3, and 4:* Changes in seasonal habitat effectiveness in each BMU subunit would be monitored by regular application of the grizzly bear CEM or the best available system, compared to the 1998 baseline, and included in the IGBST Annual Report, as applicable. CEM databases would be annually reviewed and updated as needed. When funding is available, representative non-motorized trails or access points would be monitored where risk of grizzly bear mortality is highest.

*Alternative 2-Modified:* Changes in seasonal habitat effectiveness in each BMU subunit would be monitored every five years by application of the grizzly bear CEM or the best available system, compared to the 1998 baseline, and included in the IGBST Annual Report, as applicable. CEM databases would be annually reviewed and updated as needed. When funding is available,

representative non-motorized trails or access points would be monitored where risk of grizzly bear mortality is highest.

### **2.1.7 Additional Habitat Monitoring for Alternative 2-Modified**

Because of public input on the DEIS, some additional monitoring was added to Alternative 2-Modified as described below. The additional monitoring provides for obtaining information on trends on secure habitat outside the PCA, status of whitebark pine, and monitoring of recurring conflicts on allotments inside and outside the PCA.

#### ***Additional Monitoring for Secure Habitat***

Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, changes in secure habitat would be monitored and submitted for inclusion in the IGBST Annual Report by national forest every two years.

#### ***Additional Monitoring for Livestock Grazing***

Inside and outside the PCA, allotments would be monitored and evaluated for recurring conflicts with grizzly bears.

#### ***Additional Monitoring for Whitebark Pine***

Whitebark pine occurrence, productivity, and health inside and outside the PCA would be monitored in cooperation with other agencies. Results of whitebark pine cone production from transects or other appropriate methods, and results of other whitebark pine monitoring, would be annually submitted for inclusion in the IGBST Annual Report.

### **2.1.8 Additional Habitat Monitoring for Alternative 4**

Habitat monitoring would focus on evaluation of implementation of the habitat standards identified in the Conservation Strategy but would be extended to the Alternative 4 area outside the PCA. Monitoring information would be compared to 2003 activity levels.

All monitoring information from outside the PCA would be submitted to the IGBST on an annual basis and included as part of the Annual Report.

Habitat standards and other habitat parameters would be monitored as follows.

#### ***Secure Habitat and Motorized Access Route Density Monitoring Protocol***

Secure habitat, OMARD greater than one mile/square mile, and TMARD greater than two miles/square mile would be monitored utilizing the CEM Geographic Information System (GIS) databases, compared to the 2003 baseline, and reported annually within each subunit in the IGBST Annual Report.

#### ***Developed Sites Monitoring Protocol***

Changes in the number and capacity of developed sites on public lands would be compiled annually, compared to the 2003 baseline, and included in the IGBST Annual Report.

#### ***Livestock Grazing Monitoring Protocol***

To ensure no increase from the 2003 baseline, numbers of commercial livestock grazing allotments and numbers of sheep AMs would be monitored and reported to the IGBST annually by the permitting agencies.

#### ***Habitat Effectiveness Monitoring Protocol***

Changes in seasonal habitat effectiveness in each BMU subunit would be monitored by regular application of the grizzly bear CEM or the best available system, compared to the 2003 baseline, and included in the IGBST Annual Report, as applicable. CEM databases would be annually reviewed and updated as needed. When funding is available, representative non-motorized trails or access points would be monitored where risk of grizzly bear mortality is highest.

## **2.2 Alternatives Considered but Eliminated from Detailed Study**

Federal agencies are required by the NEPA to rigorously explore and objectively evaluate all reasonable alternatives and to briefly discuss the reasons for eliminating any alternatives that were not developed in detail (40 CFR 1502.14). Public comments received in response to the proposed action provided suggestions for alternative methods for achieving the purpose and need. Some of these alternatives may have been outside the scope or similar to the alternatives considered in detail. Therefore, a number of alternatives were considered, but dismissed from detailed consideration for reasons summarized in this section.

### **2.2.1 Alternative 5**

This alternative proposes implementation of the appropriate habitat standards and monitoring protocols as documented in the Conservation Strategy (similar to Alternative 2), plus less restrictive habitat direction for areas outside the PCA. These areas were described in the state management plans. The interdisciplinary team initiated detailed study of this alternative until determining it was similar to Alternative 4. Alternative 5 would extend habitat standards outside the PCA to nearly the same area as Alternative 4. Standards would be less restrictive than Alternative 4. A complete analysis was unnecessary because the effects would have been within the range of effects for Alternatives 2 and 4.

### **2.2.2 Alternative 6**

This alternative was developed in response to public comments both in scoping and on the DEIS suggesting the Forest Service reduce the area of habitat protection and the amount of restrictions for the grizzly bear and allow more natural resource development to better support local economies. In particular, the Plateau BMU would be removed from the PCA. Some of the reduction in restrictions included less restrictive application rules for the secure habitat standard, such as allowing more than one active project per subunit at a time, and emphasizing the use of silviculture in improving grizzly bear habitat. This alternative was not given further detailed study in this analysis as it did not meet the purpose and need for action, which is to ensure conservation of habitat to support continued recovery of the grizzly bear population in GYA national forests. The standards and application rules in the Conservation Strategy were identified as minimums to sustain a recovered grizzly bear population upon delisting. The application rules do permit a temporary 1 percent change in secure habitat within a BMU subunit, which would allow silvicultural activities and related road construction to occur that could benefit the grizzly bear.

During the planning process to revise the Targhee Forest Plan, public comments were received suggesting that the Plateau BMU should be removed as a bear management unit. This suggestion was made based on the perception that the Plateau BMU was poor quality habitat and had low grizzly bear use.

During 1993 and 1994, a technical committee appointed by the YES conducted a study to evaluate habitat capability and grizzly bear use in the Plateau BMU (Puchlerz 1994). Results and recommendations from that study are summarized below.

Methods used in the study included calculating habitat value and habitat effectiveness values for the Plateau BMU using the Unified Cumulative Effects Model and other modeling software. The habitat value is a measure of the amount and quality of vegetative and non-vegetative habitat currently in the unit, and habitat effectiveness is the habitat value after discounting for current human activity. Results indicated that subunits within the Plateau BMU were of adequate size to support an adult female grizzly bear with young. Each subunit was larger than the average annual home ranges of females with young.

Grizzly bear use of habitat within the Plateau BMU was examined through an analysis of historic records, including mortality data, and through a special effort to capture and instrument individual grizzly bears during 1993 and 1994. Results of the historic information from records of

grizzly bear mortalities between 1959 and 1993 documented six mortalities in the Plateau BMU.<sup>12</sup> Other historic information and numerous references immediately adjacent to this area would lead one to believe that grizzly bears were common inhabitants of these areas. The results of the capture and instrument study showed one grizzly bear within that BMU in 1994, plus the occurrence of other sightings and tracks in 1993 and 1994.

The technical committee recommended that the Targhee National Forest improve habitat effectiveness levels by implementing access management measures approved by the IGBC in July 1994. With improved habitat effectiveness, occupancy should be expected. Continued monitoring for evidence of reproducing females was recommended. These recommendations implied that the BMU should be kept in the recovery zone. In addition, this recommendation was brought before the YES in 1995, where it was approved that the Plateau BMU remains in the recovery zone.

### **2.2.3 Other Alternatives**

Many public comments included variations on providing additional habitat protection for the grizzly bear through extension of habitat standards beyond the PCA. Some of the reasons were to address the potential future loss of major bear foods and increase the probability of habitat connectivity with other ecosystems. Some comments called for extending habitat standards either to occupied grizzly bear habitat or to inventoried roadless areas (and keep roadless areas roadless), or to all National Forest System lands in the GYA. Some commenters asked that the Merrill and Mattson (2003) map be used to identify areas likely to be occupied. These alternatives were combined and are represented by Alternative 4.

Another suggestion was termination or removal of existing oil and gas leases as one variation on Alternative 4, and to consider the use of alternative energy sources to obviate the need for oil and gas leasing and development in the GYA.

The variation will not be considered in detail because the Forest Service and BLM have limited authorities to implement this alternative. The agencies could recommend existing lease rights be purchased by the government, or recommend existing lease rights be condemned. Implementing both of the above recommendations would involve legislation to prevent existing lease rights from being exercised and possibly money appropriated, or congressional action to exchange lease rights for rights of equal value elsewhere. Additionally, the Forest Service has not completed court-ordered NEPA and ESA compliance on the suspended leases on the Gallatin National Forest; therefore, our administrative duties have not been completed. The leases cannot be developed until the court-ordered work is completed. Removal of current oil and gas leases is premature.

Under a buy-back scenario, the final value of mineral rights granted under existing oil and gas leases would be negotiated and could ultimately be determined by the courts. Currently, there are approximately eight issued, but suspended, oil and gas leases on the Gallatin National Forest inside the PCA. There are approximately 50 leases on the forests in the Alternative 4 area outside the PCA; only eight of the leases are active (Figure 90 and Figure 93) and the rest are suspended pending an oil and gas leasing decision on the Gallatin National Forest. Special appropriation from Congress would be required to authorize the buy back of existing leases.

Condemnation proceedings could be initiated by the government to permanently enjoin leaseholders from exercising their lease rights. Condemnation requires conclusive evidence that lease activities are environmentally unacceptable. Regardless, lessees would still be compensated for their losses as described above.

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<sup>12</sup> The DEIS quoted the 1994 report which stated that nine grizzly bears had been killed in the Plateau BMU on the Targhee National Forest. The 1997 Revised Forest Plan stated that six grizzly bears had been killed in the same BMU. The documented mortality records were rechecked and the correct number is six.

*Alternatives Considered but Eliminated from Detailed Study*

The Forest Service and BLM could propose legislation, or recommend that Congress enact legislation, to prevent lease development. Legislation could be worded such that compensation would be granted for those rights lost due to condemnation. Evaluating an exchange of equal value for existing leases was also considered. Under this concept, lease rights of a value equal to those lease rights within Alternative 4 would be offered to existing lessees.

In regard to encouraging the use of alternative energy sources, the National Energy Policy (Cheney et al. 2001) encourages reliable, affordable, and environmentally sound energy for the future. Use of alternative energy sources by American citizens, although supported by the Forest Service, would be outside the scope of Forest Service decision making.

### 2.3 Summary of the Specific Features of the Alternatives Considered in Detail

This section provides a *summary* of the features of each alternative. Complete descriptions of the alternatives are in section 2.1.

**Figure 8. Components of Alternatives 1, 2, and 2-Modified.**

Alternative 1	Alternative 2	Alternative 2-Modified
No action (existing forest plans) The Guidelines apply inside the PCA.	Proposed action Direction applies inside the PCA.	Preferred alternative
Goal All forest plans have direction to provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population in the GYA as identified in the Recovery Plan.	Goal Manage grizzly bear habitat within the PCA to sustain the recovered Yellowstone grizzly bear population.	Goal Manage grizzly bear habitat within the PCA to sustain the recovered Yellowstone grizzly bear population. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, accommodate grizzly bear populations to the extent that accommodation is compatible with the goals and objectives of other uses.
Secure habitat Long-term secure habitat maintained by existing forest plan direction. Consultation with USFWS required for all access decisions.	Standard 1—Secure habitat Inside the PCA, maintain the percent of secure habitat in BMU subunits at or above 1998 levels. Projects that change secure habitat must follow the Application Rules.	Standard 1—Secure habitat Inside the PCA, maintain the percent of secure habitat in BMU subunits at or above 1998 levels. Projects that change secure habitat must follow the Application Rules.
Developed sites Consultation with USFWS using the Guidelines required for all developed site decisions.	Standard 2—Developed sites Inside the PCA, maintain the number and capacity of developed sites at or below 1998 levels, with the following exceptions: any proposed increase, expansion, or change of use of developed sites from the 1998 baseline in the PCA is analyzed and potential detrimental and positive impacts on grizzly bears are documented through biological evaluation or assessment. Projects that change the number and capacity of developed sites must follow the Application Rules.	Standard 2—Developed sites Inside the PCA, maintain the number and capacity of developed sites at or below 1998 levels, with the following exceptions: any proposed increase, expansion, or change of use of developed sites from the 1998 baseline in the PCA is analyzed and potential detrimental and positive impacts on grizzly bears are documented through biological evaluation or assessment. Projects that change the number and capacity of developed sites must follow the Application Rules.

Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 2	Alternative 2-Modified
No action (existing forest plans) The Guidelines apply inside the PCA.	Proposed action Direction applies inside the PCA.	Preferred alternative
Livestock grazing Grizzly bear/livestock conflicts in MS 1 favor the grizzly bear.	Standard 3—Livestock grazing Inside the PCA, do not create new active commercial livestock grazing allotments, do not increase permitted sheep AMs from the identified 1998 baseline, and phase out existing sheep allotments as opportunities arise with willing permittees.	Standard 3—Livestock grazing Inside the PCA, do not create new active commercial livestock grazing allotments, do not increase permitted sheep AMs from the identified 1998 baseline, and phase out existing sheep allotments as opportunities arise with willing permittees.
		Guideline 2—Livestock Grazing Inside the PCA, cattle allotments or portions of cattle allotments with recurring conflicts that cannot be resolved through modification of grazing practices may be retired as opportunities arise with willing permittees. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, livestock allotments or portions of allotments with recurring conflicts that cannot be resolved through modification of grazing practices may be retired as opportunities arise with willing permittees.
The Guidelines and management situations apply.	Standard 4 The Guidelines and management situations no longer apply.	The Guidelines and management situations no longer apply; this is not included as a standard under Alternative 2-Modified.
Nuisance bears Nuisance bear management is guided by the Guidelines.	Standard 5—Nuisance bears Coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.	Standard 5—Nuisance bears Coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.
Motorized access Inside the PCA, all forest plans restrict motorized access to designated routes, with some exceptions. Over-the-snow use is monitored and would be mitigated around known denning sites.	Guideline 1—Winter motorized access Inside the PCA, localized area restrictions would be used to address conflicts with winter use activities where conflicts occur during denning or after bear emergence in the spring.	Guideline 1—Winter motorized Access Inside the PCA, localized area restrictions would be used to address conflicts with winter use activities where conflicts occur during denning or after bear emergence in the spring.



Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 2	Alternative 2-Modified
No action (existing forest plans) The Guidelines apply inside the PCA.	Proposed action Direction applies inside the PCA.	Preferred alternative
Oil and gas leasing Most areas inside the PCA are either not available or no surface occupancy for oil and gas leasing. Outside the PCA, oil and gas leasing varies by forest.	Oil and gas leasing Same as Alternative 1. New leases, APDs, and operating plans would meet Standards 1 and 2.	Oil and gas leasing Same as Alternative 1. New leases, APDs, and operating plans would meet Standards 1 and 2.
Recreation conflicts The Guidelines provide direction for grizzly bear/human conflicts at developed and dispersed sites.	Recreation conflicts See Standard 5.	Recreation conflicts See Standards 5 and 6 and Guideline 3.
Food sources The Guidelines provide direction for grizzly bear habitat improvement, including whitebark pine.		Guideline 4—Food sources Inside the PCA and outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy. Emphasize maintaining and restoring whitebark pine stands inside and outside the PCA.
Bear baiting Bear baiting is not allowed inside the PCA, per state regulations. Outside the PCA, state management varies.	Bear baiting Same as Alternative 1.	Bear baiting Same as Alternative 1.
Food storage Food storage orders would remain in place in all areas inside the PCA and in some areas outside the PCA.	Food storage Same as Alternative 1.	Standard 6—Food storage Inside the PCA, minimize grizzly bear/human conflicts using food storage, information and education, and other management tools.

Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 2	Alternative 2-Modified
No action (existing forest plans) The Guidelines apply inside the PCA.	Proposed action Direction applies inside the PCA.	Preferred alternative
		Guideline 3—Food storage Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, emphasize proper sanitation techniques, including food storage orders, and information and education, while working with local governments and other agencies.
Monitoring Monitoring under forest plan direction would continue.	Monitoring Item 1 Inside the PCA, annually monitor changes in secure habitat and motorized access routes and compare with the 1998 baseline.	Monitoring Item 1 Inside the PCA, annually monitor changes in secure habitat and motorized access routes and compare with the 1998 baseline. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, monitor changes in secure habitat every two years.
	Monitoring Item 2 Inside the PCA, annually monitor number and capacity of developed sites and compare with the 1998 baseline.	Monitoring Item 2 Inside the PCA, annually monitor number and capacity of developed sites and compare with the 1998 baseline.
	Monitoring Item 3 Inside the PCA, annually monitor the number of commercial livestock grazing allotments and the number of permitted domestic sheep AMs and compare with the 1998 baseline.	Monitoring Item 3 Inside the PCA, annually monitor the number of commercial livestock grazing allotments and the number of permitted domestic sheep AMs and compare with the 1998 baseline. Inside and outside the PCA, monitor and evaluate allotments for recurring conflicts with grizzly bears.

Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 2	Alternative 2-Modified
No action (existing forest plans) The Guidelines apply inside the PCA.	Proposed action Direction applies inside the PCA.	Preferred alternative
	Monitoring Item 4 Inside the PCA, regularly measure changes in seasonal habitat effectiveness and compare with the 1998 baseline.	Monitoring Item 4 Inside the PCA, every five years measure changes in seasonal habitat effectiveness and compare with the 1998 baseline.
		Monitoring Item 5 Monitor whitebark pine occurrence, productivity, and health inside and outside the PCA in cooperation with other agencies.

Summary of the Specific Features of the Alternatives Considered in Detail

Figure 9. Components of Alternatives 1, 3, and 4.

Alternative 1	Alternative 3	Alternative 4
No action (existing forest plans) The Guidelines apply inside the PCA.	Direction applies inside the PCA.	Direction applies inside the PCA and to additional areas outside the PCA.
Goal All forest plans have direction to provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population in the GYA as identified in the Recovery Plan.	Goal Manage grizzly bear habitat within the PCA to sustain the recovered Yellowstone grizzly bear population.	Goal Manage grizzly bear habitat within the area defined for Alternative 4 to sustain the recovered Yellowstone grizzly bear population.
Secure habitat Long-term secure habitat maintained by existing forest plan direction. Consultation with USFWS required for all access decisions.	Standard 1—Secure habitat Maintain secure habitat in BMU subunits at or above 1998 levels. Where secure habitat is below 70 percent, increase to 70 percent where feasible. Maintain inventoried roadless areas in a roadless condition, and remove any existing motorized routes in inventoried roadless areas.	Standard 1—Secure habitat Maintain secure habitat in BMU subunits at or above 1998 levels inside the PCA and at or above 2003 levels outside the PCA. Where secure habitat is below 70 percent, increase to 70 percent where feasible. Maintain inventoried roadless areas in a roadless condition, and remove any existing motorized routes in inventoried roadless areas.
Developed sites Consultation with USFWS using the Guidelines required for all developed site decisions.	Standard 2—Developed sites Maintain the number and capacity of developed sites at or below 1998 levels.	Standard 2—Developed sites Maintain the number and capacity of developed sites at or below 1998 levels inside the PCA and at or below 2003 levels outside the PCA.
Livestock grazing Grizzly bear/livestock conflicts in MS 1 favor the grizzly bear.	Standard 3—Livestock grazing Do not create new active commercial livestock grazing allotments and close all sheep allotments within three years, starting with those allotments with recurring conflicts with grizzly bears. Close those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears.	Standard 3—Livestock grazing Do not create new active commercial livestock grazing allotments and close all sheep allotments within three years, starting with those allotments with recurring conflicts with grizzly bears. Close those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears.
The Guidelines and management situations apply.	Standard 4 The Guidelines and management situations no longer apply.	Standard 4 The Guidelines and management situations no longer apply.

Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 3	Alternative 4
No action (existing forest plans) The Guidelines apply inside the PCA.	Direction applies inside the PCA.	Direction applies inside the PCA and to additional areas outside the PCA.
Nuisance bears Nuisance bear management is guided by the Guidelines.	Standard 5—Nuisance bears Coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.	Standard 5—Nuisance bears Coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards.
Motorized access Inside the PCA, all forest plans restrict motorized access to designated routes. Over-the-snow use is monitored and would be mitigated around known denning sites.	Standard 7—Motorized access Restrict motorized access (except over-the-snow use) to designated routes. In denning areas, eliminate over-the-snow use during the denning period.	Standard 7—Motorized access Restrict motorized access (except over-the-snow use) to designated routes. In denning areas, eliminate over-the-snow use during the denning period.
Oil and gas leasing Most areas inside the PCA are either not available or no surface occupancy for oil and gas leasing. Outside the PCA, oil and gas leasing varies by forest.	Standard 8—Oil and gas leasing No new oil and gas leases.	Standard 8—Oil and gas leasing No new oil and gas leases.
Recreation conflicts The Guidelines provide direction for grizzly bear/human conflicts at developed and dispersed sites.	Standard 9—Recreation conflicts Eliminate developed sites or dispersed camping, including outfitter camps, with recurring grizzly bear/human conflicts. Limit human use of backcountry trails in high bear-use areas.	Standard 9—Recreation conflicts Eliminate developed sites or dispersed camping, including outfitter camps, with recurring grizzly bear/human conflicts. Limit human use of backcountry trails in high bear-use areas.
Food sources The Guidelines provide direction for grizzly bear habitat improvement, including whitebark pine.	Standard 10—Food sources Where needed, maintain and restore critical food sources. Use area closures to provide adequate security to ensure areas are available to bears.	Standard 10—Food sources Where needed, maintain and restore critical food sources. Use area closures to provide adequate security to ensure areas are available to bears.
Bear baiting Bear baiting is not allowed inside the PCA, per state regulations. Outside the PCA, state management varies.	Bear baiting Same as Alternative 1.	Bear baiting Inside the PCA, same as Alternative 1. Outside the PCA, Guideline 1. As necessary, coordinate with states in closing black bear baiting where grizzly bear conflicts occur.

Summary of the Specific Features of the Alternatives Considered in Detail

Alternative 1	Alternative 3	Alternative 4
No action (existing forest plans) The Guidelines apply inside the PCA.	Direction applies inside the PCA.	Direction applies inside the PCA and to additional areas outside the PCA.
Food storage Food storage orders would remain in place in all areas inside the PCA and in some areas outside the PCA.	Food storage Same as Alternative 1.	Objective 1 - Food storage Within one year, implement a uniform food storage order forestwide, where not currently in place.
Monitoring Monitoring under forest plan direction would continue.	Monitoring Item 1 Annually monitor changes in secure habitat and motorized access routes and compare with the 1998 baseline.	Monitoring Item 1 Annually monitor changes in secure habitat and motorized access routes and compare with the 1998 inside the PCA and the 2003 baseline outside the PCA.
	Monitoring Item 2 Inside the PCA, annually monitor number and capacity of developed sites and compare with the 1998 baseline.	Monitoring Item 2 Annually monitor number and capacity of developed sites and compare with the 1998 baseline inside the PCA and the 2003 baseline outside the PCA.
	Monitoring Item 3 Annually monitor the number of commercial livestock grazing allotments and the number of permitted domestic sheep AMs and compare with the 1998 baseline.	Monitoring Item 3 Annually monitor the number of commercial livestock grazing allotments and the number of permitted domestic sheep AMs and compare with the 1998 baseline inside the PCA and the 2003 baseline outside the PCA.
	Monitoring Item 4 Inside the PCA, regularly measure changes in seasonal habitat effectiveness and compare with the 1998 baseline.	Monitoring Item 4 Regularly measure changes in seasonal habitat effectiveness and compare with the 1998 baseline inside the PCA and the 2003 baseline outside the PCA.

### 2.3.1 Summary of the Comparison of the Effects of the Alternatives

This comparison of effects is a *summary* of the conclusions presented in chapter 3. Effects common to all alternatives are not included in this table. See chapter 3 for a full discussion of the anticipated environmental effects of the alternatives.

*Figure 10. Comparison of the effects of the alternatives.*

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
<b>Grizzly Bears</b>					
Acres of long-term secure habitat within the PCA	2.5 million	2.8 million	2.8 million	3.0 million	3.0 million
Acres of long-term secure habitat outside the PCA	3.1 million	3.1 million	3.1 million	3.1 million	5.1 million
Acres of denning habitat closed to snow machine use	3.9 million	3.9 million	3.9 million	4.7 million	6.3 million
Potential for conflicts at developed sites inside the PCA	Low	Low	Low	Very low	Very low
Potential for conflicts at developed sites outside the PCA	Moderate	Moderate	Low	Moderate	Very low
Potential for conflicts with sheep inside the PCA	Low	Low	Low	Very low	Very low
Potential for conflicts with sheep outside the PCA	Moderate - high	High	Moderate	High	Very low
Potential for conflicts with cattle inside the PCA	Moderate	Moderate - high	Moderate	Low	Low
Potential for conflicts with cattle outside the PCA	Moderate - high	High	Moderate	High	Very low
Potential for temporary area closures to provide adequate security for major foods	Low	Low	Low - moderate	Moderate - high	High

Summary of the Specific Features of the Alternatives Considered in Detail

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
Potential for major food source enhancement inside the PCA	Low -moderate	Low	Moderate	High	High
Potential for major food source enhancement outside the PCA	Low	Low	Moderate	Low	High
Potential for sustaining the recovered grizzly bear population	High	High	High - very high	High	Very high
<b>Vegetation</b>					
Potential change from existing level of timber management	None	Potential limit to size and number of individual projects	Potential limit to size and number of individual projects	10% decrease	33% decrease
Potential change from existing level for whitebark pine enhancement	None	Some reduction; no specific direction	Increased emphasis inside and outside PCA	Most emphasis in PCA, no specific direction outside	Most emphasis inside and outside PCA
<b>Fire and Fuels</b>					
Effects to access for fire suppression	No change from existing	Low	Low	Moderate	High
Reduction in flexibility for fire treatments	No change from existing	Low	Low	Moderate	High
Ability to treat fuels in the wildland urban interface	No change from existing	Potential limit to size and number of individual projects requiring new motorized access inside PCA	Potential limit to size and number of individual projects requiring new motorized access inside PCA	Precludes projects requiring new motorized access inside PCA	Precludes projects requiring new motorized access inside and outside PCA
<b>Grazing</b>					
Number of domestic sheep allotments closed inside the PCA <sup>13</sup>	2 (phase out)	4 (phase out)	4 (phase out)	4 (close)	4 (close)

<sup>13</sup> Two of the four sheep allotments under all action alternatives inside the PCA are planned for closure by the Gallatin National Forest in 2006.



Summary of the Specific Features of the Alternatives Considered in Detail

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
Number of domestic sheep allotments closed outside the PCA	0	0	0	0	75
Estimated number of cattle allotments closed inside the PCA	0	0	0	3	3
Estimated number of cattle allotments closed outside the PCA	0	0	0	0	2
Amount of change from existing level of sheep AMs	3,590 (phase out)	7,130 (phase out)	7,130 (phase out)	7,130 (close)	232,260 (close)
<b>Minerals</b>					
Potential change to oil and gas leasing decisions or proposed operations inside the PCA	Operations could be allowed in accordance with Guidelines and consultation with USFWS.	Operations could be allowed. Time delays and costs could increase due to increased mitigations.	Operations could be allowed. Time delays and costs could increase due to increased mitigations.	Approximately 0.7 million additional acres not available for oil and gas leasing/exploration.	Approximately 0.7 million additional acres not available for oil and gas leasing/exploration.
Potential change to oil and gas leasing decisions or proposed operations outside the PCA	Operations could be allowed following existing forest plan direction and consultation with USFWS.	Operations could be allowed following existing forest plan direction.	Operations could be allowed following existing forest plan direction.	Operations could be allowed following existing forest plan direction.	Approximately 3.3 million additional acres not available for oil and gas leasing/exploration.
Effects on hardrock mineral development	No change	Operations allowed in the PCA. Time delays and costs could increase due to increased mitigations.	Operations allowed in the PCA. Time delays and costs could increase due to increased mitigations.	Operations allowed in the PCA. Time delays and costs could increase due to increased mitigations.	Operations allowed in the PCA. Time delays and costs could increase due to increased mitigations.

Summary of the Specific Features of the Alternatives Considered in Detail

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
Effects on salable and mineral materials operations	No change	Operations could be allowed in the PCA. Time delays and costs could increase due to increased mitigations.	Operations could be allowed in the PCA. Time delays and costs could increase due to increased mitigations.	Mineral material sites classified as developed sites could be precluded. Approximately 50% of future large sites might not be possible.	Mineral material sites classified as developed sites could be precluded. Approximately 80% of future large sites might not be possible.
<b>Recreation</b>					
Effects to developed recreation—number of sites where capacity is held to 1998 or 2003 levels	0	267 sites Mitigation allowed	267 sites Mitigation allowed	267 sites No mitigation	721 sites No mitigation
Effects to motorized summer recreation—miles of motorized access routes to be decommissioned	0	0	0	487	1,850
Effects to developed and dispersed summer recreation—closures where conflicts occur inside the PCA	Closure in MS1, as identified. 1986 nuisance Guidelines apply.	No closures. CS <sup>14</sup> nuisance bear standards apply.	No closures. CS nuisance bear standards apply. Increased emphasis on minimizing conflicts.	Closure where recurring conflicts. CS nuisance bear standards apply	Closure where recurring conflicts. CS nuisance bear standards apply.
Effects to developed and dispersed summer recreation—closures where conflicts occur outside the PCA	No closures	No closures. State nuisance bear standards apply.	No closures. State nuisance bear standards apply. Increased emphasis on minimizing conflicts.	No closures. State nuisance bear standards apply.	Closure where recurring conflicts. State nuisance bear standards apply.
Effects to motorized winter recreation—acres closed to snow machine use	Temporary closures as conflicts identified in denning areas inside PCA.	Temporary closures as conflicts identified in denning areas inside PCA.	Temporary closures as conflicts identified in denning areas inside PCA.	0.6 million acres inside PCA	1.6 million acres inside and outside the PCA

<sup>14</sup> CS = Conservation Strategy

Summary of the Specific Features of the Alternatives Considered in Detail

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
<b>Transportation</b>					
Miles of road to be decommissioned	0	0	0	487	1,850
<b>Social and economic</b>					
Community infrastructure <sup>15</sup> /developed sites affected	No plan direction	15 Mitigation allowed	15 Mitigation allowed	15 No mitigation	16 No mitigation
Acres of land area with restrictions and mitigation allowed or not allowed	2.0 million acres in MS 1. Current forest plan direction.	3.4 million acres Mitigation allowed	3.4 million acres Mitigation allowed	3.4 million acres with more strict standards than Alternative 2. No mitigation allowed.	9.4 million acres with more strict standards than Alternative 2. No mitigation allowed.
Effects on ranching lifestyles—number of active sheep allotments inside the PCA and number of sheep allotments affected inside the PCA <sup>16</sup>	4 (2 phase out)	4 (4 phase out)	4 (4 phase out)	4 (4 close)	4 ( 4 close)
Effects on ranching lifestyles—number of active sheep allotments outside the PCA and number of sheep allotments affected outside the PCA	73 none	73 none	73 (allotments with recurring conflicts phased out on willing permittee basis)	73 none	73 (73 allotments to be closed)
Effects on ranching lifestyles—number of active cattle allotments inside the PCA and number of cattle allotments affected inside the PCA	70 Some reduction in MS 1	70 No change	70 (allotments with recurring conflicts retired on willing permittee basis)	70 (allotments with recurring conflicts would be closed)	70 (allotments with recurring conflicts would be closed)

<sup>15</sup> Infrastructure includes water treatment sites, power sub-stations, landfills, city/county/state facilities, dams, etc. on National Forest System lands.

<sup>16</sup> Two of the four sheep allotments are planned for closure by the Gallatin National Forest in 2006.

*Summary of the Specific Features of the Alternatives Considered in Detail*

	<b>Alternative 1</b>	<b>Alternative 2</b>	<b>Alternative 2-Modified</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
Effects on ranching lifestyles—number of active cattle allotments outside the PCA and number of cattle allotments affected outside PCA	280 No change	280 No change	280 (allotments with recurring conflicts retired on willing permittee basis )	280 No change	280 (allotments with recurring conflicts would be closed)
Timber-related employment and income	No change	No change	No change	Some decrease	Most decrease

## Chapter 3 Affected Environment and Environmental Consequences

### Introduction

This chapter summarizes the physical, biological, social, and economic environments of the six GYA national forests and the effects of implementing each alternative on those environments. It also presents the scientific and analytical basis for the comparison of alternatives presented in chapter 2.

#### **Chapter 3 Changes between Draft and Final EIS**

In this chapter, the effects of Alternative 2-Modified were added to the effects sections. Other additions and updates are listed at the beginning of each section.

#### **Data Sources**

The acreage information presented in the tables, figures, and maps in this FEIS was generated from a variety of sources. Several sources were used, including but not limited to data from ORACLE databases and ARC/INFO Geographic Information Systems (GIS) geospatial data sets. Each forest provided data sets about various activities on the six GYA national forests. Data sets have varying degrees of accuracy and the acreage figures from the various sources do not match exactly. When added, all acres (regardless of the source) are within 1 percent of the official land status.

#### **Nature of Effects**

Direction in the proposed action and alternatives is programmatic in nature and applies to future management activities—it does not prescribe site-specific activities on the ground or irreversibly commit resources. Council on Environmental Quality regulations define direct effects as those occurring at the same time and place as the proposed action and alternatives. Direct effects would result from site-specific projects and would be evaluated when those decisions are made. Most of the effects identified in this analysis would be indirect effects that would occur later in time.

The analysis of effects is based primarily on projections of how future activities and areas would change because of the proposed standards and guidelines.

This FEIS describes changes in effects resulting from incorporating grizzly bear conservation measures. Generally, effects are presented as changes from existing plans, represented by Alternative 1.

### 3.1 The Greater Yellowstone Area

Since the 1960s, the GYA has been acknowledged as an ecosystem that extends beyond the core of Yellowstone National Park. Numerous studies have described the national parks and surrounding national forests as a larger ecological system (Craighead 1991, Rasker and Hansen 2000, Hansen et al. 2002).

The GYA is approximately 18 million acres, including approximately 13.6 million acres of public lands (Rasker and Hansen 2000). These public lands represent about 76 percent of the GYA. In contrast, the PCA is approximately 98 percent in public ownership. As grizzly bears continue to extend their range beyond the PCA, increasingly more private lands will be affected. The proposed action and alternatives prescribe direction for National Forest System lands only.

The GYA includes portions of six national forests, Yellowstone and Grand Teton National Parks, two national wildlife refuges, state lands, tribal lands, BLM lands, Bureau of Reclamation lands, and private lands.

Public lands are concentrated around the Yellowstone Plateau as the central core. Geographically, the GYA includes the headwaters of the Missouri-Mississippi, Snake-Columbia, and Green-Colorado river systems, the Yellowstone Plateau, and 14 surrounding mountain ranges. Elevations in the PCA range from 4,288 feet to 12,496 feet and average 8,038 feet. Notable

changes between the forested terrain of the mountains and the rangelands of surrounding basins occur between 5,000 and 7,000 feet (Marston and Anderson 1991).

### **3.2 The Six GYA National Forests and Analysis Areas**

The six national forests included in this proposal are the Beaverhead, Bridger-Teton, Custer, Gallatin, Shoshone, and the Targhee National Forests, with a total area of about 13 million acres within proclaimed boundaries (Figure 11). Parts of individual forests are outside of the area generally defined as the GYA. This proposal evaluates the effects of the alternatives on the entire area encompassed by these forests. The Custer National Forest is an exception, in that only the Beartooth Ranger District is included in the analysis.

Acres of the six GYA national forests for the various analysis areas referenced in this document are displayed in Figure 11. These acres include all private, state, and BLM inholdings. GIS coverages used in the various effects analyses varied as to whether inholdings were identified. Land management status on many of the national forests has changed since the time some of the coverages were developed. Direction identified in this proposal does not apply to inholdings. No attempts were made to refine these data due to the programmatic nature of this proposal. Acres of inholdings in each national forest as of 2003 are displayed in Figure 12.

Large lakes greater than 640 acres were not included in the analysis. Large lakes comprise about 43,000 acres on the six national forests (Figure 11). To be consistent with the approach used in the Conservation Strategy and to improve the accuracy of secure habitat calculations, large lakes were excluded from the analysis of grizzly bear secure habitat. Other publications referenced in this FEIS may not have excluded large lakes; therefore, comparing acres and calculations in this FEIS with other references and between the various sections in the FEIS may result in small discrepancies in acre totals due to the presence or absence of inholdings and large lakes in the analysis.

The PCA is approximately 5,894,000 acres in size and includes portions of six national forests, two national parks, and other intermingled lands. National forests account for 58.5 percent of the PCA, national parks account for 39.4 percent of the PCA, and other ownerships account for 2.1 percent of the PCA. These totals include about 118,000 acres of large lakes on all ownerships.

The Alternative 4 area outside the PCA and the PCA (including all ownerships) total about 12,194,000 acres. The approximately 9,836,000 acres in the Alternative 4 area inside proclaimed Forest Service boundaries inside and outside the PCA include about 330,000 acres of inholdings and 28,000 acres of large lakes. For the area of Alternative 4 outside the PCA, the approximately 6,301,000 acres inside proclaimed Forest Service boundaries include 15,000 acres of large lakes and 242,000 acres of inholdings (Figure 11 and Figure 12).

**Figure 11. Area (in thousands of acres) of the six GYA national forests within proclaimed boundaries (acres of large lakes in parentheses)<sup>1</sup>.**

National forest	Total	Inside PCA	Outside PCA <sup>2</sup>	Alternative 4 area outside PCA <sup>3</sup>	Alternative 4 Area <sup>4</sup>	Outside Alternative 4 and outside PCA
Beaverhead	2,198	70	2,127	1,580	1,650	548
Bridger-Teton	3,465(10)	724	2,741(10)	1,293	2,017	1,448(10)
Custer <sup>5</sup>	603	114	489	341	455	148
Gallatin	2,126 (13)	909 (13)	1,217	1,004	1,912 (13)	213
Shoshone	2,468	1,232	1,236	1,099	2,330	138
Targhee	1,868(21)	486	1,381(21)	985(15)	1,471(15)	397(5)
<b>Total</b>	<b>12,727(43)</b>	<b>3,536(13)</b>	<b>9,192(30)</b>	<b>6,301(15)</b>	<b>9,836(28)</b>	<b>2,891(15)</b>

<sup>1</sup> Includes large lakes > 640 acres and non-Forest Service inholdings.

<sup>2</sup> This area is the sum of columns 5 and 7.

<sup>3</sup> The Alternative 4 area outside the PCA is the current best estimate of the biologically suitable habitat for grizzly bears outside the PCA.

<sup>4</sup> The Alternative 4 area includes the PCA plus the Alternative 4 area outside the PCA (columns 3 and 5).

<sup>5</sup> Only the Beartooth Ranger District is included in the proposed action and alternatives.

**Figure 12. Acres (in thousands) of inholdings inside the proclaimed boundaries of the six GYA national forests<sup>1</sup>.**

National forest	Total	Inside PCA	Outside PCA	Alternative 4 area outside PCA	Alternative 4	Outside Alternative 4 and outside PCA
Beaverhead	38	2	36	24	26	12
Bridger-Teton	39	3	35	14	17	21
Custer <sup>2</sup>	13	1	12	3	4	9
Gallatin	277	62	215	144	206	71
Shoshone	31	9	22	17	26	5
Targhee	61	11	50	39	50	10
<b>Total</b>	<b>459</b>	<b>88</b>	<b>371</b>	<b>242</b>	<b>330</b>	<b>128</b>

<sup>1</sup> Acres of inholdings shown here may not match acres depicted as inholdings in the various effects analyses in this document. These acres reflect the land status as of 2003; many of the GIS coverages used in the effects analyses have not been updated to show changes due to land exchanges or acquisitions. In some cases, inholdings were included within GIS coverages depicting management area designations. Discrepancies are most pronounced for the Gallatin National Forest.

<sup>2</sup> Only the Beartooth Ranger District is included in the proposed action and alternatives.

**Overview of Management Area Direction in Forest Plans**

The six GYA national forest plans allocated lands to management area categories. A management area category describes the natural resource setting for an area of land and establishes the types of management actions that are allowed to occur within the area of land. All management areas can be placed into eight management area categories. (Management Area Category 7 is not used in the GYA.) The acres within these seven management area categories in the PCA and Alternative

4 areas vary by national forest (Figure 13 and Figure 14). The categories are summarized below. Management area descriptions with more detail can be found in appendix C and the project record.

**Category 1.** Ecological processes such as fire, insects, and disease are allowed to operate relatively free from the influence of humans. Typical types of Management Area Category 1 areas are designated as wilderness, roadless, and backcountry lands.

**Category 2.** These areas provide for conservation of representative or particularly rare and narrowly distributed ecological settings or components. These areas are often formally designated. Research natural areas, national recreation areas, designated wild and scenic rivers, and special interest areas are typically included in Management Area Category 2.

**Category 3.** Ecological values are in balance with human occupancy and consideration is given to both. Resource management activities may occur, but natural ecological processes and resulting patterns will normally predominate. Restrictions on motorized travel may vary from area to area and from season to season.

**Category 4.** Ecological values are managed to provide recreational use, but are maintained well within the levels necessary to sustain overall ecological systems. Sights and sounds of people on the site are expected and may even be desired. Motorized transportation is common.

**Category 5.** These areas are primarily forested ecosystems that are managed to meet a variety of ecological and human needs. A substantially modified natural environment often characterizes these areas. Users expect to see other people and evidence of human activities. Motorized transportation is common. Areas with a timber harvesting emphasis are included in this category.

**Category 6.** These areas are primarily grasslands or other non-forested ecosystems managed to meet a variety of ecological and human needs. Users expect to see other people and evidence of human activities. Motorized transportation is common. Areas with intensive grazing are included in this category.

**Category 8.** Ecological conditions, including processes, are likely to be permanently altered by human activities beyond the level needed to maintain natural-appearing landscapes and ecological processes. These areas include campgrounds, mining areas, and ski areas.

For all of the National Forest System lands in the GYA national forests, 64.2 percent of the acres within the PCA and 42.4 percent of the acres in Alternative 4 areas outside the PCA are in Management Area Category 1 (wilderness, roadless, and backcountry lands).



**Figure 13. Acres (in thousands) of National Forest System lands within the PCA and percent within seven management area categories.**

National forest	Acres within the PCA <sup>1</sup>	Percent within seven management area categories <sup>2</sup>						
		1	2	3	4	5	6	8
Beaverhead	68	100	0	0	0	0	0	0
Bridger-Teton	724	80.7	4.2	6.2	5.5	3.3	0	0.1
Custer	114	92.8	0	5.8	0	1.4	0	0
Gallatin	809	51.7	9.7	21.8	15.3	1.1	0	0.5
Shoshone	1223	76.3	0.1	0	16.3	7.3	0	0
Targhee	475	16.8	20.8	8.5	0	53.6	0	0.2
Total	3,413	64.2	6.1	7.9	10.6	11.1	0	0.2

<sup>1</sup> These acres do not include large lakes > 640 acres. Large lakes comprise about 13,000 acres within proclaimed Forest Service boundaries in the PCA (Figure 11). Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the management area GIS coverages that generated these acres were developed. The acres of inholdings depicted in Figure 12 represent the status of inholdings on the six national forests. Management area direction applies only to National Forest System lands.

<sup>2</sup> Management Area Category 7 is not used in the GYA.

**Figure 14. Acres (in thousands) of National Forest System lands in Alternative 4 areas outside the PCA and percent within seven management area categories.**

National forest	Acres for Alternative 4 outside the PCA <sup>1</sup>	Percent within seven management area categories <sup>2</sup>						
		1	2	3	4	5	6	8
Beaverhead	1,567	30.3	0.3	27.0	0.5	19.7	21.9	0.3
Bridger-Teton	1,293	60.6	17.9	2.0	0	19.2	0	0.3
Custer	341	67.9	0	9.5	4.0	15.2	0.9	2.5
Gallatin	783	50.2	3.6	11.2	13.1	20.5	1.2	0.3
Shoshone	1,081	44.4	0	0	35.6	19.9	0	0
Targhee	934	19.2	14.5	15.5	0.3	37.3	12.6	0.6
Total	5,999	42.4	6.7	11.9	8.5	22.2	7.9	0.4

<sup>1</sup> These acres do not include large lakes > 640 acres. Large lakes comprise about 15,000 acres within proclaimed Forest Service boundaries in Alternative 4 areas outside the PCA (Figure 11). Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the management area GIS coverages that generated these acres were developed. The acres of inholdings depicted in Figure 12 represent the status of inholdings on the six national forests. Management area direction only applies to National Forest System lands.

### 3.3 Grizzly Bears

#### Introduction

Grizzly bears in the lower 48 states occupy less than 2 percent of their historic range. Habitat loss and uncontrolled human-caused mortality have been the primary reasons for the elimination of bears from much of their former range. How and where bears use existing habitat is primarily a function of available foods moderated or precluded by the presence of humans. Management of human activities in grizzly bear habitat is key for long-term sustainability of grizzly bear populations.

A viable population exists today largely because of two tracts of NPS and Forest Service within habitats that function as a core for the grizzly population. These areas are the Greater Yellowstone Ecosystem and the NCDE.

**Section 3.3 Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- A more detailed discussion on the effects on secure habitat in the Alternative 4 area outside the PCA
- An evaluation of the effects on secure habitat in the 10-mile area outside the PCA
- An evaluation of the effects on secure habitat in the area outside the PCA in the area occupied by grizzly bears from 1990 through 2004
- Maps displaying secure habitat
- Clarification of the definition of long- and short-term secure habitat
- Description of past trends in secure habitat
- Grizzly bear population monitoring information was updated with 2004 data
- The map depicting the geographic extent of the grizzly bear in the GYA was updated with new information from 2001 through 2004
- Grizzly bear/human and grizzly bear/livestock conflict information were updated to include 2004 data.
- Recent publications on grizzly populations in the GYA were reviewed and summarized
- A section on habitat effectiveness and the CEM
- A section on what is known regarding the relationship between habitat and grizzly bear demographics
- A brief discussion on the potential affects of global warming on future management in the GYA
- Clarification as to why open and total motorized access route densities were not included as habitat standards
- Updated food habits section

**3.3.1 Grizzly Bear Habitat—Affected Environment**

**Home Range Size**

The home ranges of adult grizzly bears frequently overlap. The home ranges of adult male grizzlies are generally two to four times larger than that of females. The home ranges of grizzly females appear to be smaller while they are with cubs, but ranges expand when the young are yearlings in order to meet increased foraging demands. The average total home range for grizzly bears in the Yellowstone area is approximately 884 km<sup>2</sup> (341 mi<sup>2</sup>) for females and 3,757 km<sup>2</sup> (1,450 mi<sup>2</sup>) for males (Blanchard and Knight 1991).

Grizzly bears disperse as subadults. Typically, young males disperse further than females and eventually leave their mothers' home ranges entirely (McLellan and Hovey 2001). Grizzly bear mothers may tolerate female offspring and young females usually establish home ranges within the vicinity of their mothers' home ranges.

Home range sizes of grizzly bears vary in relation to food availability, weather conditions, and interactions with other bears. Individual bears may extend their range seasonally or from one year to the next (USDI FWS 1993).

BMUs are approximately the size of the lifetime home ranges of adult females; subunits approximate the size of the annual home ranges of adult females. These areas are important in evaluating the effect of human activities on grizzly bears because of their relationship to bear home ranges—impacts of human activities must be evaluated in the context of all other activities within a bear's home range.

## Food Habits

The broad historic distribution of grizzly bears suggests adaptability in food habits of different populations. Although the digestive systems of bears are essentially that of carnivores, bears are successful omnivores, and in some areas may be almost entirely herbivorous. Bears feed on animal matter or vegetable matter that is highly digestible and high in starch, sugars, protein, and stored fat.

Grizzly bears must acquire foods rich in protein or carbohydrates in excess of daily maintenance requirements to survive denning and post-denning periods. Other plant materials are eaten as the plants emerge, when crude protein levels are highest.

Grizzly bears are opportunistic feeders and will prey or scavenge on almost any available food including ground squirrels, ungulates, carrion, and garbage. In areas where animal matter is less available, roots, bulbs, tubers, fungi, and tree cambium (thin layer in most vascular plants that is responsible for growth) may be important in meeting nutrient requirements. High quality foods such as berries, nuts, and fish are important in some areas.

The search for food has a primary influence on grizzly bear movements. Upon emergence from dens, they seek lower elevations, drainage bottoms, avalanche chutes, and ungulate winter ranges where their food requirements can be met. Throughout late spring and early summer, they follow plant maturity back to higher elevations. In late summer and fall, there is a transition to fruit and nut sources, as well as other plant materials. This is a generalized pattern and it should be kept in mind that bears are individuals trying to survive and will go where they can best meet their food requirements.

Grizzly bears in the GYA have the highest percent of meat consumption in their diet of any inland grizzly bear population (Hilderbrand et al. 1999). Approximately 30 to 70 percent of the Yellowstone grizzly bear diet is some form of meat. Adult males eat the greatest proportion of meat. Meat is considered to be any form of animal including ungulates (i.e., deer, elk, moose, bison), fish, army cutworm moths, other insects, and small mammals (i.e., ground squirrels, mice, voles).

Specific to the GYA, four seasonal foods have been identified as being important to the grizzly bear population.

- Ungulates (primarily elk and bison, but also deer and moose) are especially important during spring after emergence from dens and through the calving/fawning seasons (Cole 1972, Gunther and Renkin 1990, Mattson et al. 1991, Mattson and Knight 1992, Green et al. 1997, Mattson 1997). Recent research has demonstrated that grizzly bears seek hunter-killed carcasses and gut piles (Haroldson et al. 2004).
- Whitebark pine seeds are the most important fall food of Yellowstone grizzly bears. The availability of nuts influences annual feeding strategies and movement patterns and influences the number of grizzly bear/human conflicts and human-caused bear mortalities (Kendall 1983, Blanchard 1990, Mattson et al. 1992 a and 1992b, Mattson and Reinhart 1997, Mattson 1998, Felicetti et al. 2003, Schwartz et al. 2005c).
- Army cutworm moths are a preferred source of nutrition for many grizzly bears in the Yellowstone ecosystem and represent a high quality food that is available during the summer (Mattson et al. 1991, French et al. 1994, Ternent et al. 2001).
- Grizzly bears feed on spawning cutthroat trout along the tributaries of Yellowstone Lake during the spawning season from May 1 to July 15 (Mattson and Reinhart 1995). Felicetti et al. (2004) reported that male bears consumed 92 percent of all trout ingested by grizzly bears and that the estimated cutthroat trout intake per year by the grizzly bear population was only a small fraction of that estimated by previous investigators. These data suggest that female grizzly bears living near these spawning streams have a poorer quality diet than suggested by Mattson and Reinhart (1995).

## Grizzly Bears

The four major foods identified above are limited in distribution and subject to wide annual fluctuations in availability. While these foods are the most important to bears, bears have learned to utilize alternative foods during times when these foods are in short supply. In general, grizzly bears are notoriously resourceful omnivores that will make behavioral adaptations regarding food acquisition (USDI FWS 2005a). Diets of grizzly bears vary among individuals and years reflecting their flexibility in finding adequate food resources as necessary. Mattson et al. (1991) hypothesized that grizzly bears are always sampling new foods in small quantities so that they have alternative options in years when preferred foods are scarce (USDI FWS 2005a).

During years when these food sources are abundant, there are few grizzly bear/human conflicts (Gunther et al. 1997). In contrast, during years when there are shortages of one or more of these foods, grizzly bear/human conflicts are more frequent as bears seek human foods and there are generally higher numbers of human-caused grizzly mortalities (Mattson et al. 1992a and 1992b, Gunther et al. 1997). As such, management efforts identified in the Conservation Strategy are focused on “providing adequate habitat and space and security for bears so they can meet their life requisite needs” and minimizing grizzly bear/human conflicts by controlling the availability of human food and garbage.

Concerns have been expressed over the potential future decline of these key foods for various reasons, especially whitebark pine, due to their importance to grizzly bears in the GYA (Pease and Mattson 1999, Willcox and Ellenberger 2000, Interagency Conservation Strategy Team 2003, Felicetti et al. 2003). For this reason, special interagency monitoring systems have been developed to monitor possible changes in these foods and these monitoring efforts would continue under the Conservation Strategy (Interagency Conservation Strategy Team 2003). If problems should occur, management strategies would be modified through appropriate interagency cooperative efforts.

### **Cover**

The relative importance of cover to grizzly bears was documented by Blanchard (1978) in a four-year study in the GYA. Ninety percent of 2,261 aerial radio relocations of 46 instrumented grizzly bears were in forest cover too dense to observe the bears. The importance of an interspersed open parks as feeding sites associated with cover is also recorded in Blanchard's study, as only 1 percent of the radio relocations were in dense forest more than a kilometer from an opening.

Forest cover was found to be very important to grizzly bears for use as beds. Most beds were found less than a yard or two from a tree; only 16 of 233 beds observed (6.7 percent) were without immediate cover (Blanchard 1978, USDI FWS 1993).

The IGBST studied the effects of the large 1988 wildfires on grizzly bears. On the average, grizzly bears used burned habitats in proportion to their availability within individual annual ranges during 1989 to 1992. Seasonal indices of movement and annual range sizes of cohorts (bears of the same gender and age) were not statistically different from the 1975 to 1987 averages (Blanchard and Knight 1996, Interagency Conservation Strategy Team 2003). Standards for grizzly bear cover were not developed for the Conservation Strategy or for this proposal because changes in the distribution and quantity and quality of cover are not necessarily detrimental to grizzly bears.

### **Denning Chronology and Habitat**

Grizzly bears in the GYA can den from the end of September to the last week in April or early May, with entrance and emergence dates being affected by the gender and reproductive status of the bears (Judd et al. 1986, Haroldson et al. 2002).

- Den entry for females began during the fourth week in September, with 90 percent denned by the fourth week of November.
- Earliest den entry for males occurred during the second week of October, with 90 percent denned by the second week of December.

- Mean week of den entry for known pregnant females was earlier than males. The earliest week of den entry for known pregnant females was earlier than other females and males.
- Male bears emerged from dens earlier than females. The earliest den emergence for males occurred during the first week of February, with 90 percent of males out of dens by the fourth week of April.
- Earliest den emergence for females occurred during the third week of March; by the first week of May, 90 percent of females had emerged.
- Denning periods differed among classes and averaged 171 days for females that emerged from dens with cubs, 151 days for other females, and 131 days for males.
- Known pregnant females tended to den at higher elevations and, following emergence, remained at higher elevations until late May. Females with cubs remained relatively close (< 3 km) to den sites until the last two weeks in May.

Denning habitat has been described as follows (Judd et al. 1986, Haroldson et al. 2002):

- Den sites are associated with moderate tree cover (26 to 75 percent canopy cover).
- Den sites are usually on 30 to 60 degree slopes.
- Den sites occurred on all aspects, although northerly exposures were most common.
- Grizzly bears usually dig new dens, but occasionally used natural cavities or a den from a previous year.
- Mean elevation at den sites for females with cubs that emerged from dens was 8,845 feet. Mean elevation for other females was 8,467 feet, and for males was 8,444 feet.

Denning habitat is well distributed and abundant throughout the GYA (Judd et al. 1986, Cherry 2001, Podruzny et al. 2002).

### **Habitat and Demographic Relationships**

There are a number of studies linking the demographic performance of the GYA grizzly bear population to components of habitat, particularly the foods. Recent studies (Schwartz et al. 2005a) link litter size and litter production to counts of whitebark pine cones. As the median count of cones declined, the odds of a female producing a one-cub litter increased, whereas the odds of a three-cub litter declined. Models provided by Schwartz et al. (2005a) strongly suggested that litter size declined as median whitebark pine cone production declined. Typically, a year with a low proportion of females accompanied by cubs was followed by a year of high production, suggesting that reproduction was not entirely linked to abundant whitebark pine seed production.

Whitebark pine seed production and grizzly bear survival are also related in the GYA (Blanchard and Knight 1991, 1995; Mattson et al. 1992b; Mattson 1998). High mortality occurs during poor seed crop years; in adult and independent subadults, this mortality is a result of increased killing of bears by humans (Haroldson et al. 2005). Blanchard and Knight (1991 and 1995) and Mattson et al. (1992b) concluded that during years of poor whitebark seed production, bears made greater use of areas near humans and came into conflict more often with humans. As a result, management problems and the number of management-trapped bears increased. The annual number of recorded grizzly bear deaths from 1976 through 1992 was strongly related to whitebark pine seed use (Mattson 1998). Recorded mortalities were 1.8 to 3.3 times greater during years when pine seeds were not intensively used.

More recent results (Haroldson et al. 2005, Schwartz et al. 2005c) support these findings, but demonstrate a spatial component to bear survival. These studies indicate that changes in the abundance of whitebark pine had the least impact on female survival and population growth for independent females living inside Yellowstone National Park, followed by those living outside Yellowstone National Park but within the recovery zone. Survival for female grizzly bears is lowest for female grizzly bears living outside the recovery zone, with most mortality on or near private lands. These studies demonstrated a spatial component to bear survival.

Models by Schwartz et al. (2005b) suggested cub and yearling survival improved following severe winters, likely due to increased abundance of spring carrion. Mattson (1997) found

females that ate ungulate carcasses lost more cubs than females not using this food. Ungulates are an important food item for grizzly bears in the Greater Yellowstone Ecosystem (Green et al. 1997, Mattson 1997, Jacoby et al. 1999) probably more so during years with poor whitebark pine seed production (Felicetti et al. 2003).

Grizzly bears in the GYA are effectively one population. All the research discussed above provides insight into the relationships between the GYA grizzly bear population and components of habitat. All have focused on addressing the relationships among bears and environmental variables at the population level. The only attempts to address spatial components of demographics and habitat (Boyce et al. 2001; Schwartz et al. 2005 a, b, c; Haroldson et al. 2005) have assigned spatial variables to this population. The only model of habitat quality and habitat effectiveness that has been developed is the Cumulative Effects Model (Mattson et al. 2004). The IGBST currently has a contract with Montana State University to evaluate the model's content and a funded project to link components of demographics (reproduction and survival) to output from the CEM in an effort to determine if links exist. Because of limited sample size, all analyses are directed at the population level on an ecosystem basis.

### **Habitat Connectivity and Linkage Zones**

Habitat fragmentation has been widely recognized as a primary cause of the decline of many species. The importance of maintaining or improving connectivity between blocks of important habitat for grizzly bears and other carnivores is receiving increased attention. Several models have been developed in an attempt to identify linkage zones in the Northern Rockies between and within ecosystems and at various scales (Walker and Craighead 1997, Craighead et al. 2001, Servheen et al. 2003, Merrill and Mattson 2003).

Servheen et al. (2003) define linkage zones as “the area between larger blocks of habitat where animals can live at certain seasons where they can find the security they need to successfully move between these larger blocks of habitat.” Linkage zones are not corridors, which imply an area used just for travel. Linkage zones are areas that can support low-density wildlife populations often as seasonal residents. The main factors generally considered to affect the quality of linkage zones are major highways, railroads, road density, human site development, availability of hiding cover, and the presence of riparian areas.

The concept of linkage zones is not specific to grizzly bears but rather an issue for many wildlife species, especially carnivores (Walker and Craighead 1997, Ruediger et al. 1999, Ruediger et al. 2000, Claar et al. 2003, Servheen et al. 2003). Human population increase is rapidly affecting many of the remaining possible linkage areas between ecosystems in the Northern Rockies and the time for maintaining these connection opportunities is growing short (Ruediger et al. 1999). As such, the IGBC has agreed through an MOU to support linkage zone identification and the maintenance of existing linkage opportunities for wildlife. The IGBC has appointed three task forces (public lands, private lands, and highways) to evaluate linkage opportunities. The private lands task force has completed a report (Parker and Parker 2002) that provides agency personnel with guidance for involving rural communities in the development of linkage zones.

Servheen et al. (2003) identified potential linkage zones between the northern grizzly bear ecosystems; the USFWS is currently working on a similar evaluation of habitat fracture and potential linkage between the Yellowstone recovery zone and the NCDE and Bitterroot recovery zones. Grizzly bears have never been documented moving between ecosystems in the Northern Rockies in recent times (USDI FWS 2005a).

Concerns for maintaining the genetic diversity of the Yellowstone grizzly bear population in the absence of movement between ecosystems is addressed in the Conservation Strategy. The Conservation Strategy recommends translocation of two or more bears from other ecosystems by 2022 if genetic analysis shows no movement into the GYA from the NCDE. The Conservation Strategy also recognizes that roads and highways may impact bear movements, and requires that monitoring and surveys be conducted throughout the GYA before designs are initiated. This

information would be used to complete a connectivity analysis to identify important crossing areas. This direction applies to all federal and state signatories of the Conservation Strategy.

Maintaining or improving connectivity between the GYA and other ecosystems is outside the scope of this proposal; all alternatives provide various amounts of protection to areas identified as important in maintaining or improving connectivity within the GYA (Walker and Craighead 1997, Willcox and Ellenberger 2000, Merrill and Mattson 2003).

## **Existing Management Direction for Grizzly Bears**

### ***Primary Conservation Area***

The PCA has been divided into 18 BMUs and 40 BMU subunits to provide a basis for ensuring that habitats for bears were well distributed across the PCA (Figure 16 and appendix A).

The PCA was identified in an interagency effort and accepted by the USFWS as part of the Recovery Plan. The size and extent of the existing PCA and the management direction applied within have allowed the grizzly bear population to increase and achieve all demographic recovery targets (section 3.1). While there is some disagreement on the amount of population increase (Pease and Mattson 1999), most of the available information suggests that the population has increased between 3 percent and 7 percent annually (Eberhardt et al. 1994, Boyce 1995, Knight et al. 1995, Eberhardt and Knight 1996, Eberhardt and Cherry 2000, Boyce et al. 2001, Harris et al. 2005). See discussion in section 3.3.3 on the grizzly bear population in the GYA.

All forests follow the management direction in the Guidelines. Lands within the PCA were mapped and managed according to three different management situations (Figure 15). A brief description of each management situation can be found in chapter 2 under the description of Alternative 1. (Full descriptions are provided in appendix B.) For all of the National Forest System lands combined, 59.3 percent of the acres in the PCA are within MS 1, 37.3 percent are within MS 2, 1.4 percent are within MS 3, and 2 percent are not identified as a management situation. The acres not identified as a management situation are all on the Beaverhead National Forest and are primarily designated wilderness.

### ***Secure Habitat***

Secure habitat is defined as areas more than 500 meters from an open or gated motorized access route or recurring helicopter flight line and greater than or equal to 10 acres in size<sup>17</sup>. Secure habitat is divided into long- and short-term secure habitat for this analysis based on management area category. A management area category describes the natural resource setting for an area of land and the types of management actions that are allowed to occur within the area of land. See section 3.2 and appendix C for definitions of management area categories.

Long- and short-term habitats are presented below for the PCA and the Alternative 4 area outside the PCA. The Alternative 4 area outside the PCA was developed using existing evaluations of suitable habitat and linkage areas in the GYA (Mattson and Merrill 2002, Walker and Craighead 1997, Willcox and Ellenberger 2000, Barber 2005). The development of Alternative 4 is further described in the administrative record. This area outside the PCA is considered to be the current best estimate of the biologically suitable habitat for grizzly bears on the six GYA national forests. This area in Wyoming is similar to that defined by the Wyoming Game and Fish Department in their grizzly bear management plan as the area where grizzly bear populations outside the PCA are socially acceptable and would be managed to allow for a stable population. Designation of socially acceptable areas for Montana and Idaho will depend upon a dialogue with the public and focus on specific lands that grizzlies are occupying, as defined in the respective state plans.

<sup>17</sup> Secure habitat in this FEIS did not include areas open to cross country off-highway vehicle (OHV) travel.

Figure 15. Acres (in thousands) of lands within the PCA and management situation emphasis.

Land management agency	Acres within the PCA <sup>1</sup> (% of total PCA)	Percent of PCA acres in MS 1 for each agency	Percent of PCA acres in MS 2 for each agency	Percent of PCA acres in MS 3 for each agency
Beaverhead National Forest	68 (1.2%)	Not identified	Not identified	Not identified
Bridger-Teton National Forest	724 (12.5%)	90.7%	7.8%	1.5%
Custer National Forest	114 (2.0%)	3.0%	97.0%	0.0%
Gallatin National Forest	809 (14.0%)	60.3%	39.6%	0.1%
Shoshone National Forest	1,223 (21.2%)	33.8%	64.1%	2.1%
Targhee National Forest	475 (8.2%)	98.0% <sup>4</sup>	0.0% <sup>4</sup>	2.0%
National parks <sup>2</sup>	2,225 (38.5%)	99.8%	0.1%	0.1%
Other <sup>3</sup>	138 (2.4%)	Not applicable	Not applicable	Not applicable

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Large lakes comprise 118,000 acres within the PCA (2 percent of the PCA). Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed. The acres of inholdings depicted in Figure 12 represent the status of inholdings on the six national forests. Management situation direction only applies to federal lands.

<sup>2</sup> National parks include Yellowstone and Grand Teton National Parks and the Rockefeller National Parkway.

<sup>3</sup> Other includes BLM lands, state lands, and private lands.

<sup>4</sup> The 1997 Revised Forest Plan changed all Management Situation 2 areas to Management Situation 1.

In response to public comment on the DEIS, the amount of long- and short-term secure habitat within the habitat occupied by grizzly bears outside the PCA from 1990 through 2004 and the 10-mile area outside the PCA is also presented. The Recovery Plan requires counting all females with cubs inside the PCA and within 10 air miles outside the PCA boundary.

**Long-term secure habitat** is secure habitat within Management Area Categories 1, 2, and 3. These management area categories typically include Congressionally designated wilderness, backcountry lands, research natural areas, national recreation areas, designated wild and scenic rivers, special interest areas, and other areas where some management activities may occur but natural ecological process and resulting patterns will normally predominate. Generally, new motorized access routes will not be constructed in these areas. In some of these areas, oil and gas surface occupancy may be allowed. For this analysis, all secure habitat in these management categories that may allow surface occupancy inside the PCA are considered long term because oil and gas development would likely be very limited due to the mitigation necessary under the secure habitat and developed site standards. Surface occupancy is allowed on only 3 percent of the National Forest System lands inside the PCA. Outside the PCA, any secure habitat in these management categories that allows surface occupancy on the Bridger-Teton National Forest is considered short-term secure habitat (see definition below) due to the high occurrence potential for oil and gas (47,000 acres in the biologically suitable habitat outside the PCA). Similar areas on the Beaverhead and Targhee National Forests have primarily moderate to low potential and are considered long-term secure habitat (244,000 acres in biologically suitable habitat in the Alternative 4 area outside the PCA).

**Short-term secure habitat** is secure habitat within Management Area Categories 4, 5, 6, and 8. These categories typically include areas that are managed to provide recreational use, forested



ecosystems that are managed to meet a variety of uses, timber harvesting emphasis areas, areas of intensive grazing, and areas likely to be permanently altered by human activities. Short-term secure also includes habitat within Management Area Categories 1, 2, or 3 outside the PCA on the Bridger-Teton National Forest where surface occupancy for oil and gas is permitted and occurrence potential is high.

*Secure Habitat (inside the PCA)*

Currently there are 2,827,000 acres of secure habitat on National Forest System lands within the PCA, which is 83 percent of the total National Forest System lands within the PCA (Figure 16 and Figure 17). Eighty-seven percent of the secure habitat is long term secure habitat. Appendix A displays secure habitat for each BMU subunit.

**Figure 16. Acres (in thousands) in the PCA and percent of area that is long- and short-term secure habitat on National Forest System lands for each of the GYA national forests<sup>1</sup>.**

National forest	PCA acres	Secure habitat acres and percent of PCA that is secure habitat	Acres of long-term secure habitat <sup>2</sup> and percent of secure habitat that is long-term secure	Percent of area that is long-term secure habitat	Acres of short-term secure habitat <sup>3</sup> and percent of secure habitat that is short-term secure
Beaverhead	68	66 (96%)	66 (100%)	97%	0 (0%)
Bridger-Teton	724	637 (88%)	618 (97%)	85%	19 (3%)
Custer	114	111 (97%)	110 (99%)	96%	1 (1%)
Gallatin	809	587 (73%)	554 (94%)	69%	33 (6%)
Shoshone	1,223	1,137 (93%)	929 (82%)	76%	207 (18%)
Targhee	475	290 (61%)	181 (62%)	38%	109 (38%)
Total	3,413	2,827 (83%)	2,458 (87%)	72%	369 (13%)

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Large lakes comprise 13,000 acres within national forest proclaimed boundaries in the PCA. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed.

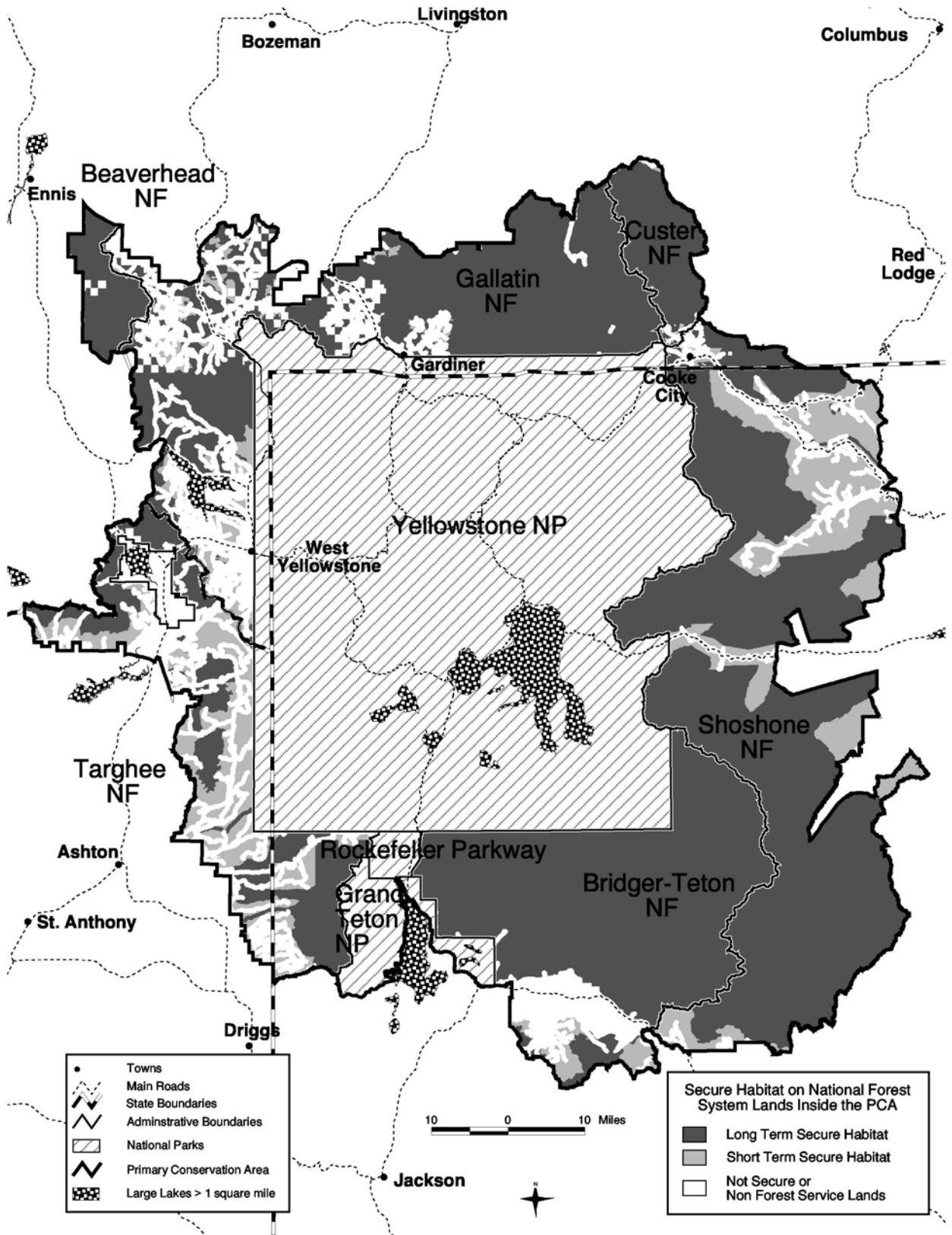
<sup>2</sup> Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup> Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

**Beaverhead National Forest.** There is no motorized access to the Beaverhead National Forest portion of the PCA. Ninety-six percent of the National Forest System lands within the PCA is secure habitat. The vast majority of this area is designated wilderness, and the relatively small non-wilderness portion of the PCA was closed to motorized use year round by Amendment 10 of the Beaverhead Forest Plan (Off-highway Vehicle Amendment). The amount of secure habitat in the Beaverhead National Forest portion of Hilgard BMU subunit 1 has not changed over the last 10 years.

**Bridger-Teton National Forest.** Management area prescriptions in the Bridger-Teton's Forest Plan emphasize motorized use on approximately 46,900 acres (7 percent) of the PCA within the Forest. Motorized use is prohibited or discouraged on the remaining 677,000 acres of the PCA. Currently, 88 percent of the National Forest System land within the PCA is secure habitat (Figure 16). The Bridger-Teton's Forest Plan does not contain Forestwide standard addressing open or total motorized access density or secure habitat areas. Access prescriptions and standards for individual management areas are variable, with some suggesting that motorized route density may exceed one mile per square mile of the management area. Over the last five years, the amount of secure habitat has remained unchanged.

Figure 17. Existing secure habitat within the PCA.



**Custer National Forest.** Most of the PCA (98.6 percent) is designated wilderness or in a management area which emphasizes wildlife habitat protection and discourages permanent road construction. Currently, 97 percent of the National Forest System land within the PCA is secure habitat. A small portion (1.4 percent of the PCA) emphasizes the exploration, development, and production of energy and mineral resources, but no activity has occurred. Secure habitat has remained the same over the last five to 10 years.

**Gallatin National Forest.** During the last five to 10 years, the Gallatin National Forest has closed or obliterated more than 100 miles of road within BMU subunits, increasing the amount of secure habitat. The road closures occurred mainly on the Hebgen Lake Ranger District in the Taylor Fork (Hilgard 1 and 2), the Madison 1 and 2, and the Henrys Lake 2 BMU subunits. Currently, 73 percent of the National Forest System land within the PCA is secure habitat.

**Shoshone National Forest.** The Shoshone's Forest Plan, as amended, has a standard for no net increase in roads. The activity levels associated with Plan objectives are relatively low. In practice, secure habitat is being maintained or increased. The amount of secure habitat has increased in Shoshone BMU subunits 3 and 4 due to road closures in the North Fork of the Shoshone River corridor. The amount of secure habitat has stayed the same over the last decade in all other BMU subunits. Currently, 93 percent of the National Forest System land within the PCA is secure habitat.

**Targhee National Forest.** Forestwide access management standards limit open motorized access route density to 0.6 miles per square mile in Henrys Lake subunits 1 and 2, the Plateau BMU, and the Bechler-Teton BMU. This standard also limits total motorized access route density in these same BMUs and subunits to one mile per square mile. The standards specify management requirements for road closures and administrative use on restricted roads. Standards associated with individual management areas supplement these Forestwide standards. The Targhee's Forest Plan contains a Forestwide goal to increase grizzly bear security. The amount of secure habitat within each BMU increased after the 1997 Revised Targhee Forest Plan was completed. The reason for the increase in the amount of secure habitat was that the Revised Forest Plan called for the decommissioning of about 433 miles of road within the BMUs to achieve the open motorized access route density standards and the total motorized access route density standards. All of the decommissioning work was completed by 2005 resulting in 61 percent of the National Forest System land within the PCA as secure habitat.

*Secure Habitat (in the Alternative 4 Area outside the PCA)*

For Alternative 4 areas, secure habitat outside the PCA is displayed in Figure 20. Currently, there are 4,331,000 acres of secure habitat on National Forest System lands outside the PCA, which is 72 percent of the total National Forest System lands within Alternative 4 areas outside the PCA. Seventy-one percent of the secure habitat is long-term secure habitat. This area includes 96 percent of the area known to be occupied by grizzly bears on National Forest System lands outside the PCA from 1990 through 2004 (Schwartz et al 2005d, Figure 23 and Figure 37) and 97 percent of the 10 mile area outside the PCA (Figure 21). Appendix A displays secure habitat for each analysis area outside the PCA within the Alternative 4 areas.

*Secure Habitat (in the 10-mile Area outside the PCA)*

In response to public comment, secure habitat for the 10-mile area outside the PCA is displayed in Figure 21. Currently, there are about 1.4 million acres of secure habitat on National Forest System lands within the 10-mile area outside the PCA, which is 71 percent of the total National Forest System lands in this area (Figure 20). Sixty percent of the secure habitat is long term secure. Approximately 97 percent of the area within 10 miles of the PCA is included within the Alternative 4 area outside the PCA. Further, approximately 66 percent of this area on National Forest System lands was occupied by grizzly bears from 1990 through 2004.

**Figure 18. Acres (in thousands) of National Forest System lands for the Alternative 4 areas outside the PCA and the percent of the area that is long- and short-term secure habitat<sup>1</sup>.**

National forest	Acres for Alternative 4 areas outside the PCA	Acres of secure habitat for Alternative 4 areas outside the PCA (percent secure)	Acres of long-term secure habitat <sup>2</sup> and percent of secure habitat that is long-term secure	Percent of area that is long-term secure habitat	Acres of short-term secure habitat <sup>3</sup> and percent of secure habitat that is short-term secure
Beaverhead	1,567	995 (64%)	707 (71%)	45%	289 (29%)
Bridger-Teton	1,293	985 (76%)	844 (86%)	65%	142 (14%)
Custer	341	307 (90%)	250 (82%)	73%	57 (18%)
Gallatin	783	619 (79%)	474 (77%)	61%	145 (23%)
Shoshone	1,081	852 (79%)	478 (56%)	44%	375 (44%)
Targhee	934	572 (61%)	336 (59%)	36%	236 (41%)
Total	5,999	4,331 (72%)	3,089 (71%)	52%	1,242 (29%)

<sup>1</sup>These acres do not include acres of lakes > 640 acres. Large lakes comprise 15,000 acres within Forest Service proclaimed boundaries in the Alternative 4 areas outside the PCA. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed. The acres of inholdings depicted in Figure 12 represent the status of inholdings on the six national forests.

<sup>2</sup>Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup>Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

**Figure 19. Acres (in thousands) in the 10-mile area outside the PCA and the percent of the area that is long- and short-term secure habitat on National Forest System lands for each of the GYA national forests<sup>1</sup>.**

National forest	10-mile area outside the PCA	Secure habitat acres and percent of area that is secure habitat	Acres of long-term secure habitat <sup>2</sup> and percent of secure habitat that is long-term secure	Percent of area that is long-term secure habitat	Acres of short-term secure habitat <sup>3</sup> and percent of secure habitat that is short-term secure
Beaverhead	133	89 (67%)	69 (77%)	52%	20 (23%)
Bridger-Teton	216	113 (52%)	59 (52%)	27%	54 (48%)
Custer	278	243 (87%)	195 (80%)	70%	47 (20%)
Gallatin	486	400 (82%)	331 (83%)	68%	69 (17%)
Shoshone	587	416 (71%)	121 (29%)	21%	295 (71%)
Targhee	252	134 (53%)	56 (42%)	22%	78 (58%)
Total	1,952	1,394 (71%)	830 (60%)	43%	564 (40%)

<sup>1</sup>These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed.

<sup>2</sup>Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup>Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

Figure 20. Secure habitat in the Alternative 4 area outside the PCA.

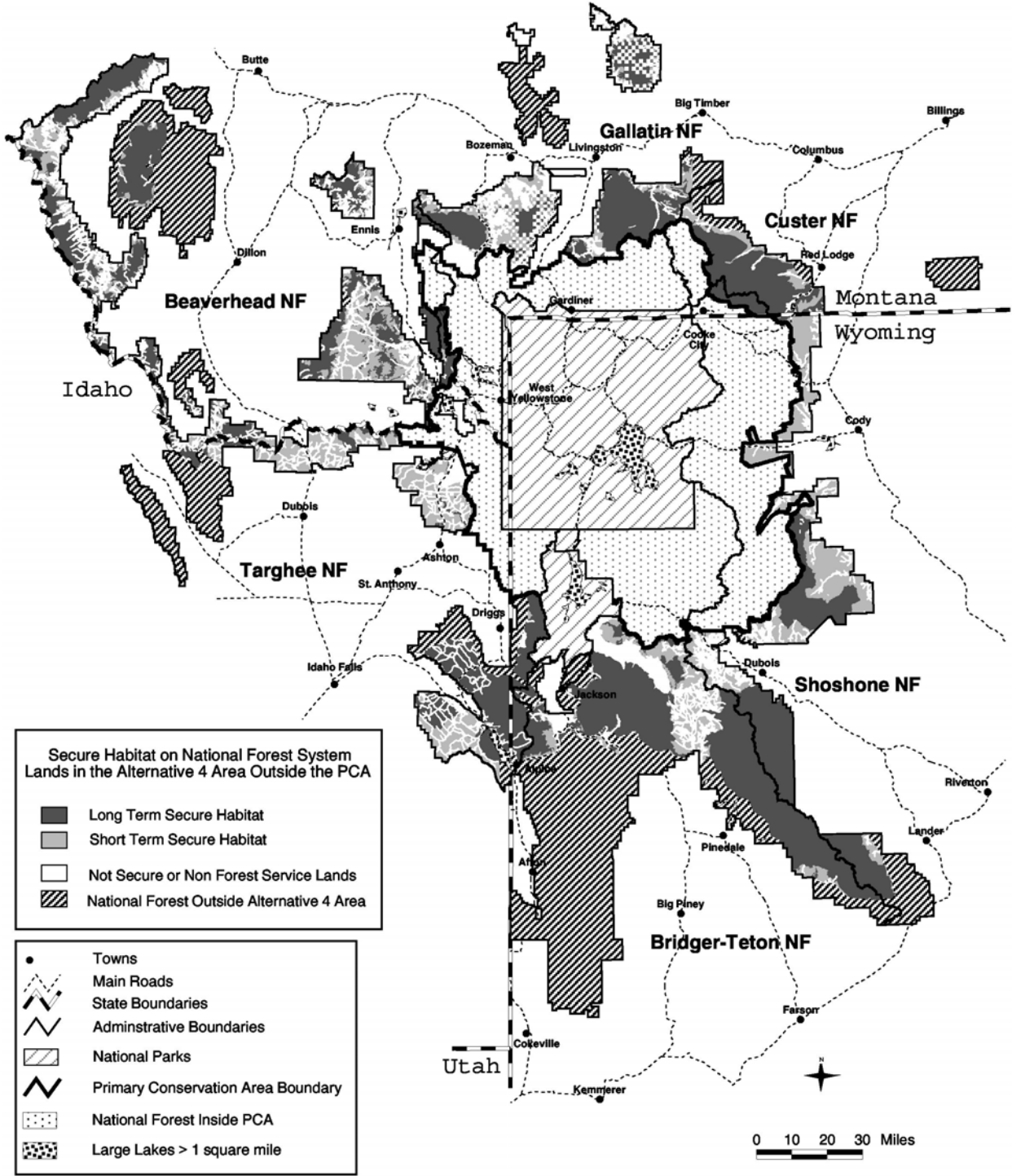
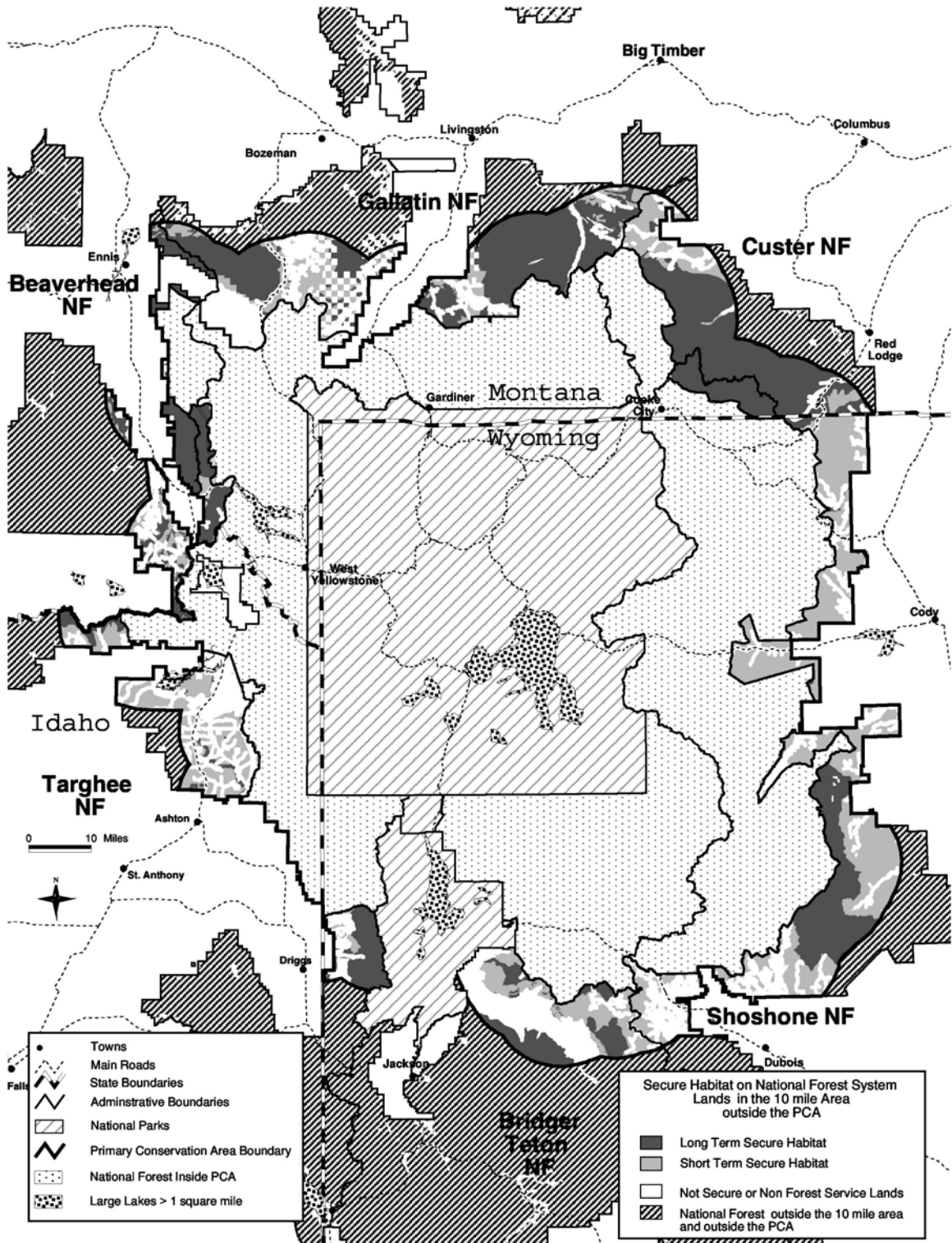


Figure 21. Secure habitat in the 10-mile area outside the PCA.



*Secure habitat (in Occupied Grizzly Bear Habitat outside the PCA from 1990 through 2004)*

Schwartz et al. (2002 and 2005d) estimated the area occupied by grizzly bears in the GYA from 1990 through 2004. This distribution is a reflection of areas occupied by grizzly bears; it is not a reflection of bear densities within these areas. Approximately 39 percent of the area occupied by grizzly bears during this period was outside the PCA (Figure 37). Twenty-one percent of the area occupied by grizzly bears was outside the PCA on National Forest System lands. The remaining occupied area outside the PCA was within Grand Teton National Park (2 percent) or on state, BLM, or private lands (15 percent). Further, 64 percent of the area occupied by grizzly bears on National Forest System lands was within the 10-mile area outside the PCA.

Ninety-six percent of this area is within the Alternative 4 area outside the PCA. Approximately 65 percent of the area occupied by grizzly bears on National Forest System lands is secure habitat (1.3 million acres) (Figure 22). Fifty-five percent of the secure habitat is long-term secure.

The estimated total population of grizzly bears during this time in the GYA was between 500 and 600 bears (IGBST 2005), with about 10 to 14 percent of the bears living outside the PCA (Schwartz et al. 2005d). The estimate of the number of bears outside the PCA is based on the initial sightings of females with COY and the proportion of time radio-collared bears spent inside and outside the PCA. The Conservation Strategy has a goal of maintaining at least 500 grizzly bears in the GYA.

**Figure 22. Acres (in thousands) in the area occupied by grizzly bears outside the PCA (1990 through 2004) and the percent of the area that is long- and short-term secure habitat on National Forest System lands for each of the GYA national forests (Schwartz et al. 2002 and 2005d)<sup>1</sup>.**

National forest	Occupied area outside the PCA	Secure habitat acres and percent of area that is secure habitat	Acres of long-term secure habitat <sup>2</sup> and percent of secure habitat that is long-term secure	Percent of area that is long-term secure habitat	Acres of short-term secure habitat <sup>3</sup> and percent of secure habitat that is short-term secure
Beaverhead	129	85 (66%)	56 (66%)	43%	29 (34%)
Bridger-Teton	605	343 (57%)	233 (68%)	39%	110 (32%)
Custer	9	9 (99%)	9 (100%)	99%	0
Gallatin	198	169 (86%)	140 (83%)	71%	30 (17%)
Shoshone	757	535 (71%)	200 (37%)	26%	335 (623%)
Targhee	256	135 (53%)	62 (46%)	24%	74 (54%)
Total	1,954	1,277 (65%)	699 (55%)	36%	578 (45%)

<sup>1</sup>These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed.

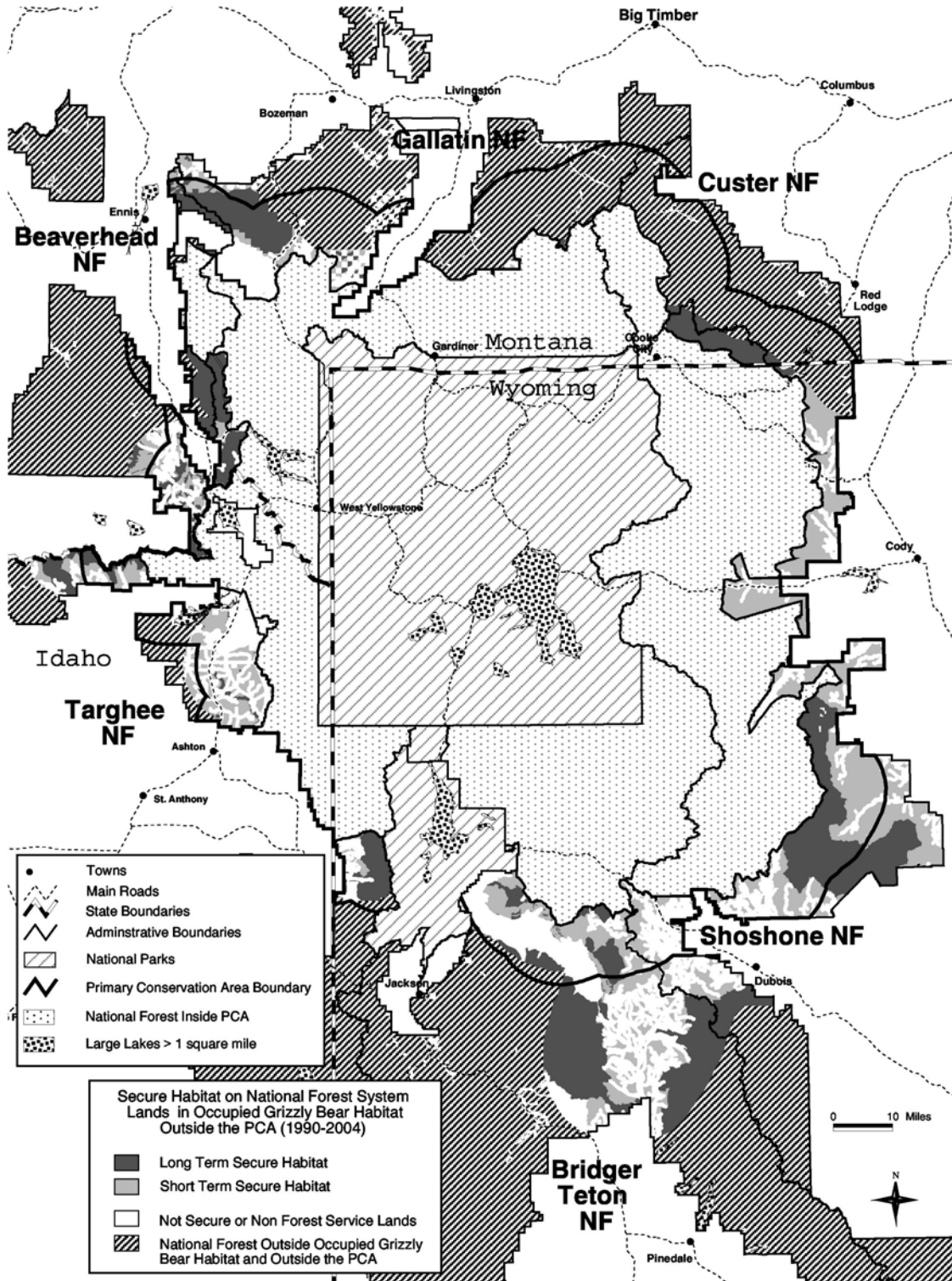
<sup>2</sup>Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup>Short term = secure habitat acres within Management Area Categories 4, 5, 6 and 8.

*Past Trends in Secure Habitat*

In the past 17 years, over 1,400 miles of road have been decommissioned in the GYA national forests, with less than 400 miles of road being constructed for a net reduction of over 1,000 miles of road (see section 3.10). The net reduction in miles of road has contributed almost 9 percent to the current level of secure habitat inside the PCA (Figure 24) and almost 3 percent in all areas outside the PCA (Figure 25) (includes Alternative 4 area outside the PCA and the area outside Alternative 4). Similarly, the average acres treated per year by timber harvest outside the PCA have been on a downward trend (Figure 50). Road construction and associated timber harvest have been limited in recent years in part due to the roadless policies in place from 2000 through 2005. Under current agency policies, an EIS is required to build roads inside inventoried roadless areas.

Figure 23. Secure habitat in the area occupied by grizzly bears outside the PCA from 1990 through 2004 (Schwartz et al. 2005d).





**Figure 24. Average and total percent increase in the level of secure habitat inside the PCA on each GYA national forest due to the difference in average miles of road constructed per year and average miles of road decommissioned for the seventeen-year period (between 1986 and 2002)<sup>1</sup>.**

<b>National forest</b>	<b>Secure habitat acres (in thousands) and percent that was secure in 2003</b>	<b>Average miles of road constructed per year</b>	<b>Average miles of road decommissioned per year</b>	<b>Average difference between miles constructed and miles decommissioned</b>	<b>Average acres of secure habitat lost/gained per mile of road constructed or decommissioned</b>	<b>Average acres secure habitat gained per year</b>	<b>Percent total secure habitat gained in the seventeen-year period<sup>2</sup></b>
Beaverhead	66 (96%)	0	0	0	397.7	0	0%
Bridger-Teton	637 (91%)	1.5	0	+1.5	397.7	-597	-1.59%
Custer	111 (97%)	0	0	0	397.7	0	0%
Gallatin	587 (73%)	0.1	7.4	-7.3	397.7	2,903	8.41%
Shoshone	1,137 (93%)	1.3	2.1	-0.8	397.7	318	0.48%
Targhee	290 (61%)	2.6	33.1	-30.5	397.7	12,130	71.10%
Total	2,827 (83%)	5.5	42.7	-37.2	397.7	14,794	8.90%

<sup>1</sup>These acres do not include acres of lakes > 640 acres. Large lakes comprise 15,000 acres within Forest Service proclaimed boundaries in the Alternative 4 areas outside the PCA. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed.

<sup>2</sup>The values in this column are calculated by multiplying the values in column 7 by 17 and dividing by the acres in column 2.

*Figure 25. Average and total percent increase in the level of secure habitat outside the PCA on each GYA national forest due to the difference in average miles of road constructed per year and average miles of road decommissioned per year for the seventeen-year period (between 1986 and 2002)<sup>1</sup>.*

National forest	Secure habitat acres (in thousands) and percent that was secure in 2003	Average miles of road constructed per year	Average miles of road decommissioned per year	Average difference between miles constructed and miles decommissioned	Average acres of secure habitat lost/gained per mile of road constructed or decommissioned	Average acres secure habitat gained per year	Percent total secure habitat gained in the seventeen-year period <sup>2</sup>
Beaverhead	1,271 (60%)	4.1	4.9	-0.8	397.7	318	0.43%
Bridger-Teton	1,919 (70%)	2.6	11.1	-8.5	397.7	3,380	2.99%
Custer	387 (79%)	0	0.2	-0.2	397.7	80	0.35%
Gallatin	710 (76%)	3.9	6.1	-2.2	397.7	875	2.10%
Shoshone	908 (75%)	1.2	4.3	-3.1	397.7	1,233	2.31%
Targhee	780 (59%)	3.5	14.0	-10.5	397.7	4,176	9.10%
Total	5,972 (68%)	15.3	40.6	-25.3	397.7	10,062	2.86%

<sup>1</sup> This analysis included all the area outside the PCA on the six GYA national forests, as information was not available just for the Alternative 4 areas outside the PCA. These acres do not include acres of lakes > 640 acres. Large lakes comprise 15,000 acres within Forest Service proclaimed boundaries in the Alternative 4 areas outside the PCA. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. Acres of non-Forest Service inholdings on the Gallatin National Forest have changed since the GIS coverages that generated these acres were developed.

<sup>2</sup> The values in this column are calculated by multiplying the values in column 7 by 17 and dividing by the acres in column 2.

### 3.3.2 Grizzly Bear/Human Interactions—Affected Environment

A primary factor in providing for the conservation of grizzly bears is the management of grizzly bear/human interactions. Grizzly bear mortality is almost solely attributable to grizzly bear/human conflicts with a common outcome of bear mortality by interagency bear managers or killing by other humans. In addition to mortality concerns, providing secure habitat (areas free of motorized access) is important to enable bears to fully use their food sources, denning sites, and meet other living needs. Human presence can limit bear use of habitat, create tolerance among some bears that allows for interaction at great risk to the bears, or attract bears to unnatural or unsecured food sources increasing the risks of food conditioning to unnatural foods and human conflict.

#### Grizzly Bear Mortalities

Figure 26 and Figure 27 display the trend of known and probable grizzly bear deaths in the GYA from 1973 (after closing the Yellowstone National Park garbage dumps) to 2004. Figure 26 shows human-caused grizzly bear deaths and Figure 27 shows natural and unknown-caused grizzly bear deaths. From 1973 to 2004, there were a total of 414 grizzly bear deaths (Haroldson and Frey 2003, Haroldson and Frey 2005). There have been 303 human-caused grizzly bear deaths (73 percent of the total) and 111 natural and unknown-cause grizzly bear deaths (27 percent of the total). The abundance of natural food sources, such as years of abundant whitebark pine cone production, contributes to fewer deaths. From 1973 through 1996, grizzly bear deaths occurred outside of the PCA in only four years. Starting in 1997, grizzly bear deaths have occurred each year outside the PCA.

Figure 26. Known and probable human-caused grizzly bear deaths in the GYA, 1973 through 2004.

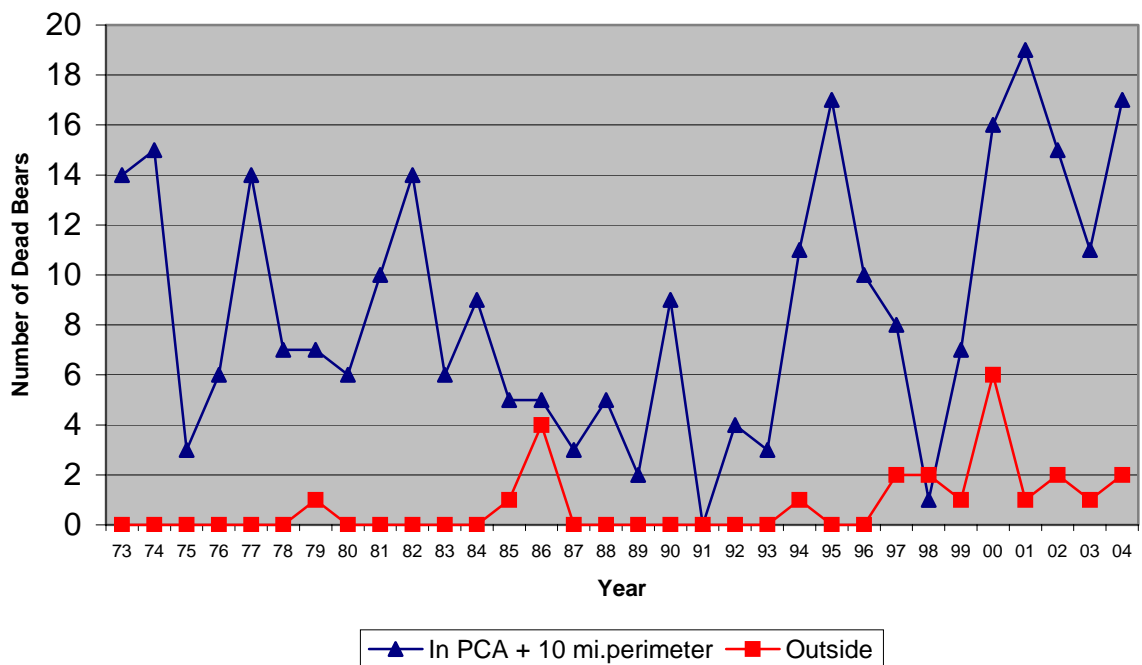
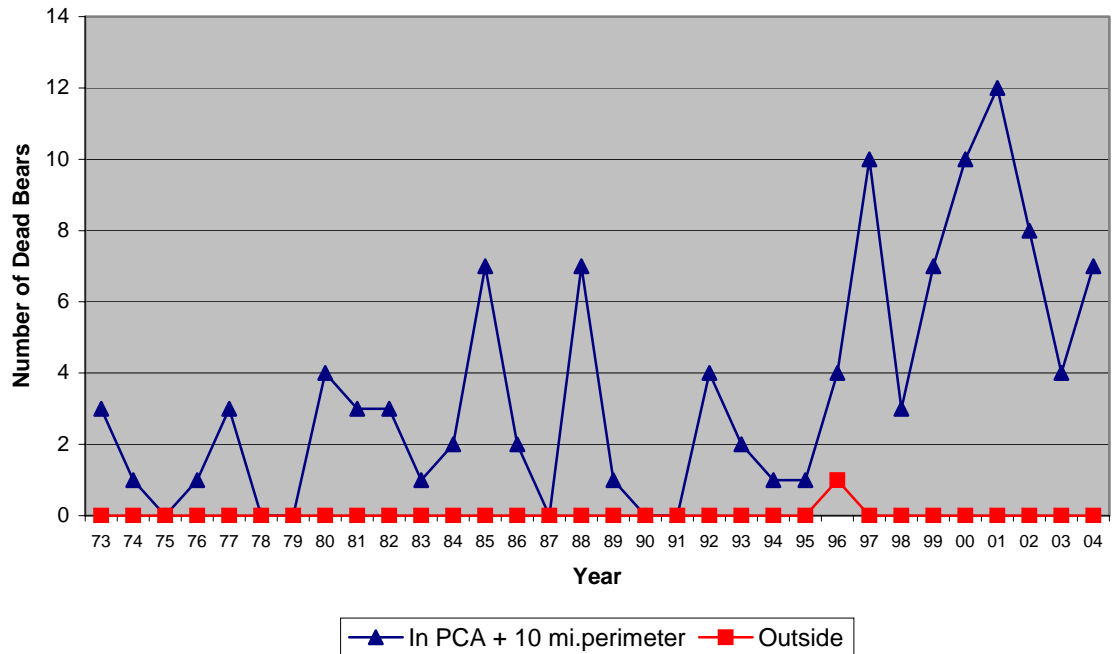


Figure 27. Natural- and unknown-caused grizzly bear deaths in the GYA, 1973 through 2004.



The causes of grizzly bear deaths and their distribution by landownership are shown in Figure 28. For the years 1975 to 2004, 60 percent of the grizzly bear deaths (161 out of 270) occurred on National Forest System lands. Not all of those deaths are attributable to Forest Service management activities or actions. On National Forest System lands, 123 of the 161 grizzly bear deaths (76 percent) are in the categories of accidents, mistaken identity, vandal killings, and hunter-related self defense, which are not directly attributable to Forest Service management activities or actions. The remaining 27 grizzly bear deaths (24 percent) are in the categories of site conflicts, and livestock or livestock related vandal killings, which are indirectly attributable to Forest Service management activities or actions. To reduce grizzly bear deaths on National Forest System lands, the Forest Service has closed domestic sheep allotments and cattle allotments with recurring conflicts, established food storage regulations, provided bear resistant containers for garbage and food storage, provided information and education materials and programs, established special grizzly bear requirements in contracts and permits, and issued access restrictions and regulations.

**Grizzly Bear/Human Conflicts**

Grizzly bear/human conflicts are defined as incidents in which grizzly bears injure people, damage property, kill or injure livestock, damage beehives, obtain anthropogenic (unnatural) foods, or damage or obtain garden and orchard fruits and vegetables. All conflicts reported to state and federal agencies are entered into state databases and compiled annually by Yellowstone National Park and reported in the IGBST Annual Report. Grizzly bear/human encounters that did not result in human injury or property damage are also recorded but categorized as confrontations rather than conflicts (Figure 28, Figure 29, and Figure 30). Figure 31 highlights the causes of conflicts and where they occur. From 1992 through 2004, 814 grizzly bear/human conflicts (47 percent of the total recorded conflicts) occurred on National Forest System lands. The majority of the conflicts on National Forest System lands were due to livestock depredation (59 percent), followed by unnatural foods (24 percent), property damage (14 percent), and human injury (4 percent).

**Figure 28. Known and probable human-caused grizzly bear deaths by reason and landownership from 1975 through 2004 (excluding natural and undetermined causes) (IGBST data).**

Landownership	Mortality Category						Total
	Site conflicts <sup>1</sup>	Self defense <sup>2</sup>	Vandal killing <sup>3</sup>	Mistaken identity	Livestock <sup>4</sup>	Accidents	
Gallatin NF	7	9	11	3	0	5	35
Shoshone NF	8	15	19	5	1	6	54
Bridger-Teton NF	7	21	18	5	3	0	54
Caribou-Targhee NF	0	1	14	0	0	2	17
Beaverhead NF	0	0	0	0	1	0	1
Yellowstone NP	15	2	1	0	0	16	34
Grand Teton NP	1	0	0	1	1	0	3
Other public lands	1	0	0	2	0	1	4
Private	46	3	4	1	11	3	68
Total	85	51	67	17	17	33	270

<sup>1</sup> Includes 12 bears killed in self defense at backcountry camps, 69 management removals due to conflicts at front-country sites, and four management removals of bears that either injured humans or showed unnatural aggression towards humans.

<sup>2</sup>Forty-six of the 51 mortalities are hunter related (90 percent).

<sup>3</sup> Eleven of these are livestock related.

<sup>4</sup> Includes 14 management removals (three sheep depredation, nine cattle depredation, and one horse depredation) and three bears legally killed by sheepherders in self defense.

**Figure 29. Grizzly bear/human conflicts throughout the GYA, 1992 through 2004 (IGBST data).**

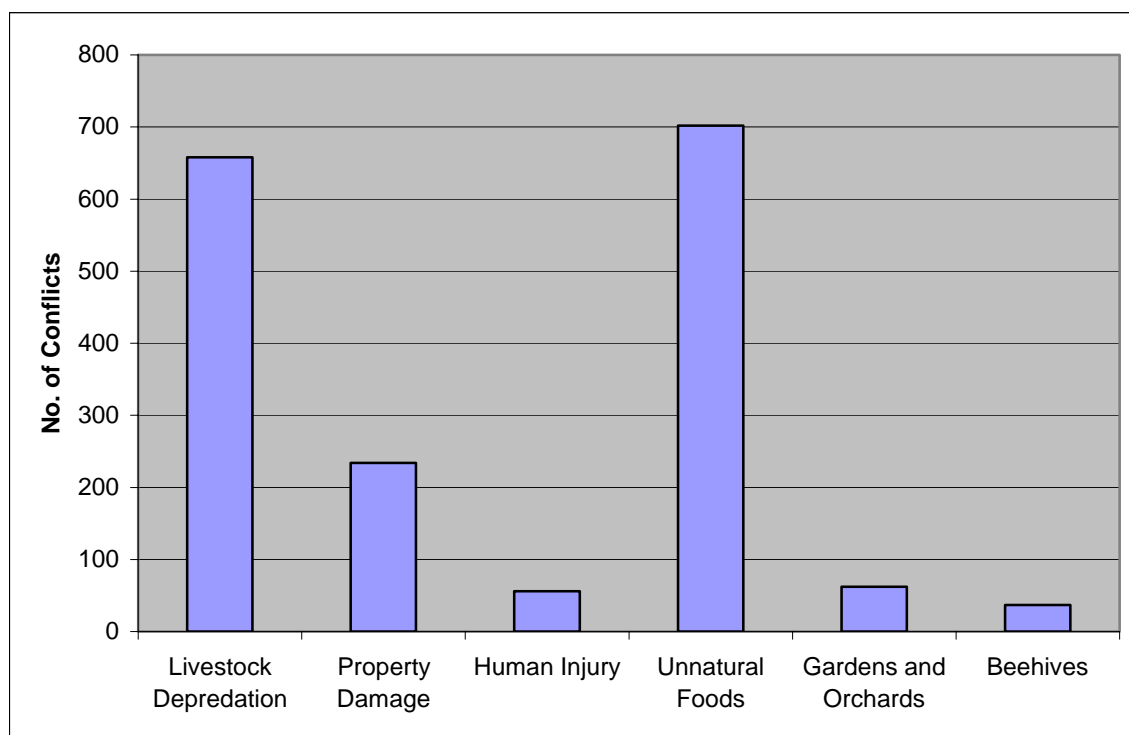
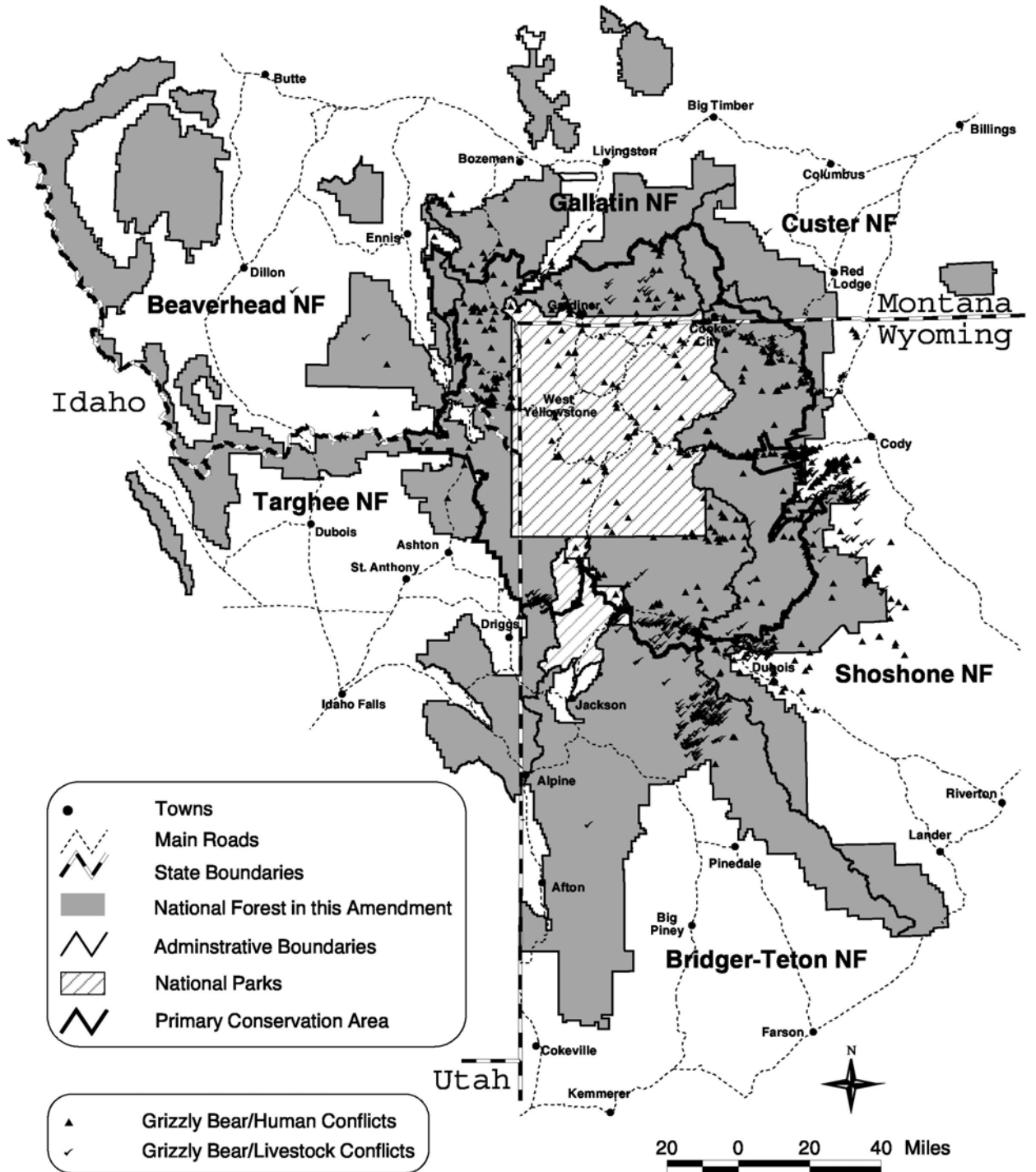


Figure 30. Grizzly bear/human and grizzly bear/livestock conflicts for the years 1992 through 2004 (IGBST data).



**Figure 31. Number of grizzly bear/human conflicts by landowner and category, 1992 through 2004 (IGBST data).**

Management agency	Category						Total
	Livestock depredation	Property damage	Human injury	Unnatural foods	Gardens and orchards	Beehives	
Beaverhead NF	1	1	0	1	0	0	3
Bridger-Teton NF	319	16	13	27	0	0	375
Custer NF	0	1	0	1	0	0	2
Gallatin NF	13	25	9	50	0	0	97
Shoshone NF	95	68	9	113	0	0	285
Targhee NF	50	0	0	2	0	0	52
Yellowstone NP	0	34	16	31	12	0	93
Grand Teton NP	35	1	5	3	0	0	44
Private MT	16	16	2	132	28	0	194
Private WY	123	67	2	318	21	35	566
Private ID	1	1	0	17	1	0	20
State MT	0	1	0	0	0	0	1
State WY	3	3	0	7	0	2	15
State ID	1	0	0	0	0	0	1
BLM	1	0	0	0	0	0	1
<b>Total</b>	<b>658</b>	<b>234</b>	<b>56</b>	<b>702</b>	<b>62</b>	<b>37</b>	<b>1,749</b>

#### **Grizzly Bear/Motorized Access and Secure Habitat Interactions**

The management of human use levels through access route management is one of the most powerful tools available to balance the needs of grizzly bears with the needs and activities of humans. It has been documented in several research projects, completed and ongoing, that unregulated human access and development within grizzly bear habitat can contribute to increased bear mortality and affect bear use of existing habitat (IGBC 1998, Interagency Conservation Strategy Team 2003).

Historically, management of motorized use has been primarily accomplished through restriction of certain types of motorized use on established access routes, i.e. management of open motorized route densities. Recent research has shown that secure habitat (areas that are free of motorized traffic, also referred to as core areas) is an important component of grizzly bear habitat (IGBC 1998).

By managing motorized access, the following grizzly bear management objectives can be met (IGBC 1998):

- Minimize human interaction and potential grizzly bear mortality
- Minimize displacement from important habitats
- Minimize habituation to humans
- Provide relatively secure habitat where energy requirements can be met

## Grizzly Bears

The IGBC Taskforce Report (IGBC 1998) identifies three access parameters for measuring motorized access and its effect on habitat security for grizzly bears:

- TMARD
- OMARD
- Secure habitat or core areas

OMARD and TMARD are calculated using a GIS moving windows analysis as the percent of a BMU subunit in a defined density category, including areas with zero density. Secure habitat is calculated as the area greater than 500 meters from an open or gated motorized access route (greater than or equal to 10 acres in size) and closed to OHV use. In the process of the development of the Conservation Strategy and this FEIS it was determined that development of habitat standards for all three access parameters (OMARD, TMARD and secure habitat) in the GYA was unnecessary and somewhat redundant in meeting the grizzly bear management objectives identified above. Secure habitat is more straightforward for analysis, monitoring, and discussion. Opening a permanently restricted road or building a new road would affect secure habitat, except in areas between motorized access routes that are less than 1,000 meters apart. Reopening or constructing roads between existing routes less than 1,000 meters apart would be rare.

The IGBC Taskforce Report (IGBC 1998) defined restricted roads as "...as a road on which motorized use is restricted seasonally or yearlong and the road requires effective physical obstruction (generally gated)." Gated roads are not considered effective closures under the Conservation Strategy and this analysis (Figure 4).

History has demonstrated that grizzly bear populations survived where frequencies of contact with humans were very low. Populations of grizzly bears persisted in those areas where large expanses of relatively secure habitat were retained and where human-induced mortality was low. In the Yellowstone area, this is primarily associated with national parks, wilderness areas, and large blocks of public lands (IGBC 1998). Maintaining habitat security requires minimizing mortality risk and displacement from human activities in a sufficient amount of habitat to allow the population to benefit from this secure habitat and respond with increasing numbers and distribution. Habitat security allows a population to increase in numbers and distribution as lowered mortality results in more reproduction and cub recruitment into the adult population. This results in an increasing population. As the population increases, it begins to expand in range and distribution. Both of these responses to habitat security are currently ongoing in the Yellowstone population as the population has increased between 4 and 7 percent per year (Harris et al. 2005) and has increased in distribution (Schwartz et al. 2002, Schwartz et al. 2005d). See the discussion in section 3.3.3 on the grizzly bear population in the GYA. The PCA is 83 percent secure. By comparison, the average percent secure habitat inside the recovery areas for the Northern Continental Divide and Selkirk/Cabinet-Yaak grizzly bear ecosystems are 65 percent and 56 percent respectively.

Secure habitat must also provide the basic seasonal habitat requirements for grizzly bears and should be representative of seasonal habitats available to bears in the entire analysis area (IGBC 1998). The CEM was used to evaluate the relative habitat value of the existing secure habitat inside the PCA (Interagency Conservation Strategy Team 2003). Habitat value, as currently used in the CEM, is an index of the inherent productivity of grizzly bear habitat. The CEM is also used to measure habitat effectiveness, which is a measure of the energy potentially derived from an area given the impacts of human activities on bear habitat use. Habitat effectiveness is higher in secure habitat than non-secure habitat of the same habitat value because of the absence of motorized access routes.



**Grizzly Bear/Developed Site Interactions**

The effects of human activity associated with developments on grizzly bear habitat use have been reported by Mattson et al. (1987), and include the following:

- Grizzly bear use was lower in areas near human developments
- Foraging behavior was disrupted
- Dominant bears tended to displace subordinate bears into areas with more human development
- Adult females and subadult males residing closer to developments were more likely to be involved in management actions (such as being trapped and relocated)

The Forest Service and NPS have instituted food storage orders or regulations and have provided bear resistant garbage containers at developed sites throughout the PCA and many areas outside. This work was undertaken to reduce grizzly bear/human conflicts associated with developed sites as well as dispersed sites. Mattson and Knight (1991) analyzed grizzly bear mortality data by three eight-year periods (1962 through 1969, 1975 through 1982, and 1983 through 1990) and by association with different levels of human access, including major developments, primary roads, secondary roads, and backcountry areas. They reported that unit area mortality rates associated with all levels of access decreased over the three time periods. Renkin and Gunther (1996) evaluated bear mortalities in relation to developed sites over a 10-year period (1987 to 1996) and found that bear mortalities in relation to developed areas declined during that period. Even though grizzly bear/human conflicts still occur throughout the GYA, these studies show that efforts to reduce those conflicts have been successful.

**Grizzly Bear/Livestock Interactions**

Knight and Judd (1983) reported the following information about bears that kill livestock:

- All instrumented (radio-collared) grizzly bears known to have had the opportunity (bears that came in close contact with sheep), killed sheep.
- Most grizzly bears that encountered cattle did not make kills.
- All known cattle killers were adult bears, while sheep killers included both adults and subadults.
- They concluded that sheep grazing in occupied grizzly range is a serious problem, since bears kill sheep more readily and because the sheep are closely tended by herders that are protective of their flocks.

Anderson et al. (1997) reported the following information from a study on grizzly bear/cattle interactions on two cattle allotments in northwest Wyoming:

- From a minimum of 24 grizzly bears that were known to use two cattle allotments during a three-year period, seven bears (possibly eight) preyed on cattle.
- Thirty percent of 194 cattle mortalities documented during the three years were the result of bear predation, 65 percent were not bear-related, and 5 percent were classified as unknown.
- Predatory grizzly bears selected calves (51 of 58, or 88 percent) over adult and yearling cattle.
- All sex/age groups of grizzly bears, except subadult male, were associated with cattle depredations. Three adult males were responsible for 84 percent of the documented losses where individual depredators could be identified.
- Cattle depredations were limited to a relatively short period (three to eight weeks) during two of the three grazing seasons, and five of the eight bears suspected of killing cattle did not appear to kill more than one calf each.
- Translocating grizzly bears appears to be a viable option for reducing losses, since homing bears may not return before that depredation period ends. Additionally, translocation could prevent the occasional depredator, which appears to be common among grizzlies, from being unnecessarily removed from the population.

## *Grizzly Bears*

- Removing cattle carcasses from allotments also appeared to reduce bear densities, but it could not be determined whether this would reduce depredations.
- Since adult males are responsible for the majority of cattle depredations, selective removal may also be a possible management option, particularly when habitual adult males are involved and translocation, aversion tactics, or carcass removal efforts are ineffective.

In summary, most, if not all, grizzly bears that come in contact with domestic sheep prey on sheep and conflicts are inevitable. Within the PCA, 40 percent of the sheep allotments active in 2003 have had documented grizzly bear conflicts. Several sheep allotments that have had conflicts with grizzly bears have been closed.

The majority of grizzly bears that come in contact with cattle do not make kills. Within the PCA, 24 percent of the cattle allotments active in 2003 have had documented grizzly bear conflicts (Figure 62).

Conflicts between livestock and grizzly bears have resulted in the relocation, removal, or direct mortality of grizzly bears. Many of the conflicts with grizzly bears and sheep have been resolved inside the PCA due to the closure of many of the affected allotments. Conflicts with livestock have increased in recent years primarily outside the PCA. There were 478 documented grizzly bear/livestock conflicts on the six national forests from 1992 to 2004 (Figure 31). Only 10 percent of the documented grizzly bear mortalities since 1975 have been livestock related (Figure 28).

### ***Grizzly Bear/Snow Machine Interactions***

Five of the GYA national forests (Beaverhead, Bridger-Teton, Custer, Gallatin, and Shoshone) analyzed the effects of snow machine use on grizzly bears and consulted with the USFWS (USDA Forest Service 2001a, USDI FWS 2002). This analysis provided the following findings:

- Snow machine use has been around for many years and has increased over a long period.
- Bears have had a chance to either habituate or move to new den sites if disturbed.
- Bears tend to den in remote areas with characteristics that are not entirely conducive to snow machining (steep, forested habitats).
- Snow is an excellent sound insulator.
- A large proportion of the PCA and area where bears may occur (68 and 63 percent, respectively) provide suitable denning habitat.
- A large proportion of known dens in the Yellowstone area (88 percent) are located in areas where snow machine use does not occur and suitable denning habitat is well distributed on the forests.
- On the five national forests, only 3 to 19 percent of the secure area within the PCA that is suitable for denning is potentially used by snow machines. In the area where bears may occur, 6 to 31 percent falls into this category.
- Information on effects of snow machining on bears is largely anecdotal, although there is sufficient information to indicate that some individual bears have the potential to be disturbed.
- Potential effects of snow machining on reproduction and survival in Yellowstone grizzly bears are not evident in the population statistics. The grizzly bear population in the GYA has achieved all demographic recovery parameters as established in the 1993 Grizzly Bear Recovery Plan.

The USFWS issued a Biological Opinion stating that current authorized snow machine activity is not likely to jeopardize the continued existence of the grizzly bear (USDI FWS 2002). The USFWS stated that the best information suggests that current levels of snow machine use are not appreciably reducing the likelihood of either the survival or recovery of grizzly bears in the

Yellowstone PCA. The USFWS did not anticipate a high level of incidental take<sup>18</sup>, and stated that incidental take was unquantifiable. The USFWS concluded that the level of take of grizzly bears that has and would result from snow machine use is low, based on the best available recent and long-term Yellowstone grizzly bear population information, the amount of protected and unprotected denning habitat available in the Yellowstone ecosystem, the location and characteristics of most grizzly bear den sites, the expert opinions of grizzly bear researchers in the Yellowstone ecosystem, and the best available information on grizzly bear denning.

For the Targhee National Forest, grizzly bear denning habitat and potential conflicts with snow machine use were analyzed and included in consultation with the USFWS as part of the 1997 Revised Forest Plan. There have been no documented grizzly bear/snow machine use conflicts on the Targhee. The 1997 Revised Forest Plan contains a standard allowing curtailment of snow machine use to resolve documented conflicts with grizzly bears within the PCA.

#### **Habitat Effectiveness**

The Yellowstone Grizzly Bear CEM was designed to assess the inherent productivity of grizzly bear habitat and to assess the effects of human activities on bear use of that habitat. The model uses GIS databases and relative value coefficients of human activities, vegetation, and key grizzly bear foods to calculate habitat value (HV) and habitat effectiveness (HE) (Weaver et al. 1986, Bevins 1997, Mattson et al. 2004). The CEM is the result of more than a decade of interagency effort. Interagency mapping protocols and procedures (Mattson and Despain 1985) have been developed and approved for the PCA. Research is limited as to what level of human activity on backcountry trails actually displaces bears from these habitats. Additional information on human use in the backcountry may help determine the relationship between human activities and bear use. The IGBST currently has a contract with Montana State University to evaluate model coefficients.

Habitat value in the CEM is a relative measure of the average net digested energy potentially available to bears in a subunit for each of four seasons. Habitat effectiveness is that part of the energy potentially derived from the area that is available to bears given their response to humans (Mattson et al. 2004). It is recognized that motorized access and site developments are the primary human activities influencing grizzly bear use of habitats. There are other activities that collectively may have significant impact on the effectiveness of the habitat for bears. The CEM can be used to estimate the cumulative effects of all human activities on the availability of habitats and associated foods to bears. The 1998 baseline seasonal HE values for each subunit from CEM are displayed in appendix A.

### **3.3.3 Grizzly Bear Population—Affected Environment**

The Recovery Plan established three demographic (population) recovery targets that must be achieved for a recovered grizzly bear population, and defined a recovered grizzly bear population as one that could sustain a defined level of mortality and is well distributed throughout the PCA. The three demographic (population) recovery targets include:

- Maintain a minimum of 15 unduplicated females with COY over a six-year average both inside the PCA and within a 10-mile area immediately surrounding the PCA.
- Sixteen of 18 BMUs within the PCA must be occupied by females with young, including COY, yearlings, or two-year olds, as confirmed by the IGBST from a six-year sum of observations. No two adjacent BMUs may be unoccupied during the same six-year period. This is equivalent to verified evidence of a least one female grizzly bear with young at least once in each BMU over a six-year period.

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<sup>18</sup> The term “incidental take” is the taking of an endangered or threatened species incidental to an agency’s action. The term “take” means to harm, harass, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such contact.

## Grizzly Bears

- The running six-year average of total known, human-caused grizzly bear mortality as confirmed by the IGBST is not to exceed 4 percent of the minimum population estimate. The running-six-year average known, human-caused female grizzly bear mortality is not to exceed 30 percent of the 4 percent total mortality limit over the most recent three-year period. These mortality limits cannot be exceeded in any two consecutive years. Beginning in 2000, probable mortalities were included in the calculation of mortality thresholds; COY orphaned as a result of human causes will be designated as probable mortalities.

At the end of 2004, the number of unduplicated females with COY over a six-year average both inside the PCA and within a 10-mile area immediately surrounding the PCA was 40, more than double the Recovery Plan target of 15 (Figure 22). The Recovery Plan target for the number of unduplicated females with COY (15) has been exceeded since 1988 (Interagency Conservation Strategy Team 2003). In 2004, 46 unduplicated females with COY were documented inside the PCA and within a 10-mile area immediately surrounding the PCA (Figure 34). Unduplicated females with COY were also documented outside the PCA and the 10-mile area. Schwartz et al. (2002 and 2005d) estimated the area occupied by females with COY in three time periods from 1973 through 2004 (Figure 35).

At the end of 2004, the distribution of females with young, based on the most recent six years of observations in the ecosystem, was 18 out of 18 BMUs. Figure 26 displays the BMUs occupied by verified female grizzly bears with young for the entire recovery zone (also the PCA). Since 1997, all eighteen BMUs have been occupied by a female with young within a six-year span, thereby achieving this recovery requirement. This criterion is important as it ensures that females occupy the majority of the PCA and that successful reproductive females are not concentrated in one portion of the ecosystem.

At the end of 2004, the minimum population estimate was 431 bears, the running six-year average of total known and probable, human-caused grizzly bear mortality was 13.3, and the running-six-year average of known, human-caused female grizzly bear mortality was 6.0. (Haroldson and Frey 2005). The total mortality is under the mortality threshold set in the Recovery Plan, but the female mortality exceeds the mortality threshold set in the Recovery Plan (Figure 32). Beginning in 2000, the number of mortalities counted each year includes known and probable mortalities, but the mortality thresholds are set using only the minimum population estimate.

In response to court direction to reconsider population and mortality monitoring systems, the USFWS asked the IGBST in 2000 to evaluate the existing systems and to develop new population and mortality management protocols using the best available science. In 2005, the IGBST completed this process and the results were made available for public comment through a notice in the Federal Register (USDI FWS 2005a). Upon review of the public comments, the USFWS intends to append these new methods and mortality thresholds to the Recovery Plan in response to the court and in order to use the best available science. The new methodology will also be appended to the Conservation Strategy prior to the USFWS making its final determination on the Proposed Rule to delist the grizzly bear (USDI FWS 2005a). These new methods are a more comprehensive mortality management approach and are derived from a more accurate model for establishing sustainable mortality limits for grizzly bear populations. Applying the new methods to 1999 through 2004 data, mortality limits have not been exceeded for consecutive years for any bear class (Figure 33) (IGBST 2005).

**Figure 32. The status of the Recovery Plan demographic (population) recovery parameters, 1999 through 2004<sup>1</sup>.**

Recovery Plan demographic (population) recover parameters	Recovery Plan target six-year average	Existing number six-year average
Maintain a minimum of 15 unduplicated females with COY over a six-year average both inside the PCA and within a 10-mile area immediately surrounding the PCA.	>15	40
Sixteen of 18 BMUs within the PCA must be occupied by females with young, including COY, yearlings, or two-year olds, as confirmed by the IGBST from a six-year sum of observations. No two adjacent BMUs may be unoccupied during the same six-year period.	>16	18
Human-caused mortality: The running six-year average of total known, human-caused mortality <sup>2</sup> as confirmed by the IGBST is not to exceed 4 percent of the minimum population estimate <sup>2</sup> . The running-six-year average of known, human-caused female grizzly bear mortality <sup>3</sup> is not to exceed 30 percent of the 4 percent total mortality limit over the most recent three-year period.	<17.2  <5.2	13.3  6.0

<sup>1</sup>Data for this table came from Haroldson and Frey 2005 and the Interagency Conservation Strategy Team 2003.

<sup>2</sup>At the end of 2004, the minimum population estimate was 431 bears (Haroldson and Frey 2005).

<sup>3</sup> Beginning in 2000, probable mortalities were included in the calculation of mortality thresholds and COY orphaned as a result of human causes will be designated as probably mortalities (Interagency Conservation Strategy Team 2003).

**Figure 33. Annual mortality limit, allowable mortality based on a three-year running average, and estimated total mortality for independent females, independent males, and dependent young grizzly bears in the GYA, 1999 through 2004 (IGBST 2005)<sup>1</sup>.**

Year	Independent females			Independent males			Dependent young		
	Estimated 9% mortality limit	Allowable mortality (three-year average)	Estimated total mortality	Estimated 15% annual mortality limit	Allowable mortality (three-year average)	Estimated total mortality	Estimated 9% annual mortality limit	Allowable mortality (three-year average)	Reported human-caused losses
1999	14		2	15		11	11		2
2000	21		9	21		35	13		7
2001	19	18	10	20	18	11	15	13	6
2002	23	21	14	24	21	12	16	15	5
2003	19	20	14	19	21	12	15	15	3
2004	23	22	17	23	22	23	16	16	11

<sup>1</sup> This data came from Reassessing Methods to Estimate Population Size and Sustainable Mortality Limits for the Yellowstone Grizzly Bear (IGBST 2005). Pending review of public comments, this new methodology will replace the existing methodology in the Recovery Plan and the Conservation Strategy (USDI FWS 2005a). This method considers mortalities from all causes and includes estimates of unknown and unreported mortality. Mortality limits are calculated using total population estimates rather than the minimum population estimates that were originally used in the Recovery Plan and Conservation Strategy. The estimated total number of independent females, independent males, and dependent young at the end of 2004 was 257, 156, and 174 respectively. This equates to a total population estimate of 588 bears.

Figure 34. Unduplicated females with cubs-of-the-year in the GYA (Haroldson 2005).

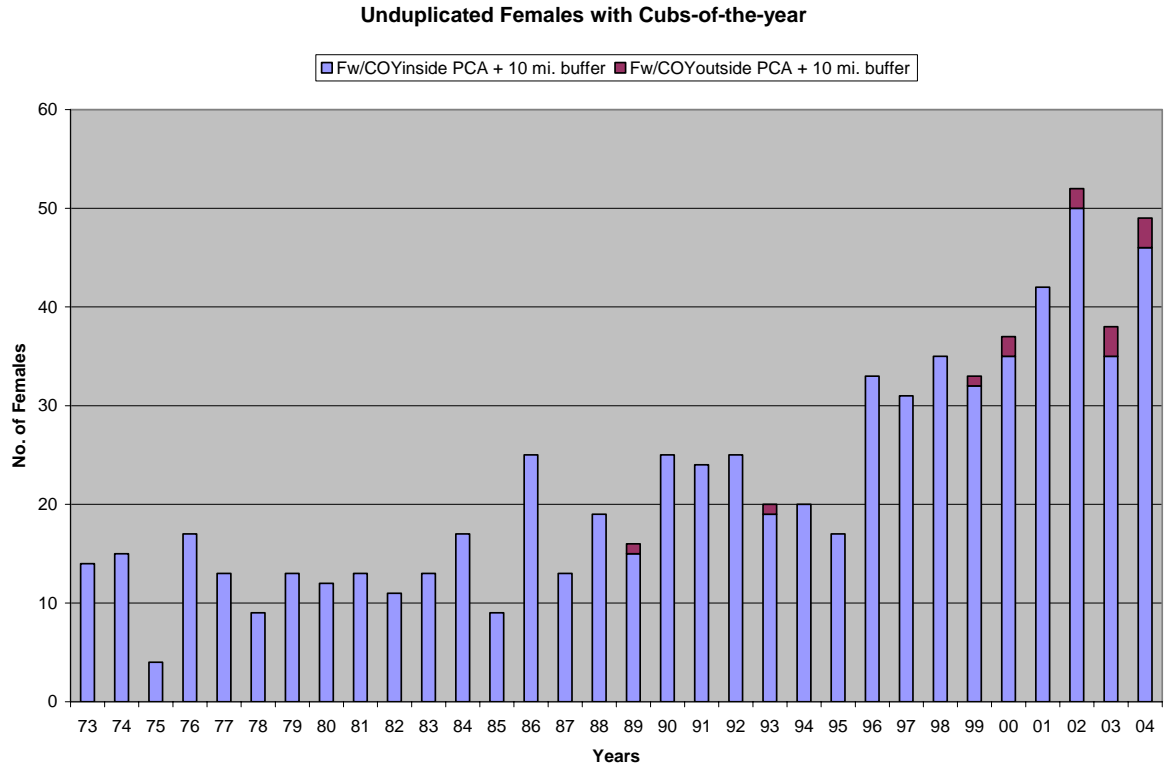


Figure 35. Distribution maps for female grizzly bears with cubs-of-the-year for three different time periods in the GYA (Schwartz et al. 2002 and 2005d).

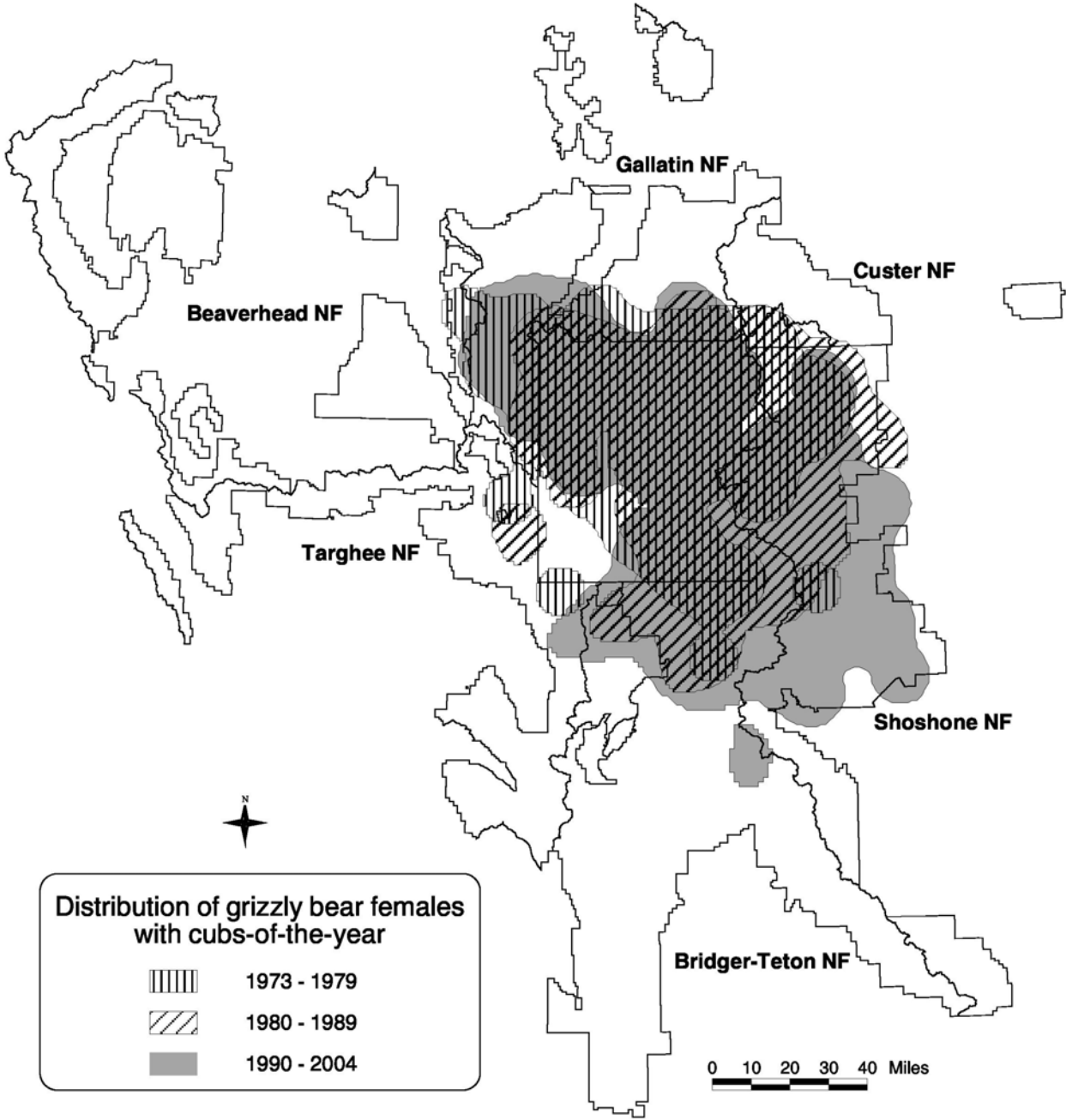


Figure 36. BMUs occupied by verified female grizzly bears with young within the PCA<sup>1</sup>.

BMUs	Occupancy by year													Years occupied
	92	93	94	95	96	97	98	99	00	01	02	03	04	
Hilgard	x	x	x	x		x		x	x	x	x	x	x	11
Gallatin	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Hellroaring/Bear		x				x		x	x	x	x	x		7
Boulder/Slough				x	x	x		x	x	x	x	x	x	9
Lamar	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Crandall/Sunlight	x	x		x		x	x	x	x	x	x	x	x	11
Shoshone	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Pelican/Clear	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Washburn	x	x	x		x	x	x	x	x	x	x	x	x	12
Firehole/Hayden	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Madison		x	x			x	x	x	x	x	x		x	9
Henry's Lake				x		x	x		x	x	x		x	7
Plateau			x					x	x	x	x	x	x	7
Two Ocean/Lake	x	x		x	x	x	x	x	x	x	x	x	x	12
Thorofare	x	x	x	x	x	x	x	x	x	x	x	x	x	13
South Absaroka	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Buffalo/Spread Creek	x	x	x	x	x	x	x	x	x	x	x	x	x	13
Bechler/Teton	x	x			x	x	x	x	x	x	x	x	x	11
Number of BMUs occupied each year	13	15	12	13	12	17	14	17	18	18	18	16	17	--
Number of BMUs occupied at least once within a six-year span	--	--	--	--	--	18	18	18	18	18	18	18	18	--

<sup>1</sup>Source of data: Annual Reports of the IGBST, 1997 - 2004

**Grizzly Bear Population Research**

Grizzly bear population trends in the GYA have been researched extensively. The following is a summary of research over the last decade pertaining to grizzly bear population trends in the GYA.

- Eberhardt et al. (1994): The trend of the Yellowstone grizzly bear (*Ursus arctos horribilis*) population was estimated using reproductive rates calculated from 22 individual females and survival rates from 400 female bear-years. The point estimate of the rate of increase was 4.6 percent, with 95 percent confidence limits of 0 and 9 percent. The major finding of the study was that the Yellowstone grizzly bear population appears to be increasing. Adult survival was the most important determinant of the rate of increase of the population, with reproductive rate the next most important factor and subadult survival somewhat less important than reproductive rate.
- Knight et al. (1995): Using annual totals of distinct family groups suggested an increasing trend. The slope of a log-linear regression ( $R^2=0.41$ ) indicated a 3.9 percent annual increase.



Confidence limits (95 percent) obtained by bootstrapping were 2 to 6 percent. These results compared favorably with those of Eberhardt et al. (1994).

- Eberhardt and Knight (1996): The initial results of this study indicated a slow rate of decrease through 1980, roughly 2 percent per year (Knight and Eberhardt 1985). Current analyses (Eberhardt et al. 1994, Knight and Blanchard 1995; Knight et al. 1995) showed a positive annual rate of change (roughly 2 to 5 percent). The turning point appeared to occur in the mid 1980s, when the policy of preventing adult female mortalities whenever feasible began to be widely observed. A high adult female survival rate is essential to maintain large mammal populations having low reproductive rates.
- Pease and Mattson (1999) concluded that within the limits of uncertainty implied by the available data and methods of data analysis, the size of the Yellowstone grizzly bear population changed little from 1975 to 1995. The analysis used demographic data from 202 radio-telemetered bears followed between 1975 and 1992 and accounted for whitebark pine (*Pinus albicaulis*) crop failures during 1993 to 1995. The study calculated the population growth rate = 1.00 from 1975 to 1983 (four mast and five nonmast years) and 1.02 from 1984 to 1995 (seven mast and five nonmast years). Overall, the study found that population growth rate =  $1.01 \pm 0.04$  (mean  $\pm$  1 se) from 1975 to 1995.
- Eberhardt and Cherry (2000) reviewed Pease and Mattson (1999) and concluded that their analyses were questionable in various respects and their results regarding a lower population growth rate than reported by other authors were simply inconclusive. The authors stated that the real differences postulated by Pease and Mattson (1999) are not nearly as profound as claimed once the statistical uncertainties are acknowledged.
- Boyce et al.'s (2001) study provided a Monte Carlo technique, which confirmed that the Yellowstone ecosystem grizzly bear population increased during the period 1986 to 1998.
- Boyce et al. (2001) updated earlier research (Boyce 1995) and reported that the trend in the adjusted number of adult females with COY corroborates other data indicating that the GYE bear population increased during 1983 through 1997. Recent data provide optimistic projections of the likelihood of persistence for grizzly bears in the GYE—a 99.2 percent probability that the GYE grizzly bear population will persist for 100 years. Extending to a 500-year period, the study found that probability of persistence decreased to 96.1 percent. Hunters were the second greatest source of grizzly bear mortality in the GYE. Hunters shoot grizzly bears deliberately, in self-defense, or because they mistake grizzlies for black bears. Reducing hunter related mortalities could increase the probability of long-term persistence of grizzlies in the GYE. Count data, demographic analysis, and grizzly bear distribution all indicate that the GYE bear population increased during the past decade, probably because of cooperative efforts by state and federal agencies and the public to reduce conflicts between humans and bears. Managing to ensure capability of dispersal for bears among subpopulations through linkage zone management and/or by transplants can improve prospects for long-term viability of grizzly bear populations.
- Schwartz et al. (2002) reported that the Yellowstone grizzly bear has been expanding its range during the past two decades and now occupies historic habitats that had been vacant. The study used kernel estimators to develop distribution maps of occupied habitats based on initial sighting of unduplicated females (n=300) with cubs-of-the-year, information from radio marked bears (n=105), and locations of conflicts, confrontations, and mortalities (n=1,235). The distribution from 1990 to 2000 extends beyond the recovery zone identified in the Recovery Plan. Range expansion was particularly evident in the southern portion of the ecosystem in Wyoming. A comparison of results from the 1990s to previously published distribution maps show an approximate increase in occupied habitat of 48 percent and 34 percent from the 1970s and 1980s, respectively.
- Keating et al. (2002) reported that previous approaches underestimate the total number of females with COY, thereby underestimating population size and sustainable mortality. Estimated numbers of females with COY in the Yellowstone population ranged from 20

- animals in 1987 and 1989 to 60 in 2000. The total number of unique females with COY actually observed ranged from 13 in 1987 to 42 in 2001. The number of unique females with COY detected through random sightings alone ranged from 12 in 1987 to 39 in 2001.
- Mattson and Merrill (2002) reported that with respect to current conservation, grizzly bears survived from 1920 to 1970 most often where ranges at the beginning of this period were either larger than 20,000 km<sup>2</sup> or larger than 7,000 km<sup>2</sup> but with a ratio of perimeter to area of <2. Without reductions in human lethality after 1970, there would have been no chance that core grizzly bear range would be as extensive as it is now. Although grizzly bear range in the Yellowstone region is currently the most robust of any to potential future increases in human lethality, bears in this region are threatened by the loss of whitebark pine.
  - Pyare et al. (2004) reported that expansion in the southern end of the ecosystem was exponential and the area occupied by grizzly bears doubled approximately every 20 years. A complementary analysis of bear occurrence in Grand Teton National Park also suggests an unprecedented period of rapid expansion during the last 20 to 30 years. The grizzly bear population currently has reoccupied about 50 percent of the southern GYA. Based on assumptions of continued protection and ecological stasis, the model suggests total occupancy in 25 years.
  - Schwartz et al. (2005a) reported that reproductive output, measured as cubs per litter, was most strongly influenced by indices of population size and whitebark pine cone production. Their data suggested a possible density-dependent response in reproductive output.
  - Schwartz et al. (2005b) reported that survival was highest for cubs and yearlings living outside Yellowstone National Park but within the recovery zone. Cubs and yearlings living inside Yellowstone National Park had lower survival and those living outside the recovery zone had the lowest survival rates. Survival rates were negatively related to a population index, suggesting density-dependence. Survival improved with higher whitebark pine seed production, greater winter severity, larger litter size, and higher female (mother's) age.
  - Haroldson et al. (2005) found that randomly sampled bears survived better than bears trapped in conflict situations, that females survived better than males, survival was lowest during autumn, and survival increased during years with good whitebark pine cone production. Bears with a higher proportion of annual locations outside the recovery zone exhibited poorer survival than individuals located more frequently inside Yellowstone National Park, the recovery zone, or both. Indices of winter severity, ungulate biomass, and population size, plus individual covariates including presence of dependent young, prior conflicts with humans, and age class were not important predictors of survival in their models. They also documented a trend of increased survival from 1983 through 2001 that was offset in recent years by lower survival of bears located more frequently outside the recovery zone. This result suggests that efforts to reduce female mortality initiated in 1983 by the IGBC were successful, and similar measures outside the recovery zone would improve the prospect for continued growth and expansion of the GYE grizzly bear population.
  - Harris et al. (2005) estimated population trajectory from 1983 through 2002 to be between 1.04 and 1.07. For the chance of a population decline to be ≤5 percent under conditions occurring during from 1983 through 2002, annual mortality of independent females would have to be ≤10 percent.
  - Schwartz et al. (2005c) demonstrated a source–sink dynamic in the GYA with bear survival high inside Yellowstone National Park and the recovery zone, but low outside the recovery zone, with most mortality outside the recovery zone on or near private lands. Changes in survival and reproduction among these three defined zones of residency were principally influenced by three factors: humans killing bears, changes in food abundance, and density dependent factors affecting reproduction and survival of dependent young.
  - Schwartz et al. (2005d) provided an update of the distribution map developed in Schwartz et al. 2002 with data through 2004. The current distribution (1990 through 2004) extends beyond the distribution map generated with data from 1990 through 2000. Range expansion

is particularly evident in parts of the Targhee National Forest in Idaho, and north of Spanish Peak on the Gallatin National Forest in Montana. The distribution map is a reflection of areas occupied by grizzly bears in the GYE. It is not a reflection of bear density within this area. Although fully 38.6 percent of occupied habitat exists outside the recovery zone, this analysis suggests only 10 to 14 percent of the bears currently live in this area. As the population continues to grow within secure areas outside the recovery zone, one would expect these densities to increase and eventually approach those within the recovery zone.

In summary, current information indicates that this population of grizzly bears has increased between 4 and 7 percent annually (Harris et al. 2005). In addition, the grizzly bear has increased its distribution in the GYA by almost 50 percent since the 1970s; this expansion is expected to continue into suitable habitats. While there is some debate related to the actual level of population increase since the bear was listed in 1975, all of the current information (i.e., number of unduplicated females, distribution of reproducing females, distribution of bears, informal sightings by agency personnel, and areas where nuisance bears are being managed) indicates this population has increased in both numbers of bears and the geographic area they occupy (Interagency Conservation Strategy Team 2003). The geographic extent of the grizzly bear population from 1990 through 2004 is displayed in Figure 37 (Schwartz et al. 2005d).

### 3.3.4 Effects on Grizzly Bear Habitat

#### Effects on Secure Habitat

Research has shown that secure habitat (areas that are free of motorized access) is an important component of grizzly bear habitat (IGBC 1998). Secure habitat is defined as areas more than 10 acres in size and more than 500 meters from an open or gated motorized access route or recurring helicopter flight line<sup>19</sup>. All alternatives provide secure habitat for the grizzly bear both inside and outside the PCA. Alternative 4 provides the most secure habitat with no allowance for management activities that would decrease the secure habitat. Existing secure habitat in Alternatives 1, 2, 2-Modified, and 3 is at 88 percent, 88 percent, 88 percent, and 90 percent, respectively, of Alternative 4 amounts. Alternatives 1, 2, 2-Modified, and 3 would allow varying amounts of management activities within portions of the existing secure habitat that could temporarily or permanently decrease the amount of secure habitat.

Secure habitat is divided into long- and short-term secure habitat for this analysis based on management area category<sup>20</sup>. A management area category describes the natural resource setting for an area of land and the types of management actions that are allowed to occur within the area of land. See section 3.2 for a definition of management area categories and section 3.1 for definitions of long and short term secure habitat.

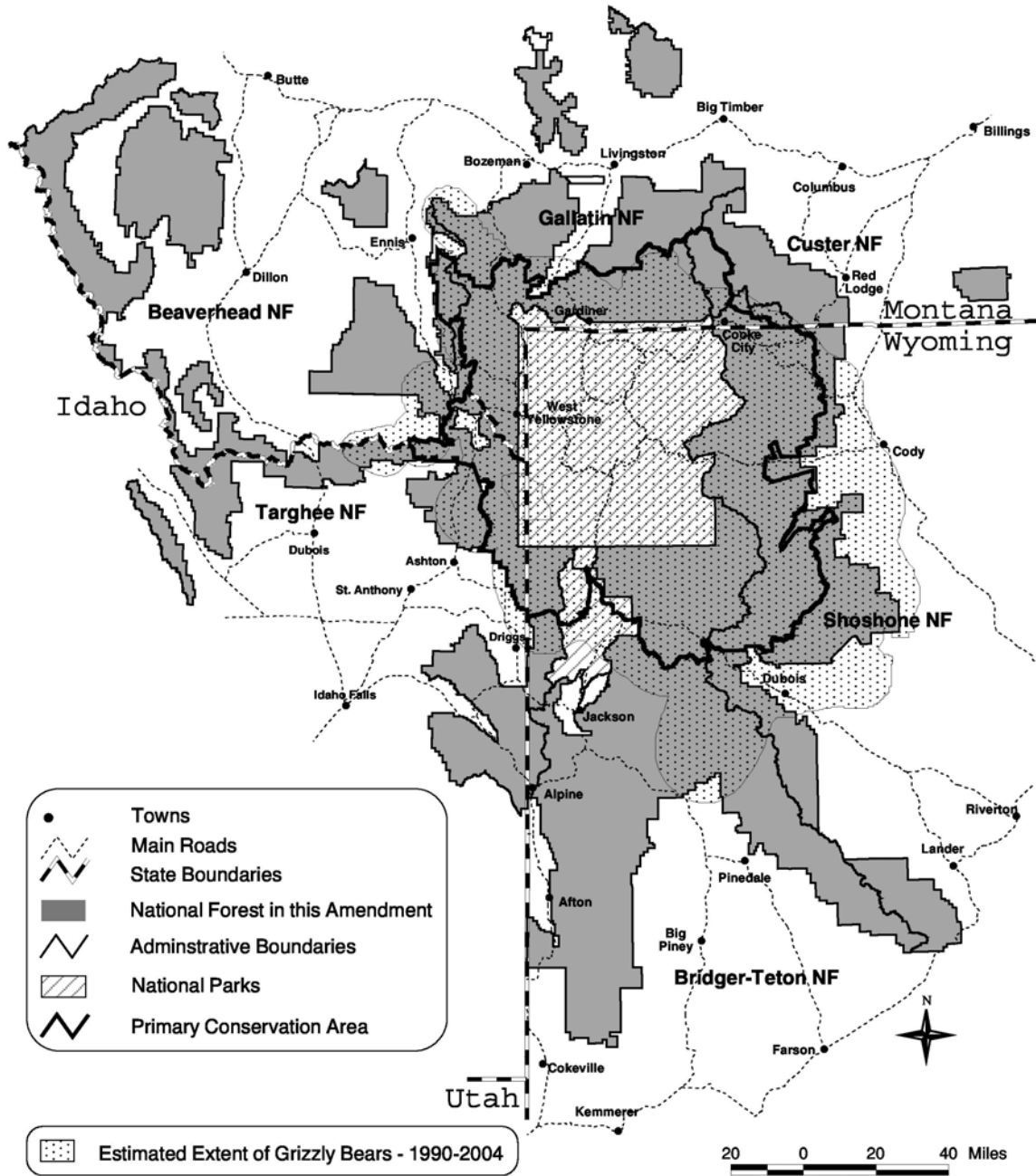
Details on how long- and short-term secure habitat vary by alternative within the PCA and outside the PCA in the Alternative 4 area are described below. A summary of how long- and short-term secure habitat vary within the 10-mile area outside the PCA, and within habitat occupied by grizzly bears from 1990 through 2004, is also presented.

The area outside the PCA and outside the Alternative 4 area is not discussed because secure habitat is the same under all alternatives. Although this area may provide some habitat for grizzly bears, in general the current level of human activity and/or land uses are assumed to be incompatible with grizzly occupancy. This area in Wyoming is similar to the area where the Wyoming Game and Fish Department will discourage occupancy by grizzly bears under the state grizzly bear management plan.

<sup>19</sup> Secure habitat in this FEIS did not include areas open to cross country off-highway vehicle (OHV) travel.

<sup>20</sup> The long-term secure habitat subject to the 1 percent rule under Alternatives 2 and 2-Modified inside the PCA is defined as short-term secure habitat under Alternative 1 as it is within Management Areas Categories 4, 5, 6, and 8 that allow for management activities. Under Alternatives 2 and 2-Modified, any secure habitat affected by the 1 percent rule would be restored after project completion and is considered long-term secure habitat for this analysis.

Figure 37. The geographic extent of the grizzly bear population 1990 through 2004 (Schwartz et al. 2005d).



***Within the PCA***

There are 2,827,000 acres of secure habitat on National Forest System lands within the PCA (83 percent secure), with 87 percent considered long-term secure habitat (2,458,000 acres) and 13 percent allowing for management activities that may temporarily or permanently reduce the amount of secure habitat (369,000 acres).

Alternatives 2 and 2-Modified increase the amount of long-term secure habitat to 2,827,000 acres, but allow changes in the secure habitat according to the 1 percent rule as described in chapter 2. Under Alternatives 2 and 2-Modified, any secure habitat affected by the 1 percent rule would be restored after project completion (Figure 38). Even if all subunits had simultaneous projects on National Forest System lands inside the PCA, which is unlikely, only 29,500 acres of secure habitat could be temporarily affected at any one time (Figure 38). This means that 82 percent of the habitat on National Forest System lands inside the PCA would always be secure.

Alternatives 3 and 4 increase the amount of long-term secure habitat to 3,017,000 acres (88 percent secure) with no allowance for management activities that would change the amount or location of the secure habitat (Figure 38).

Following is a discussion of the effects of the alternatives by individual national forest. Appendix A displays information for each BMU subunit.

***Beaverhead National Forest***

Within the PCA, there would be no change in existing secure habitat with any of the alternatives. There is no motorized access to the Beaverhead National Forest portion of the PCA. Currently, 96 percent of the National Forest System land within the PCA is secure habitat (Figure 16). The vast majority of this area is designated wilderness, and the relatively small non-wilderness portion of the PCA was closed to motorized use year round by Amendment 10 of the Beaverhead Forest Plan. The amount of secure habitat in the Beaverhead National Forest portion of Hilgard BMU subunit 1 has not changed over the last 10 years.

***Bridger-Teton National Forest***

For Alternative 1, management area prescriptions in the Bridger-Teton's Forest Plan emphasize motorized use on approximately 7 percent of the PCA within the Forest. In Alternative 1, there are 19,000 acres of secure habitat (3 percent of the total secure habitat) within those areas that could allow motorized use (Figure 16). Motorized use is prohibited or discouraged on the remaining 93 percent of the PCA. Currently, 88 percent of the National System Land within the PCA is secure habitat (Figure 16). Therefore, the amount of secure habitat within the PCA could be reduced from 88 to 85 percent under the existing Forest Plan. The Bridger-Teton Forest Plan does not contain any Forest wide standard addressing open or total motorized access density or secure habitat areas. Access prescriptions and standards of individual management areas are variable, with some suggesting that motorized route density may exceed one mile per square mile of the management area. There is nothing in the Forest Plan that compels the creation of new motorized routes in excess of the conditions in 1998, or the reduction in the amount of secure habitat from 1998 levels. Over the last five years, the amount of secure habitat has remained unchanged.

For Alternatives 2 and 2-Modified, the existing secure habitat (637,000 acres, 88 percent of the National Forest System land within the PCA) (Figure 38) would be maintained, with the allowance of the 1 percent rule to accomplish various management objectives.

For Alternatives 3 and 4, secure habitat would be increased to 649,000 acres (90 percent of the National Forest System land within the PCA) to meet requirements of Standard 1. This secure habitat would be maintained, with no rules for variance or deviation (Figure 38).

Figure 38. Secure habitat acres (in thousands) on each GYA national forest within the PCA for each alternative<sup>1</sup>.

National forest	Alternative 1		Alternatives 2 and 2-Modified			Alternative 3 <sup>6</sup>	Alternative 4 <sup>6</sup>
	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term	% of long-term secure habitat subject to the 1% rule <sup>4</sup>	Maximum acres affected at one time under 1% rule <sup>5</sup>	Secure habitat long term	Secure habitat long term
Beaverhead	66	0	66	0	0	66	66
Bridger-Teton	618	19	637	3.0%	-- <sup>5</sup>	649	649
Custer	110	1	111	0.9%	-- <sup>5</sup>	112	112
Gallatin	554	33	587	5.6%	-- <sup>5</sup>	701	701
Shoshone	929	207	1,137	18.2%	-- <sup>5</sup>	1,159	1,159
Targhee	181	109	290	37.6%	-- <sup>5</sup>	332	332
Total acres	2,458	369	2,827	13.1%	29.5 <sup>5</sup>	3,017	3,017
Total percent secure	83%		83%			88%	88%

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests. See Figure 12.

<sup>2</sup> Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup> Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

<sup>4</sup> The long-term secure habitat subject to the 1 percent rule was defined as short-term secure habitat under Alternative 1 as it is within Management Area Categories 4, 5, 6 and 8 that allow for management activities. Under these alternatives any secure habitat affected by the 1 percent rule would be restored after project completion.

<sup>5</sup> One percent rule: a) large lakes were not included when calculating the 1 percent rule, b) acres are only those BMUs with National Forest System land included within the BMU. Because of overlap between national forests and national parks, it is not possible to display accurately the acres in the 1 percent rule for each national forest.

<sup>6</sup> In Alternatives 3 and 4, all existing secure habitat would be maintained, motorized access routes within inventoried roadless areas would be closed, and secure habitat would be increased to 70 percent secure in all BMU subunits that are below 70 percent secure. (See appendix A for data on individual BMU subunits.)

*Custer National Forest*

For Alternative 1, most of the PCA (98.6 percent) is designated wilderness or a management category that emphasizes wildlife habitat protection and discourages permanent road construction. Currently, 97 percent of the National Forest System land within the PCA is secure habitat (Figure 16). Management Area E (1.4 percent of the PCA) emphasizes the exploration, development, and production of energy and mineral resources, but no activity has occurred. In Alternative 1, less than 1,000 acres of existing secure habitat (less than 1 percent of the total secure habitat) could allow motorized use. Secure habitat has remained the same over the last five to 10 years.

For Alternatives 2 and 2-Modified, the existing secure habitat (111,000 acres, 97 percent of the National Forest System land within the PCA) would be maintained, with the allowance of the 1 percent rule to accomplish various management objectives (Figure 38).

For Alternatives 3 and 4, secure habitat would be increased to 112,000 acres (97 percent of the National Forest System land within the PCA) to meet requirements of Standard 1. This secure habitat would be maintained, with no rules for variance or deviation.

*Gallatin National Forest*

Past actions have increased secure habitat. The Gallatin National Forest has closed or obliterated more than 100 miles of road within BMU subunits, which increased the amount of secure habitat. The road closures occurred mainly on the Hebgen Lake Ranger District in the Taylor Fork (Hilgard 1 and 2) and in the Madison 1 and 2 and Henrys Lake 2 BMU subunits. Currently, 73 percent of the National Forest System land within the PCA is secure habitat (Figure 16). In Alternative 1, 33,000 acres of existing secure habitat (5.6 percent of the total secure habitat) could allow motorized use (Figure 38).

For Alternatives 2 and 2-Modified, the existing secure habitat (587,000 acres, 73 percent of the National Forest System land within the PCA) would be maintained, with the allowance of the 1 percent rule to accomplish various management objectives.

For Alternatives 3 and 4, secure habitat would be increased to 701,000 acres (87 percent of the National Forest System land within the PCA) (Figure 38) to meet requirements of Standard 1. This secure habitat would be maintained, with no rules for variance or deviation.

*Shoshone National Forest*

The Shoshone's Forest Plan, as amended, has a standard for no net increase in roads. The activity levels associated with Plan objectives are relatively low. In practice, secure habitat is being maintained or increased. The amount of secure habitat has increased in Shoshone BMU subunits 3 and 4 due to recent road closures in the North Fork Shoshone River corridor. The amount of secure habitat has stayed the same in all other BMU subunits. Currently, 93 percent of the National Forest System land within the PCA is secure habitat (Figure 16).

In Alternative 1, the standard for no net increase in roads would result in stable amounts of secure habitat. The location of secure habitat could change over time when roads are constructed in some areas and closed in other areas to meet the standard of no net increase.

For Alternatives 2 and 2-Modified, the existing secure habitat (1,137,000 acres, 93 percent of the National Forest System land within the PCA) would be maintained, with the allowance of the 1 percent rule to accomplish various management objectives (Figure 38).

For Alternatives 3 and 4, secure habitat would be increased to 1,159,000 acres (95 percent of the National Forest System land within the PCA) to meet requirements of Standard 1. This secure habitat would be maintained, with no rules for variance or deviation.

*Targhee National Forest*

In Alternative 1, there are 290,000 acres of existing secure habitat, with 181,000 acres (62.3 percent) within management prescriptions that maintain the secure habitat long term (Figure 38). The remaining secure habitat (109,000 acres, or 37.7 percent) is within management prescriptions that allow project work and potential motorized access that could affect a portion of this secure habitat. Forest Plan standards for open motorized access route density (0.6 miles per square mile) and total motorized access route density (1.0 miles per square mile) limit the amount of secure habitat that could be affected. In addition, there are guidelines for maintaining large areas (no less than 7,000 acres in size) without project activities adjacent to the areas with project activities, which limits the amount of secure habitat that could be affected.

For Alternatives 2 and 2-Modified, the existing secure habitat (290,000 acres, 61 percent of the National Forest System land within the PCA) would be maintained, with the allowance of the 1 percent rule to accomplish various management objectives.

For Alternatives 3 and 4, secure habitat would be increased to 332,000 acres (70 percent of the National Forest System land within the PCA) to meet requirements of Standard 1. This secure habitat would be maintained, with no rules or variance for deviation.

**Alternative 4 Area outside the PCA**

There are 4,331,000 acres of secure habitat on National Forest System lands in the Alternative 4 area outside the PCA (72 percent secure), with 71 percent considered long-term secure and 29 percent allowing for management activities that may temporarily or permanently reduce the amount of secure habitat.

Alternatives 1, 2, 2-Modified, and 3 do not change existing management direction in forest plans outside the PCA in the Alternative 4 area; Alternatives 2, 2-Modified, and 3, which adopt the Conservation Strategy, would provide some additional guidance for management of grizzly bear habitat. The Conservation Strategy emphasizes the importance of continued coordination and cooperative working relationships among management agencies to continue application of best scientific principles and maintain effective actions to benefit the coexistence of grizzly bears and humans in the ecosystem. The Conservation Strategy also states, “The agencies are committed to be responsive to the needs of the grizzly bear by dynamic management actions based on the results of detailed annual population and habitat monitoring.” In addition, all activities in or out of secure habitat, under Alternatives 2, 2-Modified, and 3, would require a biological evaluation on the effects of those activities on grizzly bears, which would be designated a sensitive species. Land management activities would be managed so as not to contribute to a trend for listing or loss of viability for the grizzly bear. There must be no impacts to sensitive species without an analysis of the significance of adverse effects on the populations, their habitat, and on the viability of the species. Secure habitat would be a consideration in these evaluations. Under Alternative 1, all Forest Service activities that could affect secure habitat in areas occupied by grizzly bears in the best estimate of biologically suitable area would require a biological assessment and consultation with the USFWS as required by the ESA. Projects would continue under existing forest plan direction with mitigation likely the result of consultation. The 1986 Guidelines apply only inside the PCA.

Alternative 2-Modified provides additional guidance and monitoring for the Alternative 4 area outside the PCA not included with Alternatives 1, 2, or 3. The preferred alternative has a goal for outside the PCA that states, “Manage grizzly bear habitat within the PCA to sustain the recovered Yellowstone grizzly bear population. Outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, accommodate grizzly bear populations to the extent that accommodation is compatible with the goals and objectives of other uses.” In addition, outside the PCA in areas identified in state management plans as biologically suitable and socially acceptable for grizzly bear occupancy, the Forest Service would monitor, and submit for inclusion in the IGBST Annual Report, changes in secure habitat outside the PCA by national forest every two years. Monitoring of secure habitat outside the PCA would be used along with all other required habitat and population monitoring to annually evaluate the status of the grizzly bear population and make necessary modifications in management as required by the Conservation Strategy. Accommodating grizzly bear populations in areas outside the PCA would require giving consideration to the secure habitat needs of grizzly bears in project planning and implementation.

Alternative 4 increases the amount of long-term secure habitat to 5,095,000 acres (85 percent secure), with no allowance for management activities that would change the amount or location of the secure habitat (Figure 39). The Conservation Strategy’s adaptive management process would also apply under this alternative.



**Figure 39. Secure habitat acres (in thousands) on each GYA national forest in the Alternative 4 area outside the PCA for each alternative<sup>1</sup>.**

National forest	Alternative 1		Alternatives 2 and 2-Modified		Alternative 3		Alternative 4
	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>4</sup>
Beaverhead	707	289	707	289	707	289	1,273
Bridger-Teton	844	142	844	142	844	142	1,129
Custer	250	57	250	57	250	57	314
Gallatin	474	145	474	145	474	145	660
Shoshone	478	375	478	375	478	375	949
Targhee	336	236	336	236	336	236	769
Total acres	3,089	1,242	3,089	1,242	3,089	1,242	5,095
Total percent secure	72%		72%		72%		85%

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests.

<sup>2</sup> Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup> Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

<sup>4</sup> In Alternative 4, all existing secure habitat would be maintained, motorized access routes within inventoried roadless areas would be closed, and secure habitat would be increased to 70 percent secure in all analysis units that are below 70 percent secure. (See appendix A for data on individual analysis units.)

Following is a discussion of the effects of the alternatives by individual national forest. Appendix A displays information for each analysis unit in the Alternative 4 area outside the PCA.

#### *Beaverhead National Forest*

There are 995,000 acres of secure habitat within the analysis area outside the PCA (64 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3 there are 707,000 acres (71 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 289,000 acres (29 percent) of existing secure habitat in management area prescriptions that may allow motorized access for management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (995,000 acres) would be maintained for long-term security. An additional 278,000 acres of new secure habitat would be added to existing secure habitat in eight analysis units to meet the requirements of Standard 1. To create this new secure habitat, a minimum of 278 miles of open motorized access would need to be closed—this would bring the total secure habitat to 1,273,000 acres (81 percent of the National Forest System land within the analysis area) (Figure 39).

#### *Bridger-Teton National Forest*

There are 985,000 acres of secure habitat within the analysis area outside the PCA (76 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3 there are 844,000 acres (86 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 142,000 acres (14 percent) of existing secure habitat in management area prescriptions that may allow motorized access for

## *Grizzly Bears*

management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (985,000 acres) would be maintained for long-term security. An additional 144,000 acres of new secure habitat would be added to existing secure habitat in six analysis units to meet the requirements of Standard 1. To create this new secure habitat, a minimum of 299 miles of open motorized access would need to be closed, or some areas currently open to cross-country OHV use would need to be closed. This would bring the total secure habitat to 1,129,000 acres (87 percent of the National Forest System land within the analysis area) (Figure 39).

### *Custer National Forest*

There are 307,000 acres of secure habitat within the analysis area outside the PCA (90 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3 there are 250,000 acres (82 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 57,000 acres (18 percent) of existing secure habitat in management area prescriptions that may allow motorized access for management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (307,000 acres) would be maintained for long-term security. An additional 7,500 acres of new secure habitat would be added to existing secure habitat in two analysis units to meet the requirements of Standard 1. To create this new secure habitat, a minimum of 10 miles of open motorized access would need to be closed. This would bring the total secure habitat to 314,000 acres (92 percent of the National Forest System land within the analysis area) (Figure 39).

### *Gallatin National Forest*

There are 619,000 acres of secure habitat within the analysis area outside the PCA (79 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3 there are 474,000 acres (77 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 145,000 acres (23 percent) of existing secure habitat in management area prescriptions that may allow motorized access for management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (619,000 acres) would be maintained for long-term security. An additional 41,000 acres of new secure habitat would be added to existing secure habitat in six analysis units to meet the requirements of Standard 1. To create this new secure habitat, a minimum of 86 miles of open motorized access would need to be closed. This would bring the total secure habitat to 660,000 acres (84 percent of the National Forest System land within the analysis area) (Figure 39).

### *Shoshone National Forest*

There are 852,000 acres of secure habitat within the analysis area outside the PCA (79 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3, there are 478,000 acres (56 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 375,000 acres (44 percent) of existing secure habitat in management area prescriptions that may allow motorized access for management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (852,000 acres) would be maintained for long-term security. An additional 97,000 acres of new secure habitat would be added to existing secure habitat in eight analysis units to meet the requirements of Standard 1. To create this new secure habitat, a minimum of 210 miles of open motorized access would need to be closed. This would

bring the total secure habitat to 949,000 acres (88 percent of the National Forest System land within the analysis area) (Figure 39).

*Targhee National Forest*

There are 572,000 acres of secure habitat within the analysis area outside the PCA (61 percent of the National Forest System land within the analysis area). For Alternatives 1, 2, 2-Modified, and 3 there are 336,000 acres (59 percent) of existing secure habitat that are in management area prescriptions that provide for long-term security (Figure 18). There are 236,000 acres (41 percent) of existing secure habitat in management area prescriptions that may allow motorized access for management activities, and this would result in a decrease or change in location of the secure habitat.

For Alternative 4, all of the existing secure habitat (572,000 acres) would be maintained for long-term security. An additional 197,000 acres of new secure habitat would be added to existing secure habitat in six analysis units to meet the requirement of Standard 1. To create this new secure habitat, a minimum of 564 miles of open motorized access would need to be closed, or some areas currently open to cross-country OHV use would need to be closed. This would bring the total secure habitat to 769,000 acres (82 percent of the National Forest System land within the analysis area) (Figure 39).

**Other Areas outside the PCA**

The following analyses for special areas outside the PCA are in response to comments on the DEIS. The Alternative 4 boundary encompasses 96 percent and 97 percent, respectively, of the occupied grizzly habitat outside the PCA and the 10-mile area outside the PCA. To simplify the analysis, it is assumed that secure habitat standards for Alternative 4 will be applied entirely to each area.

*10-mile Area outside the PCA*

There are 1,394,000 acres of secure habitat (71 percent of the National Forest System land) in the 10-mile area outside the PCA with 60 percent considered long-term secure and 40 percent allowing for management activities that may temporarily or permanently reduce the amount of secure habitat. Alternatives 1, 2, 2-Modified, and 3 do not change existing management direction in forest plans in this area, so there is no change in secure habitat among these alternatives. Alternative 4 increases the amount of long-term secure habitat to 1,564,000 acres (80 percent secure), with no allowance for management activities that would change the amount or location of the secure habitat (Figure 40).

*Area Occupied by Grizzly Bears outside the PCA 1990 through 2004*

There are 1,277,000 acres of secure habitat (65 percent of the National Forest System lands) outside the PCA in the area occupied by grizzly bears from 1990 through 2004 (Schwartz et al. 2005d), with 55 percent considered long-term secure and 45 percent allowing for management activities that may temporarily or permanently reduce the amount of secure habitat. Alternatives 1, 2, 2-Modified, and 3 do not change existing management direction in forest plans for this area, so there would be no change in secure habitat among these alternatives. Alternative 4 increases the amount of long-term secure habitat to 1,514,000 acres (77 percent secure), with no allowance for management activities that would change the amount or location of the secure habitat (Figure 39).

Figure 40. Secure habitat acres (in thousands) on each national forest in the 10-mile area outside the PCA for each alternative<sup>1</sup>.

National forest	Alternative 1		Alternatives 2 and 2 -Modified		Alternative 3		Alternative 4
	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>4</sup>
Beaverhead	69	20	69	20	69	20	106
Bridger-Teton	59	54	59	54	59	54	154
Custer	195	47	195	47	195	47	249
Gallatin	331	69	331	69	331	69	421
Shoshone	121	295	121	295	121	295	458
Targhee	56	78	56	78	56	78	176
Total acres	830	564	830	564	830	564	1,564
Total percent secure	71%		71%		71%		80%

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests.

<sup>2</sup> Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup> Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

<sup>4</sup> Under Alternative 4, all existing secure habitat inside the Alternative 4 boundary would be maintained, motorized access routes within inventoried roadless areas would be closed, and secure habitat would be increased to 70 percent secure in all analysis units that are below 70 percent secure. Actual acres are not available.

**Figure 41. Secure habitat acres (in thousands) on each GYA national forest in areas occupied by grizzly bears outside the PCA from 1990 through 2004 (Schwartz et al. 2005d)<sup>1</sup>.**

National forest	Alternative 1		Alternative 2 and Alternative 2 - modified		Alternative 3		Alternative 4
	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>2</sup>	Secure habitat short term <sup>3</sup>	Secure habitat long term <sup>4</sup>
Beaverhead	56	29	56	29	56	29	102
Bridger-Teton	233	110	233	110	233	110	457
Custer	9	0	9	0	9	0	9
Gallatin	140	30	140	30	140	30	180
Shoshone	200	335	200	335	200	335	586
Targhee	62	74	62	74	62	74	179
Total acres	699	578	699	578	699	578	1,514
Total percent secure	65%		65%		65%		77%

<sup>1</sup> These acres do not include acres of lakes > 640 acres. Non-Forest Service inholdings are excluded except for the Bridger-Teton and Custer National Forests.

<sup>2</sup> Long term = secure habitat acres within Management Area Categories 1, 2, and 3.

<sup>3</sup> Short term = secure habitat acres within Management Area Categories 4, 5, 6, and 8.

<sup>4</sup> Under Alternative 4, all existing secure habitat would be maintained, motorized access routes within inventoried roadless areas would be closed, and secure habitat would be increased to 70 percent secure in all analysis units that are below 70 percent secure. (See appendix A for data on individual analysis units.)

**Summary of Effects on Secure Habitat for Alternatives 1, 2, 2 - Modified, and 3 in the Alternative 4 Area outside the PCA**

The Alternative 4 area is considered to be the current best estimate of biologically suitable habitat outside the PCA. Existing evaluations of suitable habitat and linkage areas were used as the basis for delineation of this boundary (Mattson and Merrill 2002, Walker and Craighead 1997, Willcox and Ellenberger 2000). This area in Wyoming is similar to the area where grizzly bear populations outside the PCA would be managed to allow for population growth and eventually for a sustainable population under the Wyoming Grizzly Bear Management Plan. Designation of socially acceptable areas for Montana and Idaho will depend upon a dialogue with the public and focus on specific lands that grizzlies are occupying, as defined in the respective state plans. In general, this is the area most likely to be occupied as grizzly populations expand. This area encompasses 96 percent and 97 percent, respectively, of the occupied grizzly habitat outside the PCA and the 10-mile area outside the PCA

In the best estimate of biologically suitable area outside the PCA, 72 percent (4.3 million acres) of the almost six million acre area is secure habitat (Figure 18). Seventy-one percent of that secure habitat is long-term secure. The other 29 percent (1,242,000 acres) would be available for project activities. Under these alternatives, existing management area direction in the best estimate of biologically suitable area would be the same as how these areas have been managed for the last 17 years. Comments on the DEIS suggested more protection should be provided for secure habitat in areas occupied by grizzly bears outside the PCA and the effects of the alternatives on this area evaluated. Similar concerns were expressed regarding the area outside the PCA where female grizzly bears were counted in regards to meeting demographic parameters under the Recovery Plan. National Forest System lands provided approximately 1,300,000 acres of secure habitat (700,000 acres of long-term secure) in the area occupied by grizzly bears from 1990 through 2004 (Schwartz et al. 2002 and 2005d, Figure 22). Similarly, there are approximately 1,400,000 acres of secure habitat (over 800,000 acres of long-term secure) in the 10-mile area outside the PCA on National Forest System lands (Figure 20). The best estimate of biologically suitable area outside the PCA provides approximately three million acres more secure habitat and over two million acres more long-term secure habitat than that being used by bears outside the PCA from 1990 through 2004 and that within the 10-mile area outside the PCA. Generally, new motorized access routes will not be constructed in areas defined as long-term secure habitat. See section 3.1 for more complete definitions of long- and short-term secure habitat.

Comments were received on the DEIS that more secure habitat should be maintained to offset the potential decline of whitebark pine and the impact on the carrying capacity of the ecosystem for grizzly bears. The several million acres of secure habitat inside the biologically suitable area that is not yet occupied by grizzly bears could allow for range expansion to help maintain grizzly numbers if carrying capacity declines in other areas of the GYA

Most of the 1,242,000 acres of short-term secure habitat in the best estimate of biologically suitable area outside the PCA would likely remain. Some secure habitat may be lost, but past trends show a decline in road miles and an increase in secure habitat. In the past 17 years, over 1,400 miles of road have been decommissioned in the GYA national forests, with less than 400 miles of road being constructed, a net reduction of over 1,000 miles of road. In all areas outside the PCA the net reduction in miles of road has contributed almost 3 percent to the current level of secure habitat (Figure 24). Similarly, the average acres treated per year by timber harvest outside the PCA have been on a downward trend (Figure 50). Road construction and associated timber harvest have been limited in recent years in part due to the roadless policies in place from 2000 through 2005. Under current policies, an EIS is required to build roads inside inventoried roadless areas.

Approximately 30 percent of the short-term secure habitat in the biologically suitable habitat outside the PCA is on the Shoshone National Forest (375,000 acres). The Shoshone's Forest Plan

has a standard for no net increase in road miles. While the standard does not say where a road must be closed to compensate for any new roads constructed, it is likely that any road built in the biologically suitable habitat will be mitigated within this area and the amount of secure habitat maintained. Only the very southern tip of the Shoshone is estimated to be biologically unsuitable. The Targhee National Forest has road and motorized trail density standards for all areas outside the PCA (236,000 acres of short-term secure habitat in the best estimate of biologically suitable habitat area). All but about 1,500 acres of the 141,000 acres of short-term secure habitat in the best estimate of biologically suitable area on the Bridger-Teton National Forest has road density standards. These standards will allow only small changes in existing motorized access route density and associated secure habitat. The Gallatin National Forest is currently developing a travel management plan that is targeted for completion in 2006. The preferred alternative in the Gallatin's DEIS includes a Forestwide standard for no increase in public motorized access routes. A Forestwide guideline in the Gallatin's DEIS for the preferred alternative states: "Temporary roads constructed for project activity or other administrative purposes should be gated and public motorized use restricted. Once the activity is complete, these roads should be permanently and effectively closed and revegetated." The May 2005 draft of the revised forest plan for the Beaverhead-Deerlodge National Forest (USDA Forest Service 2005b) includes an objective to "Manage for 60% or greater secure areas in the Gravelly Landscape" which is within the best estimate of biologically suitable area on the Beaverhead National Forest (Figure 14). The Custer Forest Plan does not have specific road density direction; there are only 57,000 acres of short-term secure habitat within the biologically suitable area.

Approximately 37 percent of the short-term secure habitat is open to leasing for oil and gas where surface occupancy is allowed. Much of this area has a very low to moderate potential for oil and gas occurrence. There are only eight active leases on approximately 7,000 acres in the Alternative 4 area outside the PCA (section 3.12.2 and Figure 93).

### **Effects on Denning Habitat**

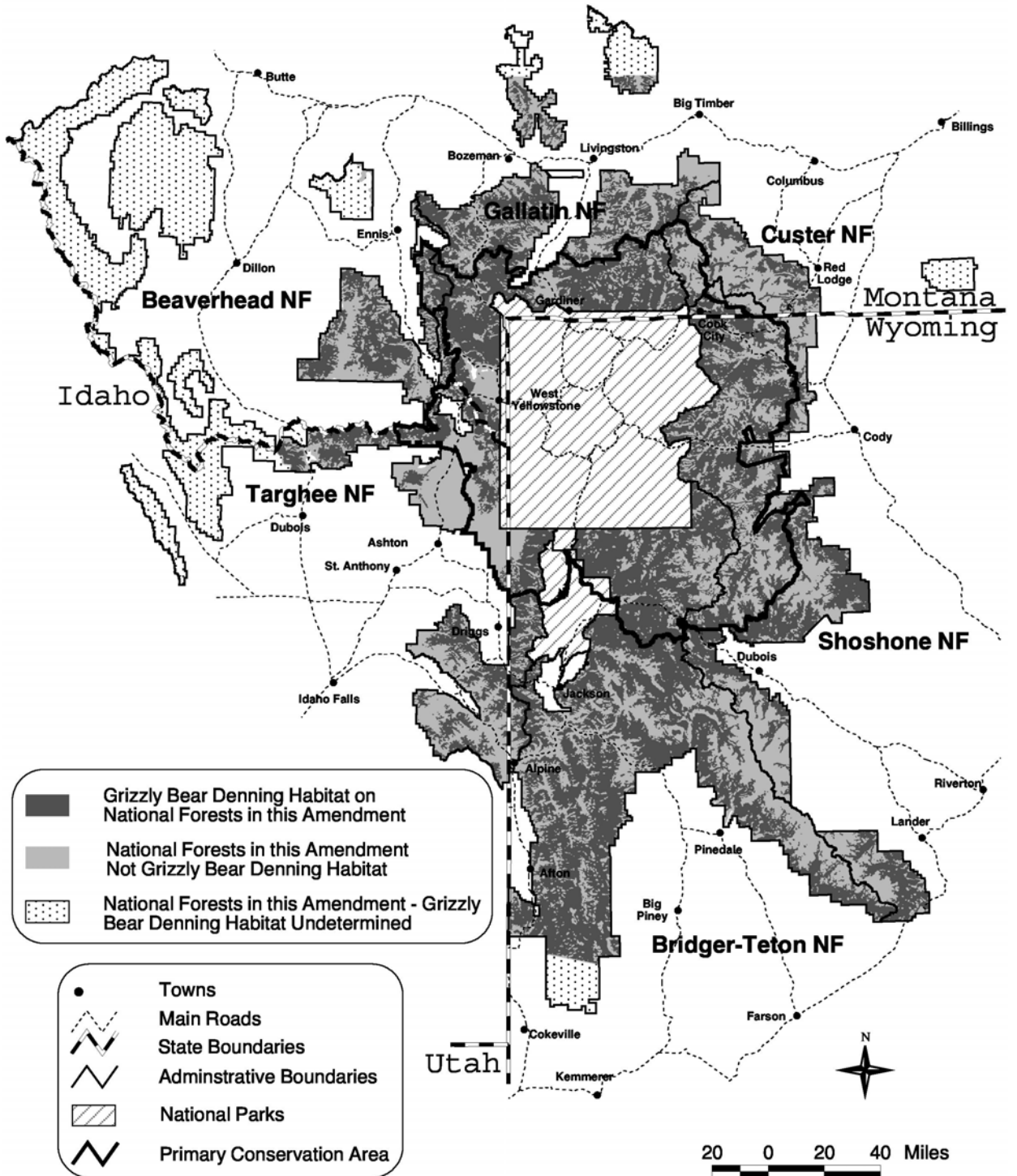
Within the PCA, there are over two million acres of grizzly bear denning habitat (Figure 43). Outside the PCA, in the area defined by Alternative 4, there are also over two million acres of grizzly bear denning habitat (Figure 44). Distribution of grizzly bear denning habitat on the six national forests is displayed in Figure 42.

Within the PCA, 68 percent of the grizzly bear denning habitat would be closed to snow machine use in Alternatives 1, 2, and 2-Modified. In Alternatives 3 and 4, 100 percent of the grizzly bear denning habitat would be closed to snow machine use (Figure 43).

Outside the PCA in the area defined by Alternative 4, 35 percent of the grizzly bear denning habitat would be closed to snow machine use in Alternatives 1, 2, and 3. In Alternative 4, 100 percent of the grizzly bear denning habitat would be closed to snow machine use (Figure 44).

A 2002 Biological Opinion from the USFWS requires all forests in the GYA, except the Caribou-Targhee, to monitor winter snowmobile use around grizzly bear denning sites and to confer with the USFWS and IGBST regarding any necessary mitigation (USDI FWS 2002). A guideline in Alternatives 2 and 2-Modified states that localized restrictions would be used to address conflicts with winter use activities inside the PCA. The current information on effects of snow machining on grizzly bears as outlined in section 3.3.2 shows that the disturbance/incidental take effects on grizzly bears would be low in Alternatives 1, 2, 2-Modified, and 3, and potentially nonexistent in Alternative 4 (if all snow machine use could be effectively stopped). There have been no documented conflicts or mortalities associated with denning grizzly bears that can be linked to snow machine activity (USDA Forest Service 2001a).

Figure 42. Grizzly bear denning habitat (Podruzny et al. 2002).





**Figure 43. Grizzly bear denning habitat<sup>1</sup>, in thousands of acres, closed to snow machine use within the PCA.**

National forest	Acres of denning habitat	Alternative 1 acres (%) closed to snow machine use	Alternatives 2 and 2-Modified acres (%) closed to snow machine use	Alternative 3 acres (%) closed to snow machine use	Alternative 4 acres (%) closed to snow machine use
Beaverhead	51	49 (96%) <sup>2</sup>	49 (96%)	51 (100%)	51 (100%)
Bridger-Teton	560	467 (83%) <sup>2</sup>	467 (83%)	560 (100%)	560 (100%)
Custer	35	28 (80%) <sup>2</sup>	28 (80%)	35 (100%)	35 (100%)
Gallatin	644	369 (57%) <sup>2</sup>	369 (57%)	644 (100%)	644 (100%)
Shoshone	731	567 (78%) <sup>2</sup>	567 (78%)	731 (100%)	731 (100%)
Targhee	220	49 (22%) <sup>3</sup>	49 (22%) <sup>2</sup>	220 (100%)	220 (100%)
Total acres	2,241	1,529 (68%)	1,529 (68%)	2,241 (100%)	2,241 (100%)

<sup>1</sup> Podruzny et al. 2002

<sup>2</sup> These forests are required to confer with the USFWS when there is a known den site to evaluate if snow machine use needs to be curtailed in the immediate denning area.

<sup>3</sup> For Alternatives 1, 2 and 2-Modified the 1997 Revised Forest Plan has a standard to curtail snow machine use in areas with documented conflicts with denning grizzly bears.

**Figure 44. Grizzly bear denning habitat<sup>1</sup>, in thousands of acres, closed to snow machine use outside the PCA for the area defined by Alternative 4.**

National forest	Acres of denning habitat	Alternative 1 acres (%) closed to snow machine use	Alternatives 2 and 2-Modified acres (%) closed to snow machine use	Alternative 3 acres (%) closed to snow machine use	Alternative 4 acres (%) closed to snow machine use
Beaverhead	283	41 (14%)	41 (14%)	41 (14%)	283 (100%)
Bridger-Teton	698	335 (48%)	335 (48%)	335 (48%)	698 (100%)
Custer	117	50 (43%)	50 (43%)	50 (43%)	117 (100%)
Gallatin	450	184 (41%)	184 (41%)	184 (41%)	450 (100%)
Shoshone	510	178 (35%)	178 (35%)	178 (35%)	510 (100%)
Targhee	358	58 (16%)	58 (16%)	58 (16%)	358 (100%)
Total acres	2,416	846 (35%)	846 (35%)	846 (35%)	2,416 (100%)

<sup>1</sup> Podruzny et al. 2002

### 3.3.5 Effects on Grizzly Bear/Human Interactions

#### **Effects on Grizzly Bear/ Human Conflicts and Displacement Associated with Developed Sites**

Developed sites in grizzly bear habitat increase the potential for conflict with humans primarily due to the potential availability of human foods. Developments also reduce the effectiveness of the natural habitat near these sites. Dominant bears sometimes displace subordinate bears into less desirable habitat, resulting in increased conflicts compared to bears using habitats further away from developed sites. The larger the developed site and the more people using the site, the greater the potential for conflicts and reduction in the effectiveness of the adjacent habitat for bears (Mattson et al.1987).

## Grizzly Bears

### *Inside the PCA*

There are 371 developed sites on the six national forests inside the PCA (appendix A). Forest Service food storage regulations minimize the potential for grizzly bear/human conflicts independent of the alternatives. Minerals development under the 1872 General Mining Law would be permitted and mitigated as possible.

**Alternative 1.** Conflicts with grizzly bears and people would likely continue at existing levels in association with the current number of developed sites. Changes in the number and capacity of developed sites would be managed under the Guidelines and increases minimized in MS 1. In most cases, increases in capacity and number of sites could occur in MS 2 and 3. Oil and gas development could occur on lands open to surface occupancy in MS 2 and 3 and phosphate leases on the Targhee National Forest could be developed; mitigation would be guided by the Guidelines. Grizzly bear/human conflicts would increase and the effectiveness of habitats adjacent to these sites would be reduced.

**Alternatives 2 and 2-Modified.** Increases in capacity and the number of developed sites would not be allowed unless it were determined that there were no impacts to grizzly bears or the impacts could be mitigated effectively within the same BMU subunit. Conflicts at developed sites would likely remain at current levels or decrease, and the acreage of impacted habitat would decrease or remain at 1998 levels. The few existing inactive oil and gas leases on the Gallatin National Forest and the phosphate leases on the Targhee National Forest would be honored. Impacts would be mitigated where possible according to the Application Rules for Standard 2, but increases in conflicts and displacement of grizzly bears would occur if those leases were developed.

**Alternatives 3 and 4.** No increases in the number and capacity of developed sites would be allowed. Sites with recurring conflicts would be eliminated and there would be no new oil and gas leases. Grizzly bear/human conflicts would be reduced over current levels if developed sites with recurring conflicts were removed and associated habitat restored. The potential for any increase in conflicts and displacement of grizzly bears would be minimized, as no increases in capacity or number of sites would be allowed. Effects from the existing oil and gas leases on the Gallatin National Forest and the phosphate leases on the Targhee National Forest are the same as Alternatives 2 and 2-Modified.

### *Alternative 4 Area outside the PCA*

There are 598 developed sites on the six national forests in the area identified for Alternative 4 outside the PCA (appendix A). Existing Forest Service food storage regulations outside the PCA would continue to minimize the potential for grizzly bear/human conflicts independent of the alternatives. Minerals development under the 1872 General Mining Law would be permitted and mitigated as possible.

**Alternatives 1, 2, 2-Modified, and 3.** The number and capacity of developed sites would be subject to management direction in existing forest plans. Recreation use and associated demand for developed sites is expected to increase (section 3.9.3) and there are eight active oil and gas leases in the Alternative 4 area outside the PCA (Figure 93) with the potential for additional leases. The highest potential for occurrence of oil and gas in the six GYA national forests is mostly outside the Alternative 4 area on the Bridger-Teton and Custer National Forests (section 3.12.2). Consultation with the USFWS would be required under Alternative 1 for projects that may affect the grizzly bear. A biological evaluation would be required under the other alternatives for projects that may affect the grizzly bear as a regional sensitive species. The number and capacity of developed sites would likely increase outside the PCA under Alternatives 1, 2, 2-Modified, and 3. Grizzly bear/human conflicts would increase outside the PCA as bears expand their range even with the existing level of developed sites. An increase in number and capacity of developed sites would further increase the potential for conflicts and displacement.

**Alternative 4.** There would be no new developed sites or increases in capacity of existing sites in the area identified for Alternative 4 outside the PCA. New oil and gas leases would not be

allowed. Existing leases would be honored and mitigated as possible according to the Application Rules for Standard 2. Food storage orders would be extended to include all of the six national forests. The potential for grizzly bear/human conflicts and displacement would be reduced over that identified for Alternatives 1, 2, 2-Modified, and 3. Outside the Alternative 4 areas, conflicts and displacement would increase with increases in the number and capacity of developed sites in areas occupied by bears. Food storage orders in these areas would help minimize conflicts.

#### **Effects on Grizzly Bear/Livestock Conflicts**

##### *Inside the PCA*

In 2003, there were 70 active cattle allotments and seven active sheep allotments (Figure 59) inside the PCA. Seventeen cattle allotments active in 2003 had documented grizzly bear conflicts between 1992 and 2003 and two sheep allotments active in 2003 had documented grizzly bear conflicts. Several additional sheep allotments that experienced conflicts during this period have been closed. Four cattle allotments active in 2003 have experienced recurring conflicts (Figure 62). One of these cattle allotments with recurring conflicts was closed after the 2003 grazing season. Recurring conflicts for this analysis are defined as three or more years of recorded conflicts during the most recent five-year period.

**Alternative 1.** The two remaining sheep allotments on the Targhee National Forest would be phased out. (Three of the five active sheep allotments in 2003 were closed in early 2004.) The two sheep allotments in MS 1 on the Gallatin National Forest active in 2003 are proposed for closure in 2006. Conflicts with bears and sheep could occur on the two remaining allotments on the Targhee National Forest before they are phased out.

Grizzly bear conflicts with cattle would be managed under the Guidelines. Cattle allotments in MS 1 would be closed if conflicts could not be resolved. Cattle allotments in MS 2 would remain; conflicts with cattle are anticipated to occur.

Sheep and cattle allotments could be created inside the PCA and numbers of sheep could increase, particularly in MS 2. This is highly unlikely, based on past trends; Alternative 1 does not preclude these actions. Increased numbers of livestock would increase the potential for conflicts. The past management of grizzly bear livestock conflicts under the Guidelines has not precluded achieving recovery of the grizzly bear.

**Alternative 2.** Sheep AMs would remain at or below 1998 levels inside the PCA. The last two sheep allotments inside the PCA on the Targhee National Forest would be phased out as opportunities arise with willing permittees. Conflicts with grizzly bears and sheep could continue until all sheep allotments were closed. No new allotments would be created in the PCA and numbers of cattle would likely remain close to 1998 levels in existing allotments. Conflicts with cattle would likely continue at current levels, and any potential for increase in conflicts would not be a result of new allotments. Cattle numbers could increase in existing allotments, although any increases would likely be minor. Restocking of vacant cattle allotments inside the PCA would result in an increase in cattle numbers. Any such restocking would require an evaluation of impacts to grizzly bears and the potential for an increase in conflicts. Similar to Alternative 1, the past level of conflicts and grizzly bear mortalities has not precluded achieving recovery of the grizzly bear and, in addition, sheep conflicts would eventually be eliminated.

**Alternative 2-Modified.** The effects are similar to Alternative 2 except the numbers of cattle-associated conflicts would likely decline as cattle allotments with recurring conflicts that could not be resolved through modification of grazing practices were retired with willing permittees.

**Alternatives 3 and 4.** Conflicts with grizzly bears and livestock are expected to continue in the PCA, but would eventually be reduced below existing levels. All sheep allotments would be closed within three years and those portions of cattle allotments with recurring conflicts would be closed. Only those allotments that do not experience recurring conflicts would remain.

## Grizzly Bears

### *Outside the PCA*

Outside the PCA, within the area defined by Alternative 4, there are currently 280 active cattle allotments and 73 active sheep allotments (Figure 60). During the years 1992 through 2003, there were 11 cattle allotments (4 percent of the active allotments) and six sheep allotments (8 percent of the active allotments) with documented grizzly bear conflicts. Two cattle allotments on the Bridger-Teton National Forest have experienced recurring conflicts (Figure 62). Recurring conflicts for this analysis are defined as three or more years of recorded conflicts during the most recent five-year period.

**Alternatives 1, 2, and 3.** The existing sheep allotments would be maintained. Grizzly bear conflicts are expected on the six sheep allotments that have had previous conflicts, and are anticipated on the other sheep allotments if the grizzly bear population expands into these areas. Grizzly bear conflicts are also expected on the 11 cattle allotments outside the PCA that have had previous conflicts, and are anticipated on some but not all of the other cattle allotments if the grizzly bear population expands into these areas. Both cattle and sheep conflicts would be handled under state nuisance grizzly bear guidelines. These nuisance grizzly bear guidelines allow a variety of management actions, depending on site-specific conditions and situations. Conflicts would likely increase under all three alternatives outside the PCA as bears continue to expand their range. Consultation with the USFWS would be required under Alternative 1.

**Alternative 2- Modified.** Similar to Alternatives 1, 2, and 3, grizzly bear conflicts are expected on sheep and cattle allotments with previous conflicts, and conflicts are anticipated on other sheep allotments and some but not all of the other cattle allotments in areas of grizzly bear expansion. Both cattle and sheep conflicts would be handled under state nuisance grizzly bear guidelines. Initially, conflicts would likely increase outside the PCA as bears continue to expand their range. Under this alternative, sheep and cattle allotments with recurring conflicts that could not be resolved through modification of grazing practices would be retired as opportunities arise with willing permittees. As allotments with recurring conflicts are retired and as grizzly bear expansion stabilizes, conflicts would decrease.

**Alternative 4.** All existing sheep allotments would be closed within three years, and conflicts with grizzly bears and sheep would eventually be eliminated within the Alternative 4 boundary. Those portions of cattle allotments with recurring grizzly bear conflicts would be closed. Conflicts between grizzly bears and livestock would be minimal, as only those portions of cattle allotments that do not experience recurring conflicts would remain. Both cattle and sheep conflicts would be handled under state nuisance grizzly bear guidelines.

As bears effectively occupy more of the area defined by Alternative 4, conflicts with sheep and cattle outside of the Alternative 4 boundary would likely increase.

### **3.3.6 Effects on the Grizzly Bear Population**

#### ***Effects Common to All Alternatives***

All alternatives provide some level of protection to grizzly bear habitat; the quantity and quality of available habitat are only two of the factors that influence total population numbers.

Controlling human-caused mortality has been key to increases in bear numbers over the last 25 years. Human-caused mortality, coupled with the amount of effective habitat, would be the ultimate limiting factors for the grizzly bear population in the GYA.

Coordinated management of nuisance bears, food storage orders, information and education efforts, and the availability of Forest Service facilities to store food unavailable to bears would minimize conflicts and grizzly bear mortalities under all alternatives.

Numbers inside the PCA would likely remain stable, as it appears most habitats inside the PCA are at carrying capacity and bears would likely increase occupation and use of habitats outside the PCA under all alternatives. Recreational use of National Forest System lands is expected to

increase over the next decade as the human population in the counties in the GYA continues to grow (Figure 105).

Grizzly bear/human conflicts and human-caused mortalities would likely increase with increased contact between bears and humans on the six national forests. Many of the grizzly bear/human conflicts occur on private lands in the GYA, where the Forest Service has no authority to require food storage (Figure 31).

Weather conditions play a key role in the yearly availability of foods for bears, which in turn affects female fecundity (fertility) and cub survival (Schwartz et al. 2005a). In poor food years, bears often seek non-traditional foods and end up in conflicts with humans, increasing the risk of mortality. Regardless of the amount of habitat protection, weather conditions would still influence the basic productivity of the land and the foods available to bears and ultimately the carrying capacity of the landscape for grizzly bears.

Future minerals development could impact grizzly bears but would be minimized by mitigation efforts (section 3.12).

#### *Effects of Alternative 1 on the Grizzly Bear Population*

The grizzly bear population has increased in numbers and expanded its range with the current habitat protections under Alternative 1. Project level direction contained in the Guidelines emphasizes minimizing grizzly bear/human conflicts and disturbance to grizzly bears during project activities. This direction would continue to minimize conflicts and mortalities associated with land management activities inside the PCA. Current management area designations identify about 2.5 million acres as long-term secure habitat inside the PCA (Figure 38); current standards for habitat management on the remaining acres provide no specific direction for maintaining secure habitat. Activities requiring new roads, such as timber sales or oil and gas development, could occur, particularly in MS 2 and 3, without mitigating for any permanent loss of secure habitat. Though unlikely, incremental loss of secure habitat could occur over time to a point where less security could affect bear numbers. Additionally, connectivity options could be reduced, impacting the ability of bears to move effectively between key habitats in the PCA.

The number and capacity of developed sites inside the PCA could increase under Alternative 1. Consultation with the USFWS would continue and mitigation would result. The Guidelines provide direction on management of developed sites inside the PCA. New developed sites would be permitted if proposed, especially in MS 2, and the potential for grizzly bear/human conflicts, displacement, and mortalities associated with developed sites could increase over time.

Conflicts with existing sheep allotments could result in grizzly bear mortalities before existing allotments on the Targhee National Forest are phased out. Two sheep allotments on the Gallatin National Forest are proposed for closure in 2006 under a process separate from the guidance in this FEIS. The potential for increased numbers of livestock, especially sheep, even though unlikely, would increase grizzly bear/livestock conflicts and associated mortality. The past management of grizzly bear/livestock conflicts under the Guidelines has not precluded achieving recovery of the grizzly bear.

Alternative 1 provides no specific direction for grizzly bear habitat management outside the PCA, though Management Area Categories 1, 2, and 3 areas provide about 3.1 million acres of secure habitat outside the PCA (Figure 39). These management area designations would continue. Consultation with the USFWS is required for all land management activities outside the PCA that may affect the grizzly bear. This situation outside the PCA should allow bears to continue to occupy existing habitat and to expand into new suitable areas not currently occupied. Even with consultation, existing road densities, land management activities, and proximity to private land developments would preclude some areas from being effectively occupied by grizzly bears.

Total human-caused bear mortality has been within identified limits since at least 1998, but the female mortality exceeds the mortality threshold set in the Recovery Plan. Applying a new, more comprehensive mortality management approach to 1999 to 2004 data, the new mortality limits

## Grizzly Bears

have not been exceeded for consecutive years for any bear class (section 3.1.3). Bear numbers are estimated to have increased between 4 and 7 percent per year (Harris et al. 2005).

Monitoring of grizzly bear population parameters and the abundance of the four major foods would continue under the auspices of the YES and the IGBST. Monitoring of grizzly bear habitats under current forest plans would continue. Results from these efforts would provide managers with the base information needed to evaluate the status of the habitat and the grizzly bear population and the need for changes in management direction. As habitat monitoring requirements differ among forests, the full picture on the status of the habitat for grizzly bears in the GYA may not be obvious. Coordinated, consistent monitoring efforts identified for the action alternatives may be more effective in evaluating the habitat conditions for the grizzly bear on a larger scale.

### *Effects of Alternative 2 on the Grizzly Bear Population*

Long-term maintenance of secure habitat, developed sites, and numbers of livestock allotments at 1998 levels inside the PCA would likely allow bear numbers to continue to increase at current rates and allow bears to occupy new habitats outside the PCA. Numbers inside the PCA would likely remain stable, as it appears most habitats inside the PCA are at carrying capacity.

Phasing out the remaining sheep allotments inside the PCA would eliminate conflicts with bears and sheep and the associated mortality risk. Cattle conflicts could increase slightly if vacant cattle allotments were restocked and without the Guidelines that favor the bear over cattle in MS 1. The nuisance grizzly bear standards inside the PCA would require that all livestock-depredating bears would be relocated at least once. Removal of nuisance female grizzly bears would be minimized. Only two cattle allotments with recurring conflicts remain in MS 1 (Figure 62). Livestock-related grizzly bear mortalities account for only 10 percent of the known human-caused grizzly bear mortalities since 1975 (Figure 28).

While this alternative would allow a temporary 1 percent deviation in secure habitat within the PCA, this level of secure habitat modification is consistent with land management practices over the last decade, which resulted in an increase in bear numbers. Population numbers would more likely be limited by human-caused mortality and the carrying capacity of the habitat, rather than temporary displacement from habitat due to the 1 percent rule inside the PCA.

Project-level direction in the Guidelines would no longer apply. In many cases, management activities could occur without regard to seasonal timing restrictions, project duration limits, and other site-specific standards for grizzly bears. Site-specific measures would still be considered and applied as necessary during the NEPA process for the grizzly bear as a sensitive species, but individual projects could have a greater potential for displacing bears from important seasonal habitats than under Alternative 1. Under Alternative 2, projects would be limited in size and only one project could occur at a time in a subunit. Most of the subunit would remain secure, providing refuge from ongoing projects. Large projects requiring extensive roading and/or site development would not occur under the 1 percent rule unless additional roads were closed for mitigation, whereas under Alternative 1 they would be allowed in most MS 2 and 3 areas.

Alternative 2 would preclude any permanent large-scale changes to the existing level of secure habitat and developed sites and would be more effective in providing long-term protections to the habitat and the grizzly bear population than Alternative 1. Connectivity between key habitats in the PCA is more likely to be maintained with Alternative 2 than Alternative 1.

Outside the PCA, the effects are similar to Alternative 1 with the exception that consultation with USFWS would not occur with the grizzly bear delisted. The grizzly bear would be designated a Forest Service sensitive species throughout its range in the GYA. Land management activities would be managed so as not to contribute to a trend for listing or loss of viability for the grizzly bear. There must be no impacts to sensitive species without an analysis of the significance of adverse effects on the populations and habitat of the species. The Forest Service would cooperate with state wildlife management agencies in attaining population goals for grizzly bears. Existing

long-term secure habitat would remain and much of the short-term secure habitat would also remain, but existing road densities and land management activities would preclude some areas from being effectively occupied by grizzly bears.

The Conservation Strategy, which would apply when the bear is delisted, sets a GYA-wide mortality limit based on the total population estimate. The level of mortality, managed by the state wildlife management agencies and the NPS, is expected to facilitate population increase and expansion. Allowable mortality would likely be increased when bears occupy all the areas where the states have agreed to manage for grizzly bears. Hunting would likely be used as a tool by the state wildlife management agencies to keep bears at desired population levels.

Each forest would monitor adherence to the secure habitat, developed site, and livestock standards. Habitat effectiveness would be monitored collectively on a regular basis to track any changes to the habitat from fire, insects and disease, and human activities not measured by the habitat standard monitoring efforts. Results of habitat monitoring along with the demographic and foods monitoring required under the Conservation Strategy would be reviewed annually by the YGCC. The Conservation Strategy requires a management review if population or habitat standards are not met. This coordinated approach would better ensure that potential threats to the grizzly bear or its habitat were evaluated quickly and efficiently.

The long-term common protections to the habitat provided by Alternative 2 and the consistent coordinated monitoring efforts would improve the potential for long-term sustainability of the grizzly bear population in the GYA over that provided by Alternative 1.

*Effects of Alternative 2-Modified on the Grizzly Bear Population*

Effects on the grizzly bear population under this alternative are the same as Alternative 2 with the following exceptions.

Alternative 2-Modified includes direction not found in Alternative 2 for concentrating project activities that affect secure habitat in time and space to the extent feasible and limiting project implementation to a maximum of three years. These measures have been commonly used to minimize disturbance to grizzly bears from project activities and would likely continue under Alternative 1. Potential increases in grizzly bear mortality or decreases in female fecundity due to displacement by project activities would be reduced as compared to Alternative 2.

Alternative 2 provides no specific direction for management of habitats for grizzly bears outside the PCA other than that afforded a regionally designated sensitive species. Under Alternative 2-Modified, grizzly bears would be accommodated in biologically suitable and socially acceptable habitats outside the PCA. Consideration would be given to maintaining secure habitat, minimizing effects from developed sites, and minimizing impacts from livestock allotments, to the extent that accommodation is compatible with the goals and objectives of other uses.

Direction under this alternative that allows for the retirement of cattle and sheep allotments with recurring conflicts with willing permittees both inside and outside the PCA would help to reduce livestock conflicts and associated grizzly bear mortalities.

Although it is assumed under Alternative 2 that food storage regulations would remain and efforts to minimize grizzly bear conflicts would continue, no specific direction is identified. The inclusion of standards and guidelines in Alternative 2-Modified for minimizing grizzly bear conflicts through information and education, food storage regulations inside and outside the PCA, and other management tools increases management emphasis on conservation of bear habitat. The connection with state wildlife management agency determinations of biologically suitable and socially acceptable habitats for implementation of these management tools outside the PCA is important in effective management of an expanding grizzly bear population.

Alternative 2-Modified provides direction not included in Alternative 2 for maintaining the productivity of the four key grizzly bear foods inside and outside the PCA with emphasis on maintaining and restoring whitebark pine. Seasonal area closures could be implemented to the extent feasible to facilitate bear use of four key foods. Similar to Alternative 2, each forest would

## *Grizzly Bears*

monitor adherence to the secure habitat, developed site, and livestock standards. Habitat effectiveness would be monitored collectively on a regular basis to track any changes to the habitat from fire, insects and disease, and other activities not measured by the habitat standard monitoring efforts. Monitoring of the four key grizzly bear foods would occur as directed by the Conservation Strategy. Alternative 2-Modified includes additional monitoring requirements for monitoring whitebark pine occurrence, productivity, and health both inside and outside the PCA. Changes in secure habitat outside the PCA would be monitored and included in the IGBST Annual Report every two years. Similar to Alternative 2, results of habitat monitoring along with the demographic monitoring required under the Conservation strategy would be reviewed annually by the YGCC. The Conservation Strategy requires a Biology and Monitoring Review if population or habitat standards are not met. The additional monitoring of whitebark pine and secure habitat outside the PCA would provide increased understanding of the habitat conditions for grizzly bears throughout the GYA over that identified for Alternative 2 or Alternative 3. Threats to the habitat would be more easily identified on a larger scale than any other alternative, except Alternative 4.

Similar to Alternative 2, the long-term common protections to the habitat and the consistent coordinated monitoring efforts of Alternative 2-Modified would improve the potential for long-term sustainability of the grizzly bear population in the GYA over that provided by Alternative 1. Alternative 2-Modified further increases that potential through the increased emphasis on resolution of grizzly bear/human and grizzly bear/livestock conflicts, maintaining and restoring key grizzly bear foods, and accommodating grizzly bear populations outside the PCA.

### *Effects of Alternative 3 on the Grizzly Bear Population*

Under Alternative 3 inside the PCA, existing secure habitat would remain with few exceptions and additional secure habitat would be created through closure of motorized routes in inventoried roadless areas or in areas below 70 percent habitat security, or both. This increase in security would improve the connectivity between key habitats inside the PCA over that provided by Alternatives 1, 2, and 2-Modified. Many of the areas where security would be improved are not currently effective grizzly bear habitat and may be barriers to movement. Motorized use would be limited to designated routes and snow machining would be eliminated in denning habitat. Developed sites would be maintained at 1998 levels with few exceptions for mitigation or eliminated if conflicts could not be resolved. Dispersed sites and outfitter camps with a trend of recurring conflicts would be removed and human use of backcountry trails would be limited or restricted in areas of conflict. Area closures would be used to ensure adequate security to bears in critical foraging areas. Sheep allotments and those portions of cattle allotments that experience recurring conflicts with grizzly bears would be closed. Overall, human use inside the PCA would be reduced from existing levels and the potential for grizzly bear/human conflicts reduced. Any potential for impacts to denning bears from snow machines would be eliminated.

Similar to Alternatives 2 and 2-Modified, project level direction provided by the Guidelines would no longer apply. No projects would be allowed in secure habitat inside the PCA. Grizzly bears would not be displaced temporarily or permanently due to project activities. Potential increases in grizzly bear mortality or decreases in female fecundity due to displacement by project activities would be eliminated. Habitat management projects in secure habitat would be limited primarily to prescribed fire or fuels treatments, and maintaining and restoring critical food sources.

In general, grizzly bear habitat and security would be improved above 1998 levels inside the PCA. These high levels of habitat protection would provide additional assurances above Alternatives 2 and 2-Modified that habitat loss or displacement inside the PCA would not limit bear population numbers. Activities on National Forest System lands would always be managed in favor of the bear and the potential for conflicts and human-caused mortalities would be even further reduced over that in Alternatives 1, 2, or 2-Modified.



Monitoring under Alternative 3 would be the same as that identified for Alternative 2 and would improve the ability of managers to identify threats to the habitat and population over the monitoring in Alternative 1. Monitoring requirements under Alternative 2-Modified are more comprehensive than those identified for Alternatives 2 or 3.

While Alternative 3 provides greater protection to habitats inside the PCA than Alternative 2-Modified, Alternative 3 provides no direction for accommodating grizzly bears outside the PCA. Effects of Alternative 3 on areas outside the PCA would be similar to Alternatives 1 and 2. Existing long-term secure habitat would remain. Potentially higher bear numbers inside the PCA could result in even greater expansion of bears into marginal habitats outside the PCA. Road densities and land management activities would preclude some areas outside the PCA from being effectively occupied by grizzly bears, and conflicts could increase both on public and private lands. Similar to Alternatives 2 and 2-Modified, the grizzly bear would be managed as a Forest Service sensitive species and the states would adhere to the mortality limits identified in the Conservation Strategy, until state occupancy goals were reached. Habitats determined by the states to be desirable for grizzly bear occupancy would likely become occupied sooner under Alternative 3 but may be more effectively occupied under Alternative 2-Modified, which includes requirements for minimizing conflicts and accommodating bears in those areas identified by the states. Hunting would likely be used as a management tool by the state wildlife management agencies to limit total bear numbers in the GYA.

*Effects of Alternative 4 on the Grizzly Bear Population*

Inside the PCA, the effects of Alternative 4 are the same as those identified for Alternative 3.

Outside the PCA, the same restrictions on human activities identified for Alternative 3 would be applied to the larger area identified for Alternative 4. Sheep allotments and those portions of cattle allotments that experience recurring conflicts with grizzly bears would be closed both inside the PCA and in the Alternative 4 area outside the PCA. Critical food sources would be restored where needed both inside and outside the PCA and food storage regulations would be implemented forest wide on all six national forests. Grizzly bears would be managed as a Forest Service sensitive species. Existing long-term secure habitat (Management Area Category 1 areas) would remain and additional secure habitat would be created through closure of motorized routes in inventoried roadless areas or in areas below 70 percent habitat security, or both.

The Forest Service would coordinate with the states of Idaho and Wyoming to close black bear baiting in the area defined for Alternative 4 outside the PCA. Some of these areas are currently closed in Wyoming. Further restrictions on black bear baiting in this area would serve to preclude the potential for grizzly bears becoming habituated to human foods and killed over baits because of misidentification.

The improvement in the existing levels of secure habitat and restrictions on human activities, in the area defined for Alternative 4, would significantly enhance the effectiveness of habitats for bears outside the PCA. Grizzly bear populations could likely be sustained at a higher level than what could be maintained under the other alternatives. A higher level of secure habitat for grizzly bears may provide additional assurances against catastrophic changes in food availability for bears in the GYA. Connectivity between key habitats in the six GYA forests would be improved even above that identified for Alternative 2-Modified and Alternative 3. Habitats that provide little opportunity for occupancy by bears under the other alternatives outside the PCA would be improved to at least 70 percent security.

Monitoring under Alternative 4 would be the same as that identified for Alternatives 2 and 3 inside the PCA, but would extend habitat monitoring outside the PCA into the Alternative 4 areas. Alternative 2-Modified is the only other alternative that proposes to monitor habitats outside the PCA for grizzly bears. In addition to monitoring adherence to the habitat standards, habitat effectiveness would be monitored outside the PCA. Threats to the habitat would be more

easily identified on a larger scale than under the other alternatives, providing more information to assist in modifying management direction as necessary to protect the grizzly bear population.

The high level of occupancy by bears outside the PCA could result in bears expanding even further into marginal habitats and increasing conflicts with humans. Food storage regulations throughout the six national forests would minimize conflicts with recreational users, even outside the area defined for Alternative 4. Livestock conflicts would likely expand into adjacent areas, conflicts on private lands could increase, and grizzly bear mortality would be high in these areas. The larger population of bears likely to occur under this alternative could sustain more human-caused mortality. Hunting would likely be used as a management tool by the state wildlife management agencies to significantly limit bear numbers in marginal habitats.

### 3.4 Other Wildlife Species

#### Introduction

Analysis for other wildlife species in the six GYA national forests includes the following groups:

**Endangered, threatened, proposed, and candidate species listed under authority of the ESA.** This group includes 19 wildlife, fish, and snail species. These species, their listed status, and their distribution among the six national forests are displayed in Figure 134 in appendix D. All of these species are discussed in section 3.4.1, except the grizzly bear, which is discussed in previous sections.

**Forest Service sensitive wildlife, fish, and insect species.** This group includes 62 wildlife, fish, and insect species that are designated Forest Service sensitive species on the six GYA national forests. A sensitive species is one designated by the regional forester because of concern about the viability of its population as evidenced by significant current or predicted downward trends in population numbers or density, and in habitat capability that may reduce an existing species' distribution. Management direction is provided in Forest Service Manual 2600 Wildlife, Fish, and Sensitive Plant Management. These species are discussed in section 3.4.2 and their distribution among the six national forests is displayed in Figure 135 (appendix D).

**Management indicator species.** Fifty wildlife and fish species within the six national forests are designated forest management indicator species (MIS). MIS can include species listed under the authority of the ESA and Forest Service sensitive species. MIS are managed under the authority of the NFMA and are identified in existing forest plans. MIS were selected because their population changes are believed to indicate the effects of management activities. These species are discussed in section 3.4.3 and their distribution among the six national forests is displayed in Figure 137 (appendix D).

**Migratory birds.** To analyze effects on migratory birds, the High Priority or Level I bird species identified in bird conservation plans for Idaho, Montana, and Wyoming were used. There are 75 High Priority or Level I bird species identified in the state plans; they are discussed in section 3.4.4 and shown in Figure 138 (appendix D).

#### **Section 3.4 Changes between Draft and Final EIS**

In this section, the following updates and additions were made:

- Updated lists from the USFWS for endangered, threatened, proposed, and candidate species listed under authority of the ESA
- Recent changes to the list of sensitive species
- Updated list of management indicator species for the Bridger-Teton National Forest
- Additional analysis of the effects on migratory birds

### 3.4.1 Endangered, Threatened, Proposed, and Candidate Species

As required by the ESA, when each forest plan was completed, forests consulted with the USFWS for the species that were listed at that time. All the forest plans were given a “no jeopardy” opinion<sup>21</sup> by the USFWS.

Since completion of forest plans, additional consultations have occurred for project level work, forest plan amendments, new species listings such as the Canada lynx, and other activities as required by the ESA.

Alternative 1 meets existing requirements for listed species (except Canada lynx) as defined in consultations, biological opinions, and recovery plans for these species. For Canada lynx, the Forest Service is currently in the process of amending 18 forest plans in the Northern Rockies (Northern Rockies Lynx Amendment) (USDA Forest Service and USDI BLM 2004a) to incorporate management direction needed for lynx conservation that was not included in the existing plans.

Proposed direction in this FEIS does not change existing forest plan management direction that maintains or improves habitat or otherwise benefits listed species. For example, forest plan direction to protect bald eagle nest sites still applies and would not be affected by this proposal. This proposal does not change or conflict with the Northern Rockies Lynx Amendment that is currently in progress. Comparisons of effects between the alternatives are described in this section.

#### ***Summary of the Comparison of the Effects of the Alternatives on Listed Species***

Listed species and their distribution among the six national forests are displayed in Figure 134 in appendix D. Tables summarizing and comparing the effects of each alternative on these species are included in appendix E. Figure 139 displays a summary of the habitat changes and/or management/activity changes associated with the standards and guidelines for each of the alternatives and Figure 140 shows which standards, guidelines, and alternatives may have complementary or beneficial effects on listed species. In this analysis, comparisons of effects between the alternatives are made in relation to Alternative 1.

All the effects are considered potential indirect effects because of the programmatic nature of this analysis. We do not know the exact locations of on-the-ground actions that would implement the standards and guidelines. For example, increasing secure habitat may be beneficial to the bald eagle if the increased secure habitat were located within the range of the bald eagle. If the secure habitat were located outside the range of the bald eagle, the benefit would not occur.

#### ***Black-footed Ferret***

Potential black-footed ferret habitat (prairie dog towns) is present only on the Custer and Shoshone National Forests, outside the PCA. At present, there are no known populations of black-footed ferrets on these forests. The forest plans for the Custer and Shoshone National Forests contain direction to protect and retain suitable habitat. None of the alternatives would have an effect on the existing management direction for black-footed ferret habitat. Because there is no change to existing management direction, and no known populations of black-footed ferrets exist on these forests, there are no effects to this species in any of the alternatives.

#### ***Canada Lynx***

Due to lack of guidance for conservation of lynx and snowshoe hare habitat in existing forest plans, Canada lynx were listed as a threatened species in 2000. At this time, no recovery plan has been developed for the Canada lynx. The Forest Service is in the process of amending 18 forest plans in the northern Rockies (Northern Rockies Lynx Amendment) (USDA Forest Service and USDI BLM 2004a) to incorporate recommended management direction needed for lynx conservation that was not included in the existing forest plans. In 2005, the Proposed Rule to designate critical habitat for the Canada Lynx was published in the Federal Register (USDI FWS

<sup>21</sup> A no jeopardy opinion states “agency action not likely to jeopardize the continued existence of the species.”

2005b). The GYA is not recommended as critical habitat in the Proposed Rule. The USFWS is developing a recovery plan for the Canada lynx. Recommended management direction for lynx was developed by an interagency team of government biologists and was written into the Lynx Conservation Assessment and Strategy (Ruediger et al. 2000). The recommended management direction focuses on managing vegetation within the historic range of variability, maintaining dense understory conditions for prey (primarily snowshoe hares), minimizing snow compaction, and identifying and maintaining connectivity within and between habitat areas.

At the present time, the best scientific information suggests that historically only a few areas in the contiguous United States had lynx habitat of high enough quality and quantity to support resident populations and these are areas where resident populations currently continue to persist—northern Maine, northeastern Minnesota, western Montana, and north central and northeastern Washington (USDI FWS 2003c). Northern New Hampshire and northern Idaho currently have habitat conditions presumed capable of supporting lynx and are directly adjacent to resident populations; therefore, we expect lynx [to] occupy these areas (USDI FWS 2003c). In the remainder of the lynx range where some boreal forest exists in smaller patches, is of marginal quality, or is relatively isolated from source lynx populations, lynx occur as dispersers (USDI FWS 2003c).

Alternatives 2, 2-Modified, 3, and 4, to different degrees, are complementary to the Northern Rockies Lynx Amendment that is in progress. Increasing amounts of secure habitat, limiting creation or expansion of developed sites, and limiting oil and gas leasing or development would contribute toward maintaining connectivity within and between habitat areas for lynx. Restricting or eliminating winter over-the-snow use in habitats used by lynx (i.e., grizzly bear denning habitat), reducing the potential for disturbance or displacement caused by human presence, and reducing potential competition from other predators would complement the recommended management direction in the Northern Rockies Lynx Amendment for minimizing snow compaction in habitats used by lynx.

The actual benefits from the standards and guidelines may be limited for the following reasons (USDI FWS 2003c):

- There is no information to indicate that mining and grazing pose threats to lynx
- There is no information demonstrating that forest roads negatively impact lynx
- There continues to be no data on the role of competition between lynx and other species, therefore we do not consider competition to be a threat to lynx
- There is no evidence that packed snow trails facilitate competition to a level that negatively affects lynx; packed snow trails are not considered a threat to lynx at this time

#### ***Gray Wolf***

Gray wolves were reintroduced into the GYA in late winter 1995. Gray wolves east of Interstate 15 are part of the Yellowstone Nonessential Experimental Population Area, and gray wolves west of Interstate 15 are part of the Central Idaho Nonessential Experimental Population Area (USDI FWS 1994a and b). When gray wolves were reintroduced, the USFWS stated that the reintroduction would not conflict with existing or anticipated federal agency actions or traditional public uses of park land, wilderness areas, or surrounding lands (USDI FWS 1994b). The intent of the experimental rule is that land-use restriction not be routinely used solely to enhance wolf recovery. Land-use restrictions may be temporarily used by land or resource managers to control intrusive human disturbance, primarily around active den sites between April 1 and June 30, when there are five or fewer breeding pairs of wolves in a recovery area. After six or more breeding pairs become established in a recovery area, land-use restrictions would not be needed (USDI FWS 1994a). At the end of 2004 in the Yellowstone Nonessential Experimental Population Area there was a minimum wolf population of 324, with 40 wolf packs and 30 breeding pairs. At the end of 2004 in the Central Idaho Nonessential Experimental Population Area there was a minimum wolf population of 452, with 50 wolf packs and 30 breeding pairs

(USDI FWS et al. 2005). The final report covering the year 2005 was not available at the time of this writing.

Alternative 1 has provided habitat that has allowed wolf populations to meet or exceed the recovery parameters established by the USFWS for the nonessential experimental population areas (USDI FWS 1994a, 1994b, 2003a, USDI FWS et al. 2005). Alternatives 2, 2-Modified, 3, and 4, to different degrees, could have indirect beneficial effects on gray wolf habitat compared to Alternative 1, primarily by increasing secure habitat, reducing motorized access during summer and winter, not increasing and possibly reducing livestock grazing, and improving ungulate wintering habitat.

The amount of motorized access in the Yellowstone and Central Idaho nonessential experimental population areas was evaluated prior to wolves being released. This evaluation concluded with the following summary: “Open road densities outside of national parks and USDA Forest Service wilderness areas in the Yellowstone (up to 0.90 miles open road per sq. mi.) and central Idaho (up to 0.98 miles open road per sq. mi.) areas were close to but below the theoretical threshold of 1 mile of open road per sq. mi. of habitat. Based upon 1) current open road information, 2) the success of wolf packs in highly roaded habitats in Montana, and 3) that these roaded areas of public land being proposed for wolf recovery are adjacent to large (about 4 to 5 million acres) roadless areas, it appears unlikely that road density guidelines must be employed as a wide-spread land management strategy to support wolf recovery” (USDI FWS 1994a).

Reducing domestic livestock grazing on National Forest System lands has the potential to reduce opportunities for wolves to prey on domestic livestock—this could potentially reduce the number of wolves being trapped and relocated or removed from the wolf population. In 2004 in the GYA, 100 cattle and 99 sheep were confirmed wolf kills (USDI FWS et al. 2005). For the Wyoming portion of the GYA, 58 percent of all depredations occurred on public grazing allotments and 42 percent on private property (USDI FWS et al. 2005). In 2004, a total of 54 wolves were removed as the result of livestock depredations in the GYA (USDI FWS et al. 2005).

Restricting winter motorized access has the potential to reduce human uses in habitats used by wolves, reducing the potential for disturbance or displacement caused by human presence and associated activities. This effect would be of greatest benefit to wolves in areas where big game animals winter, since big game animals are the primary prey for wolves. The alternatives consider restricting winter motorized access in grizzly bear denning habitat. Usually, grizzly bear denning habitat is at higher elevations and in deep snow areas. These denning areas are usually not the important winter areas for big game animal; therefore, potential benefit to wolves may be slight.

#### ***Bald Eagle***

The six national forests are within the area covered by the Pacific Bald Eagle Recovery Plan (USDI FWS 1986). The Bald Eagle Recovery Plan population goal for the six GYA national forests is 71 breeding pairs. Currently, the number of breeding pairs for this area is more than double the Bald Eagle Recovery Plan population goal (Day et al. 2000, State of Wyoming 2003, State of Idaho 2003, Whitfield et al. 2003).

Alternatives 2, 2-Modified, 3, and 4, to different degrees, beneficially affect bald eagles compared to Alternative 1. Standards 1, 2, 8, and 9 have the potential to restrict or reduce human uses in habitats used by bald eagles, reducing the potential for disturbance or displacement caused by human presence and associated activities. Standard 10 and Guideline 4 have the potential to improve habitats and food sources potentially used by bald eagles.

#### ***Eskimo Curlew***

For the six GYA national forests, this species is listed for the Bridger-Teton National Forest (USDI FWS 2005c). For the Bridger-Teton National Forest, the USFWS stated that if the proposed action will lead to water deletion (consumption) in the Platte River system, or affect downstream riparian or riverine habitat of the Platte River system, impacts to the Eskimo curlew and critical habitat should be included in the evaluation (USDI FWS 2005c).

## *Other Wildlife Species*

None of the alternatives occur in the areas that are used by the Eskimo curlew (USDA Forest Service 2005h). None of the alternatives contributes to any of the threats identified for the Eskimo curlew; none of the alternatives would result in water deletion (consumption) in the Platte River system or any river system in the Mississippi Basin and would not affect downstream riparian and riverine habitat of these river systems. There would be no effect on the population or habitat for this species as a result of incorporating any of the alternatives into existing forest plans.

### ***Interior Least Tern***

For the six GYA national forests, this species is listed for the Bridger-Teton and the Custer National Forests (USDI FWS 2005c). Interior populations of the least tern, formerly well distributed in the Mississippi Basin, now survive only in scattered remnants (NatureServe Explorer). Habitat has been decimated by extensive water management projects and increased use of beaches and sandbars (NatureServe Explorer). For the Bridger-Teton National Forest, the USFWS stated that if the proposed action will lead to water deletion (consumption) in the Platte River system, impacts to the interior least tern and critical habitat should be included in the evaluation (USDI FWS 2005c).

None of the alternatives occur in the areas that are used by the interior least tern. None of the alternatives contributes to any of the threats identified for the interior least tern; none of the alternatives would result in water deletion (consumption) in the Platte River system or any river system in the Mississippi Basin and would not affect downstream riparian and riverine habitat of these river systems. None of the alternatives would result in increased use of beaches and sandbars. There would be no effect on the population or habitat for this species as a result of incorporating any of the alternatives into existing forest plans.

### ***Piping Plover***

For the six GYA national forests, this species is listed for the Bridger-Teton National Forest (USDI FWS 2005c). For the Bridger-Teton National Forest, the USFWS stated that if the proposed action will lead to water deletion (consumption) in the Platte River system, or affect downstream riparian or riverine habitat of the Platte River system, impacts to the piping plover and critical habitat should be included in the evaluation (USDI FWS 2005c).

None of the alternatives occur in the areas that are used by the piping plover (USDA Forest Service 2005h). None of the alternatives contributes to any of the threats identified for the piping plover; none of the alternatives would result in water deletion (consumption) in the Platte River system or any river system in the Mississippi Basin and would not affect downstream riparian and riverine habitat of these river systems. There would be no effect on the population or habitat for this species as a result of incorporating any of the alternatives into existing forest plans.

### ***Whooping Crane***

For the six GYA national forests, this species is listed for the Bridger-Teton National Forest (USDI FWS 2005c). Whooping cranes are also designated an MIS on the Bridger-Teton National Forest. For the Bridger-Teton National Forest, the USFWS stated that if the proposed action will lead to water deletion (consumption) in the Platte River system, or affect downstream riparian or riverine habitat of the Platte River system, impacts to the whooping crane and critical habitat should be included in the evaluation (USDI FWS 2005c).

An experiment to reintroduce whooping cranes to their historic range in the Rocky Mountains began in 1975, testing the cross-fostering technique of placing whooping crane eggs in nests of greater sandhill cranes. In 1978, whooping crane critical habitat was designated in four areas to benefit the whooping cranes being reintroduced into the Rocky Mountains (USDI FWS 1997). The reintroduction effort was not successful, and in 1997, the USFWS removed all four critical habitat designations and designated all remaining whooping cranes in the Rocky Mountain population as an experimental nonessential population (USDI FWS 1997). By 2002, no whooping cranes were known to exist in the Rocky Mountain population and the USFWS considered this population to be extinct (Stehn personal communication 2002).

None of the alternatives occur in the areas that are used by the whooping crane (USDA Forest Service 2005h). None of the alternatives contributes to any of the threats identified for the whooping crane; none of the alternatives would result in water deletion (consumption) in the Platte River system or any river system in the Mississippi Basin and would not affect downstream riparian and riverine habitat of these river systems. There would be no effect on the population or habitat for this species as a result of incorporating any of the alternatives into existing forest plans.

***Yellow-billed Cuckoo***

This species is listed as a candidate species for the Targhee National Forest and a sensitive species for the Shoshone National Forest. This species is associated with riparian deciduous forests along rivers. For the Targhee National Forest, the historic and current range of this species is only adjacent to the Targhee, and the range is outside of the PCA and Alternative 4 area (TREC, Inc. 2003, NatureServe Explorer). On the Shoshone National Forest, habitat for this species can be found both inside and outside the PCA. None of the alternatives has an effect on the riparian deciduous forests along rivers. Therefore, there are no effects to this species or its habitat in any of the alternatives.

***Bonytail Chub***

This species is listed as an endangered species on the Bridger-Teton National Forest. Its habitat is outside the PCA. The bonytail chub is restricted to the Colorado River system, where only a few scattered remnant populations remain. This species has not been found in Wyoming since the construction of Flaming Gorge Dam around 1963 (Neal personal communication 2005). Habitat for this species includes the main stream of mid-sized to large rivers, where the fish is usually in or near deep swift water, in flowing pools and backwaters, or over mud or rocks. They are also frequently associated with eddies just outside the main current. They are also found in reservoirs (NatureServe Explorer). Available data suggest that habitats required for conservation include river channels and flooded, ponded, or inundated, riverine habitats, especially those where competition from non-native fishes is absent or reduced (USDI FWS 1994c). Identified threats include habitat destruction (diversion and impoundment of river) and competition and predation from exotic fish species (NatureServe Explorer).

The bonytail chub is not located in the areas where the alternatives would apply. None of the alternatives would affect habitat components that are required for this species or threats that have been identified for this species.

***Bull Trout***

This fish species is present on the Beaverhead National Forest and only outside the PCA. Only Alternative 4 would have potential effects compared to Alternative 1. With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for this species in Alternative 4 areas, depending on site-specific conditions,

***Colorado Pikeminnow***

The Colorado pikeminnow is listed as an endangered species on the Bridger-Teton National Forest and its habitat is outside the PCA. This species is restricted to the Colorado River system where distribution and abundance are far below historical levels due to the effects of dams and to a lesser degree exotic fishes. One female Colorado pikeminnow was caught in the Little Snake River (in Wyoming) in 1990 by a researcher, but subsequent surveys by the Wyoming Game and Fish Department and the USFWS have found no fish (Neal personal communication 2005). Generally, this species has not been found in Wyoming since the construction of Flaming Gorge Dam around 1963 (Neal personal communication 2005). Habitat for this species includes medium to large rivers. Young prefer small, quiet backwaters. Adults use various habitats, including deep turbid strongly flowing water, eddies, runs, flooded bottoms, or backwaters (especially during high flow). Lowlands inundated during spring high flow appear to be important habitats (NatureServe Explorer). Identified threats include dam construction (which replaces riverine

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habitat with impoundments, makes downstream habitat too cold, blocks migrations, and reduces peak flows) and introduction of non-native fishes (NatureServe Explorer). Potential detrimental impacts from activities would occur only from the cumulative impact of water depletions from the Green and Colorado River Systems.

The Colorado pikeminnow is not located in the areas where the alternatives would apply. None of the alternatives would affect habitat components that are required for this species or threats that have been identified for this species.

### ***Humpback Chub***

This species is listed on the Bridger-Teton National Forest. Its habitat is outside the PCA. The humpback chub is restricted to the Colorado River system. Its habitat includes large rivers. Adults use various habitats, including deep turbulent currents, shaded canyon pools, areas under shaded ledges in moderate current, riffles, and eddies. Young have been taken in backwaters over nonrocky substrate (NatureServe Explorer). Identified threats include destruction and modification of habitat through impoundment (e.g., stream inundation, reduced water temperatures, and reduced spring flows resulting from construction of Hoover Dam, Glen Canyon Dam, and Flaming Gorge Dam), introduced competitors and predators, and hybridization with two other species of chubs (NatureServe Explorer). Potential detrimental impacts to the humpback chub from activities would occur only from the cumulative impact of water depletions from the Green and Colorado River Systems.

The humpback chub is not located in the areas where the alternatives would apply. None of the alternatives would affect habitat components that are required for this species or threats that have been identified for this species.

### ***Kendall Warm Springs Dace***

This fish species is present only on the Bridger-Teton National Forest, outside the PCA. None of the alternatives would have any effect on this species or its habitat.

### ***Montana Arctic Grayling***

For the six GYA national forests, this species is listed as a candidate species for the Beaverhead-Deerlodge National Forest (USDI FWS 2005c). It is also listed as a Forest Service sensitive species for the Beaverhead-Deerlodge and Gallatin National Forests. Habitat for this species includes open water of clear, cold (47 to 52°F), medium to large rivers and lakes. Adults move to pools after spawning and spend winter in deep water. Spawning takes place in creeks with gravel-bottomed riffles. Spawning in lakes is rare, but lake populations can spawn in either inlet or outlet streams. Arctic grayling have not been documented as being a food source for grizzly bears in the GYA (USDA Forest Service 2005h).

With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for this species in Alternatives 2, 2-Modified, 3, and 4 areas, depending on site-specific locations and conditions.

### ***Pallid Sturgeon***

The pallid sturgeon is listed on the Bridger-Teton National Forest and its habitat is outside the PCA. This species is restricted to the larger channels of the Mississippi-Missouri river system, where the species is uncommon/rare everywhere (NatureServe Explorer). This species requires large, turbid, free-flowing riverine habitat and occurs in strong current over firm gravel or sandy substrate; it also occurs in reservoirs (NatureServe Explorer). Threats identified for this species include habitat modification (construction of larger dams, channelization) that has severely reduced or eliminated successful reproduction, past commercial exploitation, pollution, and significant hybridization with shovelnose sturgeon (NatureServe Explorer).

The pallid sturgeon is not located in the areas where the alternatives would apply. None of the alternatives would affect habitat components that are required for this species or threats that have been identified for this species.



**Razorback Sucker**

The razorback sucker is listed on the Bridger-Teton National Forest. Its habitat is outside the PCA, confined to the Colorado River system, where a large decline in distribution and abundance has occurred as a result of alteration and destruction of habitat by dams and interactions with non-native fishes (NatureServe Explorer). This species has not been found in Wyoming since the construction of Flaming Gorge Dam around 1963 (Neal personal communication 2005). Habitats include slow areas, backwaters and eddies of medium to large rivers, and impoundments (NatureServe Explorer). Threats identified for this species include low (or absent) recruitment despite spawning and hatched larvae, habitat change (e.g., high winter flows, reduced high spring flows, altered river temperatures, and reduced flooding, resulting primarily from dam construction), competition and especially predation on larvae and juveniles by introduced fishes, competition and predation by exotic crayfish, paucity of spawning adults, and hybridization with other suckers (NatureServe Explorer).

The razorback sucker is not located in the areas where the alternatives would apply. None of the alternatives would affect habitat components that are required for this species or threats that have been identified for this species.

**Utah Valvata Snail**

This species is listed on the Targhee National Forest. The Utah valvata snail is part of the native mollusk fauna of the Middle Snake River. The species historically occurred in Utah Lake, Utah and in the Snake River in Southern Idaho. In March 2004, the Chubbuck Field Office of the USFWS extended the range of the species up the Snake and Henrys Fork Rivers, which includes portions of the Caribou-Targhee National Forest. The species has been collected only from the mouth of the Henrys Fork in the Snake River and in the Henrys Fork downstream from the Highway 33 Bridge. The species is currently not known to exist on or near the Caribou-Targhee National Forest. The recovery area for the species extends from Hagerman, Idaho upstream to American Falls, Idaho (USDA Forest Service 2005g). Additional presence/absence surveys by an interagency team cooperatively funded by the BLM, Bureau of Reclamation, and Idaho Transportation Department occurred during the summer of 2004. Final results of these surveys are not available. If the snail is not detected, the extended range established by the USFWS Field Office may not include the Caribou-Targhee National Forest. In the meantime, the Caribou-Targhee National Forest consults with the USFWS on projects that have the potential of affecting the species or its habitat (USDA Forest Service 2005g).

In the Snake River, the species appears to prefer margin and backwater habitat with deep sand/silt/mud substrate, pools adjacent to rapids, and large spring complexes. The species avoids areas with high water velocity or rapids. The snail prefers deep mud and silt that provides habitat for submergent aquatic vegetation. Chara or elodea are common plants observed in preferred habitat. The snail is absent from pure gravel to boulder sized substrate (USDA Forest Service 2005g).

Utah valvata is primarily a detritivore (organism that eats waste material), grazing along the mud surface ingesting diatoms (very minute, elementary plants) or small plant debris. In habitats with boulders projecting above mud/silt/sand surfaces, the snail has been observed grazing diatoms and other aquatic plants (USDA Forest Service 2005g).

Threats to this species include direct trampling, dewatering of habitat, burying habitat with extreme deposits such as landslides, affecting the frequency of aquatic vegetation in margin water habitat, dam releases that mobilize sediment from habitat sites, channelization/simplification of habitat, and the invasion of the non-native New Zealand mudsnail (*Potamopyrgus antipodarum*) (USDA Forest Service 2005g).

This species has not been located in the areas where the alternatives would be applied. The closest known population occurs downstream on the Henrys Fork of the Snake River at the Highway 33 Bridge. No land disturbance is expected from any of the alternatives, nor would the alternatives affect habitat components that are required for this species. None of the alternatives

would affect threats that have been identified for this species. There would be no effect on the population or habitat for this species as a result of incorporating any of the alternatives into existing forest plans.

### **3.4.2 Forest Service Sensitive Wildlife Species**

When each forest plan was completed, biological evaluations of the effects on sensitive species were completed. The effects of forest plans on sensitive species ranged from “beneficial impact” to “no impact” to “may impact individuals or habitat, but will not likely contribute to a trend toward federal listing or loss of viability to the population or species.” Since completion of forest plans, additional biological evaluations have occurred for project level work, forest plan amendments, and other activities as required by Forest Service policy.

Alternative 1 meets all requirements for sensitive species as defined by Forest Service policy.

Proposed direction in this FEIS does not change existing forest plan direction that maintains or improves habitat or otherwise benefits sensitive species. For example, forest plan direction to protect northern goshawk nest sites still applies and would not be affected by this proposal. Comparisons of effects between the alternatives are described in this section.

#### ***Summary of the Comparison of the Effects of the Alternatives on Sensitive Species***

Sensitive species and their distribution among the six national forests are displayed in Figure 135 in appendix D. Tables summarizing and comparing the effects of each alternative on sensitive species are included in appendix E. Figure 139 displays a summary of the habitat changes and/or management/activity changes associated with the standards and guidelines for each of the alternatives and Figure 141 shows which standards, guidelines, and alternatives may have complementary or beneficial effects on sensitive species. In this analysis, comparisons of effects between the alternatives are made in relation to Alternative 1.

All the effects are considered potential indirect effects because of the programmatic nature of this analysis. We do not know the exact locations of on-the-ground actions that would implement the standards and guidelines. For example, increasing secure habitat may be beneficial to the trumpeter swan if the increased secure habitat were located within the range of the trumpeter swan. If the secure habitat were located outside the range of the trumpeter swan, the benefit would not occur.

#### ***American (Pine) Marten***

The pine marten is listed as a sensitive species on the Shoshone National Forest, but it is present on all six GYA national forests; habitat occurs both inside and outside the PCA. Habitat for the pine marten includes dense deciduous, mixed, or (especially) coniferous upland and lowland forest, but may use rocky alpine areas (NatureServe Explorer). When inactive, pine marten occupy holes in dead or live trees or stumps, abandoned squirrel nests, conifer crowns, rock piles, burrows, snow cavities, etc.; pine marten also use mainly subnivean (under the snow) sites, often associated with coarse woody debris, in winter (NatureServe Explorer). Past extensive logging and trapping for pelts led to extirpation in some areas. Marten are susceptible to overharvest when food supplies are low (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4, to different degrees, beneficially affect the pine marten compared to Alternative 1, by increasing secure habitat and restricting or reducing human uses in habitats used by this species, reducing the potential for disturbance or displacement caused by human presence and associated activities. Restricting or eliminating winter over-the-snow use in habitats used by this species reduces the potential for overharvest and disturbance or displacement during the winter season.

#### ***Black-tailed Prairie Dog, White-tailed Prairie Dog***

The black-tailed prairie dog is a sensitive species on the Custer National Forest; the white-tailed prairie dog is a sensitive species on the Custer and Shoshone National Forests. These two species are present on the Custer and Shoshone National Forests and are found only outside the PCA. Prairie dogs are associated with grassland and shrub grassland habitats. Major threats to prairie

dogs and their habitat include disease, poisoning on private lands, recreational shooting in localized areas, and agricultural land conversions. The existing forest plans for the Custer and Shoshone National Forests have direction to protect and retain suitable habitat. None of the alternatives would have direct or indirect effects on prairie dogs or their habitat.

***Fisher***

The fisher is listed as a sensitive species on three GYA national forests and habitat occurs both inside and outside the PCA. Fishers inhabit upland and lowland forests, including coniferous, mixed, and deciduous forests. They occur primarily in dense coniferous or mixed forests, including early successional forest with dense overhead cover (NatureServe Explorer). Fishers are regarded as habitat specialists in the western United States, occurring only at mid- to lower elevation in mature conifer and mixed conifer/hardwood forests characterized by dense canopies and abundant large trees, snags, and logs (NatureServe Explorer). Several studies have shown that fishers are associated with riparian areas, which are in some cases generally more productive, having the dense canopy closure, large trees, and general structural complexity associated with fisher habitat. Riparian areas may be important to fishers because they provide important rest site elements, such as broken tops, snags, and coarse woody debris (NatureServe Explorer). The fishers' range was reduced dramatically in the 1800s and early 1900s through overtrapping, predator and pest control, and alterations of forested habitats by logging, fire, and farming (NatureServe Explorer). Since the 1950s, fishers have recovered in some of the central and eastern portions of their historic range in the United States as a result of trapping closures, changes in forested habitats (e.g., forest regrowth in abandoned farmland), and reintroductions (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4, to different degrees, beneficially affect the fisher compared to Alternative 1 by increasing secure habitat and restricting or reducing human uses in habitats used by this species, reducing the potential for disturbance or displacement caused by human presence and associated activities. Restricting or eliminating winter over-the-snow use in habitats used by this species reduces the potential for disturbance or displacement during the winter season.

***Fringe-tailed Myotis***

This bat species is listed as a sensitive species on the Shoshone National Forest. It appears to use a fairly broad range of habitats. The most common habitats in which this species has been found are oak, pinyon, and juniper woodlands or ponderosa pine forest at middle elevations (Keinath 2004). They also appear to use deserts, grasslands, and other types of woodlands. When trying to generalize all published information, one observes that this species is mostly found in dry habitats where open areas (e.g., grasslands and deserts) are interspersed with mature forests (usually ponderosa pine, pinyon-juniper, or oak), creating complex mosaics with ample edges and abundant snags (Keinath 2004). Ideal habitat includes nearby water sources and suitable cliff or snag roost habitat (Keinath 2004). Habitat for this bat species includes mature forest ecosystems, in which it depends on old-growth conditions with abundant, large roosting snags (Keinath 2004). Like many bat species, it is very sensitive to disturbance at or modification of roosts and the surrounding environment. The most important roosts are maternity colonies and hibernacula (hibernation sites) (Keinath 2004). None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat (Standard 1). This indirect effect would depend upon specific maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

***Great Basin Pocket Mouse***

The Great Basin pocket mouse is listed as sensitive on the Beaverhead-Deerlodge National Forest. Habitat for this species occurs outside the PCA, and includes arid, sandy, short-grass steppes; brushland covered with sagebrush, bitterbrush, and rabbit brush; and pinyon-juniper woodland. The pocket mouse is usually found in habitats with light-textured, deep soils, but also among rocks (NatureServe Explorer). The pocket mouse is primarily a seed eater, but also feeds

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on insects and some green vegetation in spring/summer (NatureServe Explorer). Alternatives 2-Modified and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by reducing livestock grazing in some rangelands. These effects would depend on site-specific locations and conditions. Alternative 4 may have beneficial indirect effects on this species, compared to Alternative 1, by not allowing new oil and gas leases, but this would depend on site-specific locations and conditions of rangelands where oil and gas leases could occur.

### ***Long-eared Myotis***

This bat species is listed as sensitive on the Custer National Forest. Habitat for this species occurs both inside and outside the PCA and includes mostly forested areas, especially those with broken rock outcrops, shrubland, over meadows near tall timber, along wooded streams, and over reservoirs. This species often roosts in buildings, but also in hollow trees, mines, caves, fissures, etc. (NatureServe Explorer). Threats to this species include disturbance at maternity colonies, hibernacula, and roosts, cutting of large snags, closure of abandoned (unsurveyed) mines, recreational caving, some forestry management practices, activities (such as highway construction, water impoundments, blasting of cliffs for avalanche control) that impact cliff faces or rock outcrops, and regional insecticide applications (NatureServe Explorer). None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat. This indirect effect would depend upon site-specific locations and conditions of maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

### ***Long-legged Myotis***

This bat species is listed as sensitive on the Custer National Forest. Habitat for this species occurs both inside and outside the PCA and includes primarily montane coniferous forests, but also riparian and desert habitats. This species uses caves and mines as hibernacula; winter habits are poorly known. This species roosts in abandoned buildings, rock crevices, under bark, etc. In some areas, hollow trees are the most common nursery sites, but buildings and rock crevices are also used (NatureServe Explorer). Threats to this species include closure of abandoned mines without adequate surveys, disturbance by humans, and certain forest management practices (NatureServe Explorer). None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat. This indirect effect would depend upon site-specific locations and conditions of maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

### ***North American Wolverine***

The wolverine is listed as a sensitive species on all six GYA national forests; habitat occurs both inside and outside the PCA. Habitat includes alpine and arctic tundra and boreal and mountain forests (primarily coniferous). It is generally limited to mountains in the south, especially large wilderness areas. It is usually in areas with snow on the ground in winter. Riparian areas may be important winter habitat. Wolverines may disperse through atypical habitat. When inactive, wolverines occupy dens in caves, rock crevices, under fallen trees, in thickets, or similar sites (NatureServe Explorer). Threats that have been identified include fur trapping and conflicts with backcountry trappers, habitat degraded through timber harvesting, ski area construction, road construction, general human disturbance, loss of ungulate wintering areas, and displacement of ungulate populations (NatureServe Explorer).

Alternatives 2, 2-Modified, 3, and 4, to different degrees, beneficially affect the wolverine compared to Alternative 1, by increasing secure habitat and restricting or reducing human uses in habitats used by this species, reducing the potential for disturbance or displacement caused by human presence and associated activities. Restricting or eliminating winter over-the-snow use in habitats used by this species reduces the potential for disturbance or displacement and overharvest during the winter season. Maintenance and improvement of ungulate winter ranges would also benefit this species.

**Northern Bog Lemming, Water Vole**

The northern bog lemming is listed as sensitive on the Beaverhead and Custer National Forests, and the water vole is listed as sensitive on the Shoshone National Forest. Habitat for these two species occurs inside and outside the PCA. These species are associated with wetland and riparian habitats and adjacent upland habitats including meadows and wet/moist forests (NatureServe Explorer). For the northern bog lemming, sphagnum mats (collections of mossy plants) and mossy streamsides are important habitat components (NatureServe Explorer). For the northern bog lemming, management recommendations include maintaining riparian areas where sphagnum mats occur in good condition by minimizing management activities and minimizing domestic livestock grazing (NatureServe Explorer). For the water vole, management recommendations include maintenance of riparian habitat in subalpine and alpine meadows close to water, and maintenance of riparian habitat adjacent to marsh and pond edges. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat and reducing livestock grazing. These effects would depend on site-specific locations and conditions.

**Pallid Bat**

The pallid bat is listed as a sensitive species on the Custer National Forest. Habitat includes arid deserts and grasslands, often near rocky outcrops and water. It is less abundant in evergreen and mixed conifer woodland. It usually roosts in rock crevices or buildings, less often in caves, tree hollows, mines, etc. Young are born in maternity colonies, usually in rock crevices or buildings (NatureServe Explorer). Management concerns include human disturbance at roosts, maternity sites, and hibernacula. None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat (Standard 1). This indirect effect would depend upon specific maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

**River Otter**

The river otter is listed as a sensitive species on the Shoshone National Forest. The river otter occurs both inside and outside the PCA. Its habitats include streams, ponds, lakes, rivers, and adjacent riparian habitats. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat that could provide less disturbance from human activities depending on site-specific locations and conditions.

**Rocky Mountain Bighorn Sheep**

Rocky Mountain bighorn sheep are present on all six GYA national forests, but are designated a sensitive species on the Custer National Forest. Alternatives 2, 2-Modified 3, and 4, to different degrees, beneficially affect bighorn sheep compared to Alternative 1. Increasing secure habitat and restricting or reducing human uses in habitats used by bighorn sheep reduce the potential for disturbance or displacement caused by human presence and associated activities. Reduction or elimination of some domestic livestock grazing reduces the potential for forage competition with domestic livestock during the grazing season on National Forest System lands. Reduction or elimination of domestic sheep grazing reduces the potential for disease transfer from domestic sheep to bighorn sheep.

**Spotted Bat**

The spotted bat is a sensitive species on four of the six GYA National Forests. It has been found in various habitats ranging from desert to montane coniferous stands, including open ponderosa pine, pinyon-juniper woodland, canyon bottoms, open pasture, and hayfields. It roosts in caves and in cracks and crevices in cliffs and canyons, with which this species consistently is associated (NatureServe Explorer). In Wyoming, the spotted bat is associated with canyons, cliffs, and nearby permanent water (NatureServe Explorer). None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat. This indirect

effect would depend upon specific maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

***Western (Townsend's) Big-eared Bat***

The western big-eared bat is a sensitive species on all six GYA national forests. Maternity and hibernation colonies typically are in caves and mine tunnels; the western big-eared bat prefers relatively cold places for hibernation, often near entrances and in well-ventilated areas. Females gather in small nursery colonies in the warm parts of caves or mines, and sometimes in buildings. This bat uses caves, buildings, and tree cavities for night roosts (NatureServe Explorer).

Throughout much of the known range, it commonly occurs in moist habitats characterized by coniferous and deciduous forests, but also occupies a broad range of habitats (NatureServe Explorer). Management concerns include human disturbance at roosts, maternity sites, and hibernacula, and maintenance of canopy cover at these sites. None of the standards and guidelines in the alternatives has a direct effect on this species. There is a potential beneficial indirect effect in Alternatives 2, 2-Modified, 3, and 4 with increasing amounts of secure habitat. This indirect effect would depend upon specific maternity sites, hibernacula sites, or roost sites being located within the secure habitat.

***Baird's Sparrow, Grasshopper Sparrow, Loggerhead Shrike, Long-billed Curlew, Mountain Plover, Sprague's Pipit***

These species are identified as sensitive species on the Custer and Shoshone National Forests, and their habitats occur outside the PCA. Most of these species' ranges are outside the areas affected by the alternatives (NatureServe Explorer). They use open habitats, such as short-grass prairies, shrub/grasslands, grassy meadows, and for Sprague's pipit, wetlands. They are present only during the spring and summer seasons. Major threats include loss of native habitat due to agricultural developments, urban sprawl, heavy grazing, drought, drainage of wetlands, predation, and parasitism. None of the alternatives is likely to have any measurable effects on these species, because the alternatives do not reduce the major threats for these species and the majority of these species' ranges are outside of the areas affected by the alternatives.

***Black Tern***

The black tern is listed as a sensitive species on the Shoshone National Forest and occurs only outside the PCA. It is present during the spring and summer seasons. Major identified threats include loss of fresh water marsh habitat, human disturbance of nesting sites, pesticide use, and problems along migration routes or in winter range (NatureServe Explorer). Increasing secure habitat in Alternative 4 may have indirect benefits if the secure habitat included specific fresh water marsh habitats used by this species.

***Black-backed Woodpecker***

This species is listed as a sensitive species on four GYA national forests and habitat occurs both inside and outside the PCA. In Montana, it is more abundant in lower elevation pine and Douglas-fir forests than in high-elevation subalpine spruce forests. In the northern Rocky Mountains of the United States, a region-wide landbird survey and literature review revealed that the species is almost exclusively associated with early successional burned forests, although it is occasionally observed in mixed conifer, lodgepole pine, Douglas-fir, and spruce-fir forests (NatureServe Explorer). This species may invade burns immediately after a fire, but use of burns appears to be restricted to the first years following a fire, as long as wood-boring insects are present and abundant (NatureServe Explorer). Threats include timber harvest, fire suppression, removal of fire-killed or insect-infested trees, and the conversion of mature and old-growth forests to young stands with few decayed trees (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting; depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. Fires and insect and disease agents are the primary actions that create snags in forested

environments. None of the alternatives would change fires and insect and disease agents when compared with Alternative 1.

***Blue-gray Gnatcatcher***

This species is listed as a sensitive species on the Custer National Forest and its habitat occurs both inside and outside the PCA. Habitat for this species includes deciduous forest, open woodland, second growth, scrub, brushy areas, chaparral, and open pinyon-juniper woodland associated with rosaceous shrubs and rock outcrops (NatureServe Explorer). It nests especially where tracts of brush, scrub, or chaparral are intermixed with taller vegetation (e.g., forest edge, riparian corridors). It uses a wide range of brushy habitats in winter (NatureServe Explorer). None of the alternatives is likely to have any measurable effects on this species, because the alternatives do not produce changes in the habitats used by this species.

***Boreal Owl***

The boreal owl is listed as a sensitive species on three of the GYA national forests and habitat occurs both inside and outside the PCA. Habitat for this species includes dense coniferous forest, mixed forest, thickets of alder, aspen, or stunted spruce, most commonly in proximity to open grassy situations and muskeg bogs (thick, wet vegetation). In the Rockies, this species occurs generally in mature, multilayered spruce-fir forests. It roosts in dense cover by day, in cool microsites in summer; it frequently changes roosting sites (NatureServe Explorer). Identified threats may be indirect effects of forest harvesting practices, which may reduce primary prey populations, remove forest structure used for foraging, and eliminate nesting cavities (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting, and depending on site specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. These indirect effects would depend upon site-specific locations and conditions.

***Brewer's Sparrow, Columbian Sharp-tailed Grouse, Pygmy Rabbit, Sage Grouse***

The Brewer's sparrow is identified as a sensitive species on the Shoshone National Forest; the Columbian sharp-tailed grouse and pygmy rabbit are identified as sensitive species on the Beaverhead and Targhee National Forests; and the sage grouse is identified as a sensitive species on four GYA national forests. These species are associated with sagebrush, grassland, and mountain brush habitats (Janson 1940, Green and Flinders 1980a and b, White et al. 1982, Giesen and Connelly 1993, Connelly et al. 2000, Gabler et al. 2000, Gabler et al. 2001, Roberts 2003, NatureServe Explorer). Loss of sagebrush habitats from fire and agricultural developments, invasion of noxious weeds, and modifications that can occur from livestock grazing have been identified as major concerns for these species and their habitats. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat, reducing possible future developments, and reducing livestock grazing. These potential benefits would all depend on site-specific locations and conditions.

***Burrowing Owl, Ferruginous Hawk, Northern Harrier, Short-eared Owl***

The burrowing owl is listed as a sensitive species on the Custer and Shoshone National Forests. The ferruginous hawk, northern harrier, and short-eared owl are listed as a sensitive species on the Shoshone National Forest. These four species occur only outside the PCA. Ferruginous hawk habitat includes open country, primarily prairies, plains and badlands, sagebrush, saltbush-greasewood shrubland, the periphery of pinyon-juniper and other woodland, and desert (NatureServe Explorer). Northern harrier habitat includes marshes, meadows, grasslands, and cultivated fields (NatureServe Explorer). Burrowing owl habitat includes open grasslands, especially prairie, plains, and savanna, and sometimes open areas such as vacant lots near human habitation or airports (NatureServe Explorer). Short-eared owl habitat includes broad expanses of open land with low vegetation for nesting and foraging. Habitat types frequently mentioned as suitable include fresh and saltwater marshes, bogs, dunes, prairies, grassy plains, old fields, tundra, moorlands, river valleys, meadows, savanna, open woodland, and heathland (NatureServe

Explorer). Alternative 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat and reducing oil and gas leasing and development that could provide fewer disturbances from human activities depending on site-specific conditions.

***Common Loon, Harlequin Duck, Trumpeter Swan***

The common loon is listed as a sensitive species on two GYA national forests. The harlequin duck is listed as a sensitive species on all six GYA national forests. The trumpeter swan is listed as a sensitive species on five GYA national forests. These three species occur both inside and outside the PCA. Their habitats include streams, ponds, lakes, rivers, and adjacent riparian habitats. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat that could provide less disturbance from human activities depending on site-specific locations and conditions.

***Flammulated Owl***

The flammulated owl is listed as a sensitive species on four GYA national forests and habitat occurs both inside and outside the PCA. Habitat includes montane forest, usually open conifer forests containing pine, with some brush or saplings. This species shows a strong preference for ponderosa pine and Jeffrey pine throughout its range. It prefers mature growth with open canopy and avoids dense young stands. It is found in cooler, semi-arid climates, with high abundance of nocturnal arthropod (insects, spiders) prey and some dense foliage for roosting (NatureServe Explorer). Identified threats include timber harvesting, loss of snags and trees with suitable nest cavities, fire suppression, disturbance during the nesting season, and use of pesticides that may reduce moth populations (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting, and depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. These indirect effects would depend upon site-specific locations and conditions.

***Great Gray Owl***

The great gray owl is listed as a sensitive species on two GYA national forests and habitat occurs both inside and outside the PCA. Habitat includes dense coniferous and hardwood forest, especially pine, spruce, paper birch, poplar, as well as second growth, especially near water. This species forages in coniferous forest and meadows in mountains. This species nests in the top of large broken-off tree trunks, in old nests of other large birds (e.g., hawk nests), or in debris platforms from dwarf mistletoe, frequently near bogs or clearings. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting, and depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. These indirect effects would depend upon site-specific locations and conditions.

***Lewis's Woodpecker***

This species is listed as a sensitive species on the Shoshone National Forest and habitat occurs outside the PCA. Habitat includes open forest and woodland, often logged or burned, including oak, coniferous forest (primarily ponderosa pine), riparian woodland and orchards, and less commonly in pinyon-juniper. This species' distribution is closely associated with open ponderosa pine forest in western North America, and is strongly associated with fire-maintained old-growth ponderosa pine (NatureServe Explorer). This species is vulnerable to processes that result in a permanent loss of large snags (nesting sites) or degradation of foraging habitat. Drought and overgrazing pose continued threats to riparian habitats in arid regions. Fire suppression encourages the replacement of ponderosa pine forests by Douglas-fir and leads to denser, closed-canopy forest stands. This species will decline with fire suppression in ponderosa pine/Douglas-fir stands compared to regular fire intervals of 10 to 30 years (NatureServe Explorer). Fires and insect and disease agents are the primary actions that create snags in forested environments. None of the alternatives would affect habitat conditions when compared to Alternative 1.



**Northern Goshawk**

The northern goshawk is listed as a sensitive species on all six GYA national forests and habitat occurs both inside and outside the PCA. The goshawk nests in a wide variety of forest types including deciduous, coniferous, and mixed forests. The goshawk has a complexity of habitat needs in the breeding season, which vary among forest types and region (Johnsgard 1990). It typically nests in mature or old-growth forests. The goshawk forages in both heavily forested and relatively open habitats. Its habitat requirements during winter are poorly understood, especially in the United States (NatureServe Explorer). Identified threats include timber harvesting, disturbance during the nesting season, displacement and predation from other raptors, predation by forest carnivores such as pine marten, and bacterial and fungal diseases (NatureServe Explorer). Fire suppression, grazing, and insect and tree disease outbreaks can result in the deterioration or loss of nesting habitat. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting, and depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by reducing livestock grazing that may improve understory habitat conditions for prey species. These indirect effects would depend upon site-specific locations and conditions.

**Olive-sided Flycatcher**

This species is identified as a sensitive species on the Shoshone National Forest, but its range occurs throughout all six GYA national forests. Its habitat occurs inside and outside the PCA. It is present only during the spring and summer seasons. It prefers openings with some standing trees; therefore, burns and some types of logging are beneficial for this species (NatureServe Explorer). None of the alternatives is likely to have any measurable effects on this species.

**Peregrine Falcon**

The peregrine falcon is listed as a sensitive species on four GYA national forests and occurs inside and outside the PCA. Peregrine falcon populations are now increasing, with the most significant event in the recovery of the peregrine falcon being the restriction placed on the use of organochlorine pesticides (USDI FWS 1995). Other known factors, such as illegal shooting and collisions with wires, fences, cars, and buildings, are much less significant to the western peregrine falcon (USDI FWS 1995). None of the alternatives is likely to have any measurable effects on this species.

**Three-toed Woodpecker**

This species is listed as a sensitive species on three GYA national forests and habitat occurs both inside and outside the PCA. In the west, this species occurs in dense coniferous forests and is associated with subalpine fir and Engelmann spruce at higher elevations; they occur mainly in lodgepole pine forests or in mixed-conifer forests with a lodgepole component at lower elevations (NatureServe Explorer). They seem to prefer disturbed coniferous forests with trees that exhibit thin, flaky bark such as spruce and lodgepole pine. Optimal habitat includes areas with 42 to 52 snags per 100 acres, with snags occurring in clumps and measuring 12 to 16 inches diameter at breast height and 20 to 40 feet tall, and mostly with bark still present (Spahr et al. 1991). Threats include incompatible forestry practices and deforestation. This species' association with spatially unpredictable disturbance and its large home range make it sensitive to logging and forest fragmentation (NatureServe Explorer). Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on this species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting; depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. Fires and insect and disease agents are the primary actions that create snags in forested environments. None of the alternatives would change fires and insect and disease agents when compared with Alternative 1.

***Yellow-billed Cuckoo***

The yellow-billed cuckoo is discussed in section 3.4.1.

***Boreal (Western) Toad, Columbia Spotted Frog, Northern Leopard Frog***

The boreal (western) toad is a sensitive species on the Beaverhead, Custer, Gallatin, and Shoshone National Forests. The Columbia spotted frog is a sensitive species on the Bridger-Teton, Shoshone, and Targhee National Forests. The northern leopard frog is a sensitive species on the Beaverhead, Custer, Gallatin, and Shoshone National Forests. Collectively, the range of these three amphibian species occurs across all six GYA national forests. These species are associated with wetland and riparian habitats, although at times they can be found various distances in upland habitats. Threats to these species include loss of wetland habitat due to drought or drainage, human disturbances such as livestock grazing, chemicals that can cause death and deformities, predation, and other factors. Recent information strongly implicates global warming, which also increases susceptibility to chytrid fungus (a fungus that attacks a frog's skin, making breathing difficult), as a major factor in global amphibian declines. Alternatives 2, 2-Modified, 3, and 4, to different degrees, may beneficially affect sensitive amphibian species compared to Alternative 1. Standards 1, 3, and 8 have the potential to restrict or reduce human uses in habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities. The degree of benefit would depend on site-specific locations and conditions.

***Great Plains Toad***

This species is listed as sensitive on the Custer National Forest and habitat for this species is located outside the PCA. Habitats for this species include deserts, grasslands, semidesert shrublands, open floodplains, and agricultural areas, typically in stream valleys (NatureServe Explorer). It burrows underground when inactive. It breeds in rain pools, flooded areas, ponds, and reservoirs that fluctuate in size. Eggs and larvae develop in shallow water (usually clear) (NatureServe Explorer). Threats that have been identified for this species include intensive cultivation and herbicide/pesticide use. Suburban sprawl has eliminated breeding and nonbreeding habitats in areas adjacent to growing cities, and some adults at these sites experience road mortality. None of the alternatives is likely to have any measurable effects on this species, because the alternatives do not produce changes in the habitats used by this species, and none of the alternatives reduce or augment the threats that have been identified for this species.

***Greater Short-horned Lizard***

This species is listed as sensitive on the Custer National Forest and habitat for this species is located both inside and outside the PCA. Habitats of this lizard range from semiarid plains to high mountains; usually the species is in open, shrubby, or openly wooded areas with sparse vegetation at ground level. Soil may vary from rocky to sandy (NatureServe Explorer). When not active on the surface, the lizards burrow into the soil or occupy rodent burrows. Habitat loss and degradation (e.g., urbanization and intensive cultivation, conversion of native shrubland to dense grass) have caused local declines, but the species appears to face no major threats over most of the vast range (NatureServe Explorer). None of the alternatives is likely to have any measurable effects on this species because the alternatives do not produce changes in the habitats used by this species, and none of the alternatives reduce or augment the threats that have been identified for this species.

***Plains Spadefoot***

This toad species is listed as sensitive on the Custer National Forest and habitat for this species is located both inside and outside the PCA. This species occurs in plain lands like shrublands, grasslands, and semi-desert areas. It is almost always found around temporary pools formed by rainfall. Eggs and larvae develop in flooded areas such as these temporary pools, but they also breed in permanent waters, especially those that fluctuate greatly in size. It is usually found in areas with friable (crumbly) soils. It burrows underground or occupies rodent burrows when inactive. This species is very resistant to climate changes and modification of the original habitats

(NatureServe Explorer). None of the alternatives is likely to have any measurable effects on this species because the alternatives do not produce changes in the habitats used by this species, and none of the alternatives reduce or augment the threats that have been identified for this species.

***Milksnake, Western Hognose Snake***

These two species are listed as sensitive on the Custer National Forest and habitat for these species is located outside the PCA. For the milksnake, habitat varies greatly among different geographic regions: semiarid to wet, lowland valleys to mountains, grasslands and shrublands to forests and forest edges, primary forest to secondary forest, sand dunes to rocky areas, and wilderness to semiagricultural and suburban (NatureServe Explorer). Identified threats of the milksnake include intensive agricultural development and urbanization that have caused localized declines, and collectors probably have depleted accessible populations near roads, but in most areas this snake is not threatened (NatureServe Explorer). For the western hognose snake, habitat consists of areas with sandy or gravelly soils, including prairies, sandhills, wide valleys, river floodplains, mesquite grassland, thornscrub, semidesert areas, creosotebush desert, open montane woodland, semiagricultural areas (but not intensely cultivated land), margins of irrigation ditches, and sometimes mountain canyon bottoms (NatureServe Explorer). Conversion of prairie habitat to agricultural use has caused local declines of the western hognose snake (NatureServe Explorer). None of the alternatives is likely to have any measurable effects on these two species because the alternatives do not produce changes in the habitats used by these species, and none of the alternatives reduce or augment the threats that have been identified for these species.

***Colorado River Cutthroat Trout, Bonneville Cutthroat Trout***

These fish species are listed as sensitive on the Bridger-Teton National Forest and occur only outside the PCA. With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for these species in Alternative 4 areas, compared to Alternative 1, depending on site-specific conditions,

***Mountain Sucker***

This species is listed as sensitive on the Shoshone National Forest and occurs inside and outside the PCA. With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for this species, compared to Alternative 1, depending on site-specific conditions,

***Yellowstone Cutthroat Trout, Snake River Fine Spotted Cutthroat Trout, Westslope Cutthroat Trout***

Collectively, the range of these three fish species occurs across all six GYA national forests and they occur inside and outside the PCA. With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for these species, compared to Alternative 1, depending on site-specific conditions.

***Montana Arctic Grayling***

See section 3.1.1 for this species.

***Northern Redbelly Dace***

This species is listed as a sensitive species for the Custer National Forest and habitat for this species is both inside and outside the PCA. Habitat includes boggy lakes, ponds, beaver ponds, pools of headwaters, and creeks. It is often in tea-colored water over fine detritus or silt, usually near vegetation (NatureServe Explorer). Threats identified for this species include stream channelization, reductions in discharge, and changes in water quality. The species is now threatened by continued urban development (NatureServe Explorer). With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and

reduced oil and gas leasing and development, some water quality improvements may occur for these species, compared to Alternative 1, depending on site-specific conditions.

***Sturgeon Chub***

This species is listed as a sensitive species for the Custer National Forest; habitat for this species is outside the PCA and outside of the areas affected by any of the alternatives. Habitat for this species includes continuously and heavily turbid, warm, medium to large rivers, in shallow areas of strong current with coarse sand or gravel bottom. It is highly specialized for highly turbid waters (NatureServe Explorer). Threats that have been identified for this species include dams that have flooded river habitat, altered temperature and flow regimes, reduced sediment transport and turbidity, fragmented populations, and reduced movement opportunities; channelization that has reduced habitat diversity and reduced overbank flooding; pollution and water depletion from industry and agriculture that may have altered water quality; sand and gravel excavation that have removed habitat and restricted fish movements in some areas; dredging for channel maintenance and sand/gravel extraction; severe drought in the early 1990s that may have eliminated populations in some Missouri River tributaries; and negative impacts from the numerous species of non-native fishes that have been introduced into the habitat (NatureServe Explorer). None of the alternatives will have any effects on this species because habitat for the species is outside of the areas affected by the alternatives, and none of the alternatives will reduce or augment the threats that have been identified.

***Hudsonian Emerald Dragonfly***

This species is listed as sensitive on the Shoshone National Forest; there are no documented locations of this species occurring on the Shoshone National Forest (Packauskas 2005). In Wyoming, the few records that exist are from two rather specific locales: (1) near Moran in Grand Teton National Park and (2) along the North Fork of the Little Laramie River in the Medicine Bow National Forest. A possible third locale listed as “Medicine Bow Mtns.” could be close to the second locale (Packauskas 2005). Packauskas (2005) characterized the habitat for this species as being that of deep, sedge-bordered lakes and ponds, but also as ponds with lake inlets, boggy edges, and sedge marshes. They may also be found at boggy slow streams, ditches, and sloughs. The larvae are found mostly in mucky edges of woodland streams and bogs, and develop in water of a comparatively low summer temperature. Trees and shrubs near the aquatic habitat may be of some importance for adult dragonflies for foraging, perch sites, shade, and protection from inclement weather. Possible threats include changes to the landscapes surrounding the aquatic environment, such as road building, timber harvesting, wildfires or burning procedures, grazing practices, and mining (Packauskas 2005). None of the alternatives will have any effects on this species because the known distribution and habitat for the species is outside of the areas affected by the alternatives.

**3.4.3 Management Indicator Species**

For the 56 wildlife and fish MIS, 27 species are uniquely MIS (that is, they are not already covered by endangered, threatened, proposed, candidate, or sensitive species discussed previously). Species that have been discussed previously will not be discussed in this section.

Direction proposed in this FEIS does not change management direction in existing forest plans that maintains or improves habitat or otherwise benefits MIS. For example, forest plan direction to protect old growth or nest sites still applies; old growth and nest sites would not be affected by this proposal. Comparisons of effects between the alternatives are described in this section.

Overall, the effects of the action alternatives would be minor and many activities would be held at or below the 1998 baseline inside the PCA; there would not be a measurable change in expected populations and habitat trends projected under the forest plans.

### **Summary of the Comparison of the Effects of the Alternatives on MIS**

The distribution and designations of MIS among the six national forests are displayed in Figure 137 in appendix D. Tables summarizing and comparing the effects of each alternative on these species are included in appendix E. Figure 139 displays a summary of the habitat changes and/or management/activity changes associated with the standards and guidelines for each of the alternatives and Figure 142 shows which standards, guidelines, and alternatives may have complementary or beneficial effects on MIS. In this analysis, comparisons of effects between the alternatives are made in relation to Alternative 1.

All the effects are considered potential indirect effects because of the programmatic nature of this analysis. We do not know the exact locations of on-the-ground actions that would implement the standards and guidelines. For example, increasing secure habitat may be beneficial to the red squirrel if the increased secure habitat were located within the range of the red squirrel. If the secure habitat were located outside the range of the red squirrel, the benefit would not occur.

#### **Rocky Mountain Elk, Mule Deer, White-tailed Deer, Shiras Moose, Mountain Goat, Pronghorn Antelope, and Elk and Deer Winter Range**

These species are present on all six GYA national forests, inside and outside the PCA. Alternatives 2, 2-Modified, 3, and 4, to different degrees, beneficially affect these species compared to Alternative 1. Standards 1, 2, 7, 8, and 9 have the potential to restrict or reduce human uses in habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities. Standard 3 reduces or eliminates some domestic livestock grazing, reducing disturbance from domestic livestock and associated human activities during the grazing season on National Forest System lands. Guideline 4 and Standard 10 have the potential to improve some big game habitats.

#### **Beaver and Red Squirrel**

These species are present on all six GYA national forests, inside and outside the PCA. These two species would primarily be benefited by Standards 1 and 8 that have the potential to restrict or reduce human uses in habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities.

#### **Blue Grouse, Ruffed Grouse**

These species are present on all six GYA national forests, inside and outside the PCA. Blue grouse are designated MIS on the Shoshone National Forest and ruffed grouse are designated MIS on the Custer and Shoshone National Forests. These species are associated with forested habitats and use a variety of forest stages and conditions to meet their habitat needs. None of the alternatives would change habitat conditions that would measurably affect these species compared to Alternative 1.

#### **Primary Cavity Nesting Species (Red-napped Sapsucker, Williamson's Sapsucker, Downy Woodpecker, Hairy Woodpecker, and Northern Flicker)**

Primary cavity nesting species are present on all six GYA national forests, inside and outside the PCA. These species are associated with forested habitats and require mature and older forests to meet some of their habitat needs. They also require snags and defective trees in which to build their nest cavities. Fires and insect and disease agents are the primary actions that create snags in forested environments. Alternatives 2, 2-Modified, 3, and 4 may have beneficial indirect effects on these species, compared to Alternative 1, by increasing secure habitat that could reduce or alter timber harvesting; depending on site-specific conditions, this could provide additional mature and older forest habitat and less disturbance from human activity. None of the alternatives would change fires and insect and disease agents when compared with Alternative 1.

#### **Western Kingbird, Lark Sparrow, Bullock's Oriole (formerly Northern Oriole), Yellow Warbler, Ovenbird, Spotted (Rufous-sided) Towhee**

The ranges of these bird species cover all six GYA national forests; their habitats are outside the PCA. Habitat for the western kingbird and lark sparrow includes desert grasslands and shrub lands to open woodlands (NatureServe Explorer). Habitat for the Bullock's oriole includes open

woodland, deciduous woodland, and forest edges (NatureServe Explorer). Habitat for the yellow warbler includes riparian shrubs and riparian deciduous woodlands and thickets (NatureServe Explorer). Habitat for the ovenbird includes mid-to-late seral forests and second growth forests with a dense canopy, deep leaf litter, and limited understory (NatureServe Explorer). Habitat for the spotted towhee includes forest interiors, forest edges, and riparian areas, all with shrubby understories (NatureServe Explorer). In the three-state area, all of these species are considered secure (NatureServe Explorer). None of the alternatives would measurably affect habitat for these species, compared with Alternative 1.

***Rainbow Trout, Wild Taut, Game Trout, Largemouth Bass***

All these trout are found inside and outside the PCA. They occur both inside and outside the PCA, but largemouth bass occur only outside the PCA. With the application of road closures and increased secure habitat, reduced livestock grazing, reduced OHV travel, and reduced oil and gas leasing and development, some water quality improvements may occur for these species, compared to Alternative 1, depending on site-specific conditions.

***Boreal Chorus Frog***

The boreal chorus frog's range covers all six GYA national forests. Habitat for this species occurs both inside and outside the PCA. Habitat includes shallow water pools (breeding sites) and a variety of wetland habitats such as bogs/fens, forested wetlands, herbaceous wetlands, riparian areas, scrub-shrub wetlands, and temporary pools (NatureServe Explorer). The species uses a wide variety of terrestrial habitats (such as cropland/hedgerow, grassland/herbaceous, conifer and hardwood forests, suburban/orchards, and conifer and hardwood woodlands), usually within 100 meters of breeding pools (NatureServe Explorer). Most populations are unthreatened (NatureServe Explorer). Because of the wide variety of habitats used by this species and its wide distribution, none of the alternatives would measurably affect habitat for this species, compared with Alternative 1.

### **3.4.4 Migratory Birds**

To analyze effects on migratory birds, we used the High Priority or Level I bird species identified in bird conservation plans for Idaho, Montana and Wyoming (Idaho Partners in Flight 2000, Montana Partners in Flight 2000, Cerovski et al. 2001). There are 75 High Priority or Level I bird species identified in these three state plans. Twenty-eight of these bird species are also listed as endangered, threatened, proposed, candidate, sensitive, or MIS species and have been previously discussed in sections 3.4.1 through 3.4.3. Another 13 of these bird species have distributions that are outside of the areas affected by the alternatives in this FEIS. The remaining 34 bird species are evaluated in this section.

Direction and guidance proposed in this FEIS does not change management direction in existing forest plans that maintains or improves habitat or otherwise benefits these species. For example, forest plan direction to protect old growth or nest sites still applies; old growth and nest sites would not be affected by this proposal. Comparisons of effects between the alternatives are all made in relation to Alternative 1.

***Summary of the Comparison of the Effects of the Alternatives on Migratory Birds***

High Priority or Level I bird species and their distribution among the six national forests are displayed in Figure 138 in appendix D. Tables summarizing and comparing the effects of each alternative on these species are included in appendix E. Figure 139 displays a summary of the habitat changes and/or management/activity changes associated with the standards and guidelines for each of the alternatives and Figure 143 shows which standards, guidelines, and alternatives may have complementary or beneficial effects on these bird species. In this analysis, comparisons of effects between the alternatives are made in relation to Alternative 1.

All the effects are considered potential indirect effects because of the programmatic nature of this analysis. We do not know the exact locations of on-the-ground actions that would implement the

standards and guidelines. For example, increasing secure habitat may be beneficial to the black-chinned hummingbird if the increased secure habitat were located within the range of the black-chinned hummingbird. If the secure habitat were located outside the range of the black-chinned hummingbird, the benefit would not occur.

***Effects of Standard 1—Secure Habitat***

Six bird species (Barrow's goldeneye, brown creeper, golden eagle, Hammond's flycatcher, hooded merganser, and prairie falcon) have the potential to be benefited by Standard 1. Compared to secure habitat in Alternative 1, Alternative 4 provides the most potential benefit, followed by Alternative 3, Alternative 2-Modified, and Alternative 2. Standard 1 has the potential to restrict or reduce human uses in habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities.

***Effects of Standard 2—Developed Sites***

Three bird species (black rosy-finch, golden eagle, and MacGillivray's warbler) have the potential to be benefited by Standard 2. Compared to Alternative 1, Alternative 4 provides the most potential benefit, followed by Alternative 3, Alternative 2-Modified, and Alternative 2. Standard 2 has the potential to restrict or reduce human uses in site-specific habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities.

***Effects of Standard 3—Livestock Grazing and Guideline 2—Livestock Grazing***

Seven bird species (calliope hummingbird, dusky flycatcher, MacGillivray's warbler, prairie falcon, rufous hummingbird, Sprague's pipit, and willow flycatcher) have the potential to be benefited by the livestock grazing standard or guideline. Compared to Alternative 1, Alternative 4 provides the most potential benefit, followed by Alternative 2-Modified, Alternative 3, and Alternative 2. Generally, habitat for these bird species improves with restrictions or reductions in livestock grazing. Any benefits would depend on site-specific range conditions.

***Effects of Standard 8—Oil and Gas Leasing***

Three bird species (golden eagle, MacGillivray's warbler, and prairie falcon) have the potential to be benefited by Standard 8. Compared to Alternative 1, Alternative 4 provides the most potential benefit, followed by Alternative 3. Standard 8 has the potential to restrict or reduce human uses in site-specific habitats used by these species, reducing the potential for disturbance or displacement caused by human presence and associated activities. Standard 8 also has the potential to maintain habitat that might become developed and lost through oil and gas leases and subsequent development.

### **3.5 Soil, Water, and Air**

***Affected Environment***

Overall direction for management of the soil, water, and air resources is provided in forest plans, Forest Service Manual 2500 Watershed and Air Management, and related Forest Service handbooks. All forests incorporate water conservation practices or best management practices, which meet or exceed state best management practices. All six forests participate in the Greater Yellowstone Hydrology Group that is comprised of hydrologists from each of the forests. This group focuses on management of soil and water resources in the GYA.

In the past 17 years, there has been a net reduction of approximately 1,000 miles of roads (section 3.10). These tended to be roads that were in excess of what was needed for management or recreational activities, or were difficult or expensive to maintain, or both. Roads were also decommissioned to benefit wildlife and improve water quality. In the past, roads have been a primary cause in the reduction of water quality due to sedimentation from roads that were connected to streams. Decommissioning has disconnected many of these roads as a sediment source; roads constructed in the last decade meet standards for water conservation practices.

Much of the road decommissioning has taken place inside the PCA, with little accompanying road construction.

The proposed action and other action alternatives would not add management direction that would change the effects on air quality when compared to existing plans. The main activity that affects air quality, use of fire, would occur as described under existing plans. Future treatments would analyze the effects on air quality based on current laws and regulations.

***Effects of Alternatives 1, 2, and 2-Modified on Soil and Water***

The effects on soil and water resources from the alternatives for GYA grizzly bear habitat conservation are in direct proportion to the amount of activity that is allowed. In general, there would be no adverse effects. Alternative 1 would allow the present levels of activities to continue and would maintain the current condition of soil and water resources. There are additional opportunities for road decommissioning outside the PCA as forests address excess roads from past logging or tie hacking activities and heavily roaded National Forest System lands recently acquired through land exchanges. Some additional road construction may be needed to address access needs for fuel hazard reduction, especially within 1½ miles of structures.

Alternatives 2 and 2-Modified would not have any greater impacts than Alternative 1 because activities that would cause disturbance (road building, developed sites) would remain at the 1998 baseline. The secure habitat standard and the developed site standard would limit these activities.

***Effects of Alternative 3 on Soil and Water***

Alternative 3 would reduce activities inside the PCA and would likely lead to long-term improvements in soil and water resources due to decommissioning of roads to achieve 70 percent secure habitat. Nearly 500 miles of road would need to be decommissioned in the next 10 years to achieve 70 percent secure habitat inside the PCA and to increase secure habitat in inventoried roadless areas. The types of management standards proposed (limiting developed sites, reducing grazing allotments, reducing road densities) would generally lead to less activity in riparian areas, with fewer opportunities for disturbance to stream channels. Consequently, where current conditions are less than desired, reduction of disturbance levels would provide an opportunity for recovery. Where current conditions reflect desired conditions, there would be no effect.

***Effects of Alternative 4 on Soil and Water***

Alternative 4 would further reduce activities and would likely lead to long-term improvements in soil and water resources due to decommissioning of roads to achieve 70 percent secure habitat. About 1,850 miles of road would need to be decommissioned in the next 10 years to achieve 70 percent secure habitat inside and outside the PCA and to increase secure habitat in roadless areas. Some temporary sedimentation would occur through decommissioning activities but would be temporary. In the long term, decommissioning roads generally reduces sources of sedimentation because roads are no longer connected to streams and a source of sedimentation. (Roads are revegetated as part of decommissioning.)

Decommissioning roads could lead to longer response times and larger fires across the GYA based on current fire management capabilities (section 3.6.2). Large burns do not necessarily contribute large amounts of sediment. For example, in 2003 the Shoshone National Forest experienced five large fires that burned approximately 27,000 acres. None has produced extraordinary amounts of sediment to date. Road decommissioning would most likely be timed such that currently needed fuels treatments would be accomplished prior to the decommissioning.

The types of management standards proposed (limiting developed sites, reducing grazing allotments, reducing road densities) would generally lead to less activity in riparian areas, with fewer opportunities for disturbance to stream channels. Consequently, where current conditions are less than desired, reduction of disturbance levels would provide an opportunity for recovery. Where current conditions reflect desired conditions, there would be no effect.



## 3.6 Vegetation

### Introduction

This section presents the existing condition of the forest vegetation and the timber resource within the PCA and surrounding areas within National Forest System lands for the Beaverhead, Bridger-Teton, Custer, Gallatin, Shoshone, and Targhee National Forests. The section addresses the issue of potential effects on activities such as timber harvest and treatment of fuels and effects on composition and structure of forest types. A summary of suitable timberlands affected by the proposal is included. The analysis reflects changes in the ability to manage lands identified as suitable for timber production on those portions of the forests affected by any of the action alternatives.

#### **Section 3.6 Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- The affected environment section on whitebark pine includes recent information on the extent of blister rust infections and mountain pine beetle infestations in the GYA
- A map depicting the estimated distribution of whitebark pine in the GYA

#### **Vegetation Description**

At low elevations on National Forest System lands in the GYA, various species of sagebrush dominate, including Great Basin big sagebrush, Wyoming big sagebrush, and mountain big sagebrush. Grasses are dominated by bluebunch wheatgrass, Idaho fescue, and needle-and-thread grass. Riparian species found along waterways include willow species, red osier dogwood, wild rose, and chokeberry. Trees include one of three species of cottonwood, plus spruce in some parts of the southern end of the ecosystem including the upper Gros Ventre, Hoback, and upper Wind River Range.

Depending on the location, either ponderosa pine, Douglas-fir, or Rocky Mountain juniper is the first tree species that typically delineates the lower tree line. Ponderosa pine is relatively scarce in the region and tends to be found where summer precipitation is highest (Knight 1994 cited in Noss et al. 2002). Ponderosa pine is found in the northeast section of the ecosystem along the Yellowstone River from Big Timber, Montana eastward. Juniper is found in some parts of southeast Idaho, east of the Beartooth Mountains along the Clarks Fork drainage, and scattered in small pockets elsewhere in the ecosystem, such as the Gardiner, Montana area. Throughout most of the ecosystem, Douglas-fir is the dominant low elevation tree species and is even common in those areas where juniper or ponderosa pine also occurs. Limber pine occurs throughout the ecosystem on dry windy sites; it is found both at the lower timberline and at the high elevations on the mountains.

At higher elevation, Douglas-fir is intermixed with aspen. Aspen is most abundant in the southern end of the ecosystem and relatively uncommon in the northern reaches of the area, most likely because of greater summer precipitation that characterizes the southern mountains of the ecosystem.

Engelmann spruce, subalpine fir, and lodgepole pine dominate mid-elevation forests. The spruce-fir forest tends to be the climax association and would dominate more of the area were it not for recurring stand-replacement fires that favor lodgepole pine. Nearly all of Yellowstone's plant communities have burned at one time or another. Some plant communities ignite and carry fire more readily than others. Natural historic fire intervals range from 20 to 25 years for the grass and shrublands and to 200+ years for lodgepole pine forests, depending on the fire regime (USDI NPS 2005). At the highest elevations, whitebark pine is a dominant tree species. This pine is most common in the eastern and northern parts of the ecosystem, particularly on the Shoshone and Gallatin National Forests (Figure 46).

Beyond timberline, extensive tracts of alpine tundra occur at elevations above 10,000 feet. Over half of the Absaroka/Beartooth Mountains consists of tundra, the most extensive continuous occurrence of alpine tundra in the lower 48 states. Extensive tracts of alpine tundra are common

in the Wind River Range, Absaroka Mountains, Madison Range, and other higher mountains of the ecosystem (Noss et al. 2002).

Conditions are changing for many of the vegetation types in the GYA. Aspen has declined in density and extent due to fire suppression and grazing by wildlife and livestock. Douglas-fir and ponderosa pine have increased in extent with an accompanying reduction in rangelands. Drought conditions, mild winters, and warm dry summers have created a situation that has led to outbreaks of the various indigenous bark beetle populations (USDA Forest Service 2005j). In some areas of the GYA, these outbreaks have led to high levels of mortality in spruce, lodgepole pine, and Douglas-fir in localized areas. Whitebark pine has been reduced by mountain pine beetle, as discussed below.

#### **Whitebark Pine**

Whitebark pine in the GYA occurs in the subalpine zone in an environment of poor soils, steep slopes, windy exposures, and extreme cold temperatures. Whitebark pine is considered a keystone species of alpine ecosystems (Tomback et al. 2001). Whitebark pine nuts (seeds) are recognized as a major food source for grizzly bears (section 3.1.1), black bears, and for small birds and mammals (Tomback et al. 2001). Over 95 percent of all the whitebark in the GYA is found on public lands (Keane 2000). Figure 46 displays the estimated distribution of whitebark pine on the national forests and national parks in the GYA (Podruzny et al. 2004).

Whitebark pine populations in the GYA are threatened by the presence of white pine blister rust and the mountain pine beetle. Climate change may increase the susceptibility of whitebark to these threats. In addition, increasing temperatures associated with climate change could eventually lead to decreases in range availability for whitebark and increases in large, stand replacing fires. In areas of the Rocky Mountains north of the GYA, whitebark pine has been decimated due to blister rust and mountain pine beetle (Greater Yellowstone Whitebark Pine Monitoring Working Group 2005). In the GYA, blister rust has been present since the 1940s and no major die-offs of whitebark pine due to blister rust have been noted. Mountain pine beetle is currently causing considerable mortality of mature whitebark pine in the GYA. Epidemic infestations of mountain pine beetle have occurred periodically during the last century in many areas of the Rocky Mountains (Tomback et al. 2001, Walsh 2005).

It is generally assumed that fire, especially low to mixed intensity fires, favors whitebark pine over other tree species and the exclusion of fire results in the successional replacement of whitebark by shade tolerant species (Tomback et al 2001). Recent work by Walsh (2005) suggests that fire suppression is not a major concern for many whitebark pine forests in the GYA and that stand structure is well within the historic range of variability. Walsh (2005) also notes, "At landscape scales mountain pine beetle infestations may have similar ecological consequences as spatially extensive mixed-severity fires, as beetles rarely kill all trees in a stand".

The Greater Yellowstone Whitebark Pine Subcommittee of the GYCC was established in 1998 to monitor the health of whitebark pine and the overall ecological importance of whitebark pine in the GYA. In 2003 through 2004, an additional interagency working group was formed (Greater Yellowstone Whitebark Pine Monitoring Working Group) to develop a unified monitoring program. The group includes representatives of the Forest Service, NPS, U.S. Geological Survey, and Montana State University. In general, the group's major objectives are to 1) estimate the extent of blister rust infection and how the infection rate is changing over time, 2) determine the severity of blister rust infection, and 3) estimate tree survival, taking into account infection of blister rust, mountain pine beetle, dwarf mistletoe, and fire. These objectives are intended to determine if white pine blister rust is increasing within the GYA and if the resulting mortality of whitebark pine is sufficient to warrant consideration of management intervention (e.g., active restoration). These objectives will also allow a direct determination of the vulnerability of whitebark in the GYA to blister rust rather than estimating the impact based on information from other areas (Greater Yellowstone Whitebark Pine Monitoring Working Group 2005).

In 2004, 51 transects were established and monitored inside the PCA by the Greater Yellowstone Whitebark Pine Monitoring Working Group. They estimated that about 19 percent of the trees in the PCA were infected with blister rust. Although blister rust was relatively widespread throughout the PCA, the infection severity was relatively low. As for mountain pine beetles, less than 1 percent of the live trees examined showed evidence of infestation, while about 27 percent (94 of 348) of the dead trees showed evidence of successful mountain pine beetle attack (Greater Yellowstone Whitebark Pine Monitoring Working Group 2005).

In 2005, 76 transects were established and monitored outside the PCA. Preliminary results indicate that approximately 27 percent of the trees examined outside the PCA were infected with blister rust. Combining the information from 2004 and 2005, about 25 percent of the trees sampled in the GYA were infected with blister rust. In most cases, both inside and outside the PCA, the number of cankers per tree was low with approximately 73 percent of the infected trees having two or fewer cankers, 80 percent of which were branch cankers. Branch cankers are generally considered to pose less threat to trees than cankers located on the trunks (Greater Yellowstone Whitebark Pine Monitoring Working Group 2006). Information on the mountain pine beetle infestation outside the PCA in 2005 will be included in the final report.

Established transects both inside and outside the PCA will be monitored on a regular basis. A final determination on how to stratify the sampling of these transects will be part of the final report for the 2005 season (Greater Yellowstone Whitebark Pine Monitoring Working Group 2006).

The Greater Yellowstone Whitebark Pine Monitoring Working Group is also considering evaluating the recruitment of whitebark into the population and the effects of forest succession on existing whitebark pine. "Persistence of whitebark pine within the GYE depends on not only the survival of seed-producing trees, but also the recruitment of immature trees to the seed producing segment of the population. Monitoring changes in survival could result in misleading conclusions without some knowledge of the extent to which increased mortality is offset by recruitment." A better understanding regarding the degree to which shade-tolerant conifers are replacing whitebark could provide insights for potential restoration management (Greater Yellowstone Whitebark Pine Monitoring Working Group 2005).

Increasing numbers of whitebark pine have been killed in the Northern Rockies during the past five years due primarily to drought and mountain pine beetle. Indications are that warmer than normal temperatures have increased mountain pine beetle activity. There are approximately 1 million acres of whitebark pine dominated forested stands in the GYA. In 2005 about 16 percent of those acres were identified as containing some level of mountain pine beetle-caused mortality. Over 700,000 whitebark pine trees were identified as having been killed in 2004 (recorded as faders in 2005, Figure 45). These estimates were recorded in 2005 during annual aerial detection surveys by the Forest Service's Forest Health Protection Group. Surveys in the GYA are conducted annually but not all areas are surveyed each year. Unusually high populations of mountain pine beetle have been noted in most areas only during the last four to five years. Total whitebark mortality over the last five years from mountain pine beetle is not available as data from preceding years are not additive. Currently fading trees may be recorded as tree mortality on many of the acres in succeeding years (Gibson 2006).

In 2005, Forest Service specialists flew over much of the GYA. Estimates of tree mortality and other damages are made from about 1,000 feet above ground level; specialists make visual observations of species affected, number affected, geographic location, and type and cause of damage. This is an overview survey rather than a detailed, precise assessment. Although there is some level of precision, care must be taken in the interpretation of the data since most of the damage is not verified on the ground. Damage is for those trees that are apparent from the air, so it tends to be the larger trees that extend into the upper canopy when multiple layers exist. Even in more open stands, smaller diameter individuals are usually not noted because of their size. The mountain pine beetle does not normally attack these smaller trees (DeNitto 2006).

The impact of this mountain pine beetle-caused mortality is difficult to discern. While the current outbreak is unusual, it is likely not unprecedented. A similar series of mountain pine beetle outbreaks occurred in the 1930s in southeastern Idaho, southwestern Montana, and Yellowstone National Park when temperatures were also unusually warm. Although few records are available documenting the extent of those outbreaks, by most accounts, those outbreaks were similar to the current one. A 1934 report for Yellowstone National Park indicated that almost every stand of whitebark pine was infested with mountain pine beetle (Gibson 2006). Other factors such as white pine blister rust and warming temperatures may influence the trajectories of these ecosystems in different ways than past bark beetle epidemics (DeNitto 2006).

**Figure 45. Estimated acres of whitebark pine dominated forest stands (WBP) in the GYA, estimated acres infested with mountain pine beetle (MPB), and estimated tree mortality as recorded in 2005 during annual aerial detection surveys conducted by the Forest Service, Forest Health Production Group (Gibson 2006).**

Administrative unit	Acres of WBP	WBP infested acres (2005)	Estimated faders (trees killed in 2004)	Average trees per acre killed in 2004 <sup>1</sup>
Custer National Forest	68,700	1,087	1,300	1.2
Beaverhead National Forest	108,800	42,411	136,600	3.2
Bridger-Teton National Forest	115,000	34,373	131,100	3.8
Gallatin National Forest	256,100	20,316	37,500	1.8
Shoshone National Forest	232,000	41,746	43,700	1.0
Targhee National Forest	56,000	1,982	3,900	1.9
Grand Teton National Park	9,300	Not Flown	Not Flown	--
Yellowstone National Park	218,700	29,215	365,200	12.5
Total	1,064,600	171,160	719,300	4.2

<sup>1</sup> Average trees per acre killed in 2004 within the acres infested by mountain pine beetle (column 4 divided by column 3).

Because it is a high elevation species, management actions to improve or restore whitebark are limited to prescribed burning and hand planting of rust resistant whitebark pine for remote areas; a wide variety of silvicultural and prescribed burning techniques are available if restoration sites are near roads. Keane and Arno (2001) have been researching methods of restoring declining whitebark pine stands for 10 years and their results show promise. Wildland fire use (naturally ignited fires that are not suppressed for resource benefit) appears to be the most practical tool for whitebark pine restoration in the GYA because of its roadless setting. It appears that the single greatest process for ensuring the continued presence of whitebark pine on the landscape is to maintain the flow of propagules (seeds) across the landscape and this is only possible if the Clark's nutcrackers (the only dispersal agent) can cache these seeds in disturbed areas. Planting burned areas with apparent rust-resistant seedlings would accelerate the restoration process. Managers are collecting cones from trees that appear to be rust resistant. The Greater Yellowstone Whitebark Pine Subcommittee is currently developing restoration decision guidelines for whitebark pine in the GYA. These guidelines are designed to help managers determine which attributes to consider when evaluating the condition of whitebark pine communities and to determine when, where, and if restoration should occur (Jenkins 2005).

Additional research may identify other opportunities to maintain or improve whitebark pine stands.

***Effects of All Alternatives on Forest Vegetation***

Across the national forests in the GYA, the overall composition and structure of the different forest types would not be expected to change much in any alternative due to motorized access restrictions affecting potential vegetation treatments. Vegetation treatments would affect only about 0.1 percent of the National Forest System lands in Alternatives 1, 2, and 2-Modified. Within the suitable timber base and based on historical harvest rates in the past 17 years, about 6 percent of the area would be treated in one decade (about 98,000 acres out of the 1,500,000 acres in the suitable timber base). This can help improve conditions for some of the key forest types such as aspen and lodgepole pine within the suitable timber base. Because of restrictions to access to the suitable timber areas, Alternatives 3 and 4 would likely treat fewer acres and there would be less opportunity to improve conditions for some of the key forest types, such as aspen, ponderosa pine, and lodgepole pine. These restrictions under Alternative 4 would result in about 33 percent fewer acres being potentially treated than Alternatives 1, 2, and 2-Modified; Alternative 3 would be potentially about 10 percent less.

Prescribed fire and fire use would be the most significant methods to improve or maintain composition and structure in the GYA. About 170,000 acres, or a little over 1 percent, of the GYA national forests and Yellowstone National Park are affected each year through fire use or wildland fire. This number is variable, depending on drought and other factors. None of the standards for grizzly bear habitat management in any of the alternatives would directly affect vegetation by restricting prescribed fire or fire use (section 3.6.2).

***Effects on Whitebark Pine***

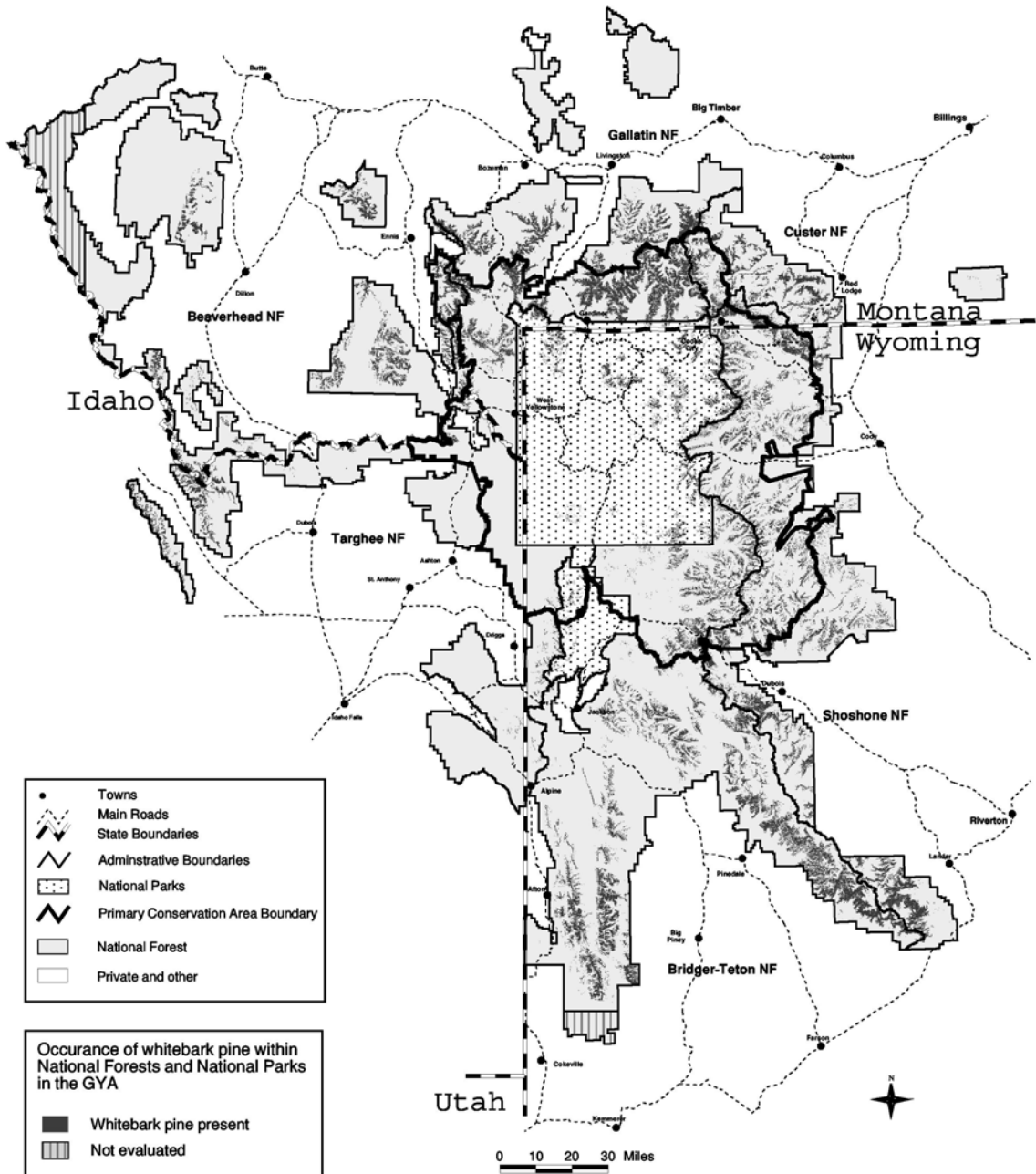
Alternative 1 emphasizes whitebark pine management as described in the Guidelines and through current efforts with the Greater Yellowstone Whitebark Pine Subcommittee and the Greater Yellowstone Whitebark Pine Monitoring Working Group. These efforts include selection of rust-resistant whitebark pine and monitoring occurrence of whitebark pine blister rust and mountain pine beetle, as well as identifying those areas where whitebark pine is in the greatest danger of decline.

In Alternative 2, the efforts described for Alternative 1 could continue through agreements or cooperative action with other agencies; no assurances are stated in the proposed action.

In Alternative 2-Modified, the efforts described for Alternative 1 would continue because Guideline 4 would emphasize maintaining and restoring whitebark pine stands inside and outside the PCA. Alternative 2-Modified would apply to a larger area because direction under Alternative 1 is limited to the PCA. This emphasis may lead to improved conditions for whitebark pine if additional funds are available for research or restoration activities.

Alternative 3 emphasizes the maintenance of whitebark pine through an additional formalized standard inside the PCA, while Alternative 4 extends this standard to additional areas outside the PCA. This emphasis may lead to improved conditions for whitebark pine inside the PCA under both Alternatives 3 and 4 and also outside the PCA under Alternative 4 if additional funds are available for research or restoration activities.

Figure 46. Estimated distribution of whitebark pine on national forests and national parks in the GYA (Produzny et al. 2004).



### 3.6.1 Timber Management

Timber management provides one of the tools (the others are prescribed fire and fire use) to restore vegetative conditions, reduce hazardous fuels, and treat insect and disease infestations, as well as provide wood products for local communities. Since the existing forest plans were approved, two forests have revised the ASQ (allowable sale quantity) through either amendments or revisions (Shoshone and Targhee National Forests). Harvesting is not allowed in about 78 percent of the National Forest System lands in the PCA—it is unavailable, either through wilderness designations (64 percent) or in a management area that does not emphasize timber harvesting. For lands within the Alternative 4 area outside the PCA, timber harvesting is not allowed in 61 percent of those areas. Of that, 43 percent is wilderness.

Timber management goals, objectives, and standards were identified in existing forest plans for each forest along with a numerical upper limit for timber harvest, or ASQ. Timber quantities were expressed either by board feet or by acres treated. This number is considered a ceiling of the maximum amount of timber to be harvested per decade.

#### ***Forest Plan Direction Related to Timber Management inside the PCA***

##### *Beaverhead National Forest*

Inside the PCA, the Beaverhead National Forest does not have any acres suitable for timber management and does not treat or harvest any lands.

##### *Bridger-Teton National Forest*

Approximately 90 percent of the Bridger-Teton National Forest within the PCA is designated as wilderness or is in a management area that does not allow timber harvesting. Since implementation of the Guidelines, the Forest has averaged less than 100 acres treated per year.

##### *Custer National Forest*

Approximately 96 percent of the Custer National Forest within the PCA is designated wilderness. Eighty-one percent of the non-wilderness portion of the PCA is allocated to management areas that discourage road development. No timber harvesting has occurred inside the PCA in the last 17 years.

##### *Gallatin National Forest*

The Gallatin Forest Plan includes a standard for the recovery zone that states, “within Bear Management Subunits (unless allowed through consultation with the USFWS): 1) do not increase open motorized access route density from the current [1995] level, 2) do not increase total motorized access route density from the current level, and 3) do not decrease the amount of core area(s) from the current level.” Treatment levels have been around 1,000 acres per year since the implementation of the Guidelines. From 2000 to 2002, the Gallatin National Forest has averaged about 200 acres per year inside the PCA with this standard in place.

##### *Shoshone National Forest*

Approximately 76 percent of the PCA is designated wilderness on the Shoshone National Forest. Inside the PCA, the Forest averaged about 50 acres treated per year from 2000 to 2002, and about 400 acres treated per year since the Guidelines were implemented. The Forest had several large sales after the 1988 fire season. In 1994, the Shoshone Forest Plan implemented a standard for no net increase in roads, which is similar to the requirement for mitigation if secure habitat is changed.

##### *Targhee National Forest*

The Targhee National Forest has the most land suitable for timber harvest in the PCA of any GYA national forest. About 53 percent is in a management category that would allow timber harvest. During the 1980s, harvest levels were high to address the mountain pine beetle epidemic. The Forest is harvesting much less timber in recent years than the past decade—from 1,600 acres per year down to around 100 acres per year inside the PCA. Timber harvest is allowed only under

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conditions that maintain the grizzly habitat as first priority. Grizzly bear coordination requirements may not make it feasible to remove the timber.

### **Summary of Areas with Timber Harvest Emphasis**

Figure 47 displays the percent of each forest where timber harvest is allowed or emphasized as determined by management area category designation inside the PCA and in Alternative 4 areas outside the PCA.

**Figure 47. Percent of each of the GYA national forests where timber harvest is allowed or emphasized as determined by management area category inside the PCA and Alternative 4 areas outside the PCA<sup>1</sup>.**

<b>Management area categories inside the PCA</b>	<b>BNF</b>	<b>BTNF</b>	<b>CNF</b>	<b>GNF</b>	<b>SNF</b>	<b>TNF</b>	<b>Total</b>
Categories 1, 2, and 3 (no timber harvesting emphasis)	100.00%	91.1%	98.6%	81.8%	76.4%	46.1%	77.8%
Categories 4, 5, 6, and 8 (timber harvesting may be allowed or emphasized)	0.0%	8.9%	1.4%	18.2%	23.6%	53.9%	22.2%
<b>Management area categories in the Alternative 4 area outside the PCA</b>							
Categories 1, 2, and 3 (no timber harvesting emphasis)	57.3%	80.5%	77.4%	65.0%	44.4%	49.2%	60.9%
Categories 4, 5, 6, and 8 (timber harvesting may be allowed or emphasized)	42.7%	19.5%	22.6%	35.0%	55.6%	50.8%	39.1%

<sup>1</sup>Management Area Categories 4 and 5 emphasize timber harvest.

Suitable timberlands (Figure 48 and Figure 49) are those lands that are capable and available for timber harvest and are in a management area category that would emphasize timber harvesting. Suitable areas for timber harvesting would occur in Management Area Categories 4 and 5. Categories 6 and 8 include rangelands and campgrounds where timber harvesting does not occur except for salvage or other reasons.

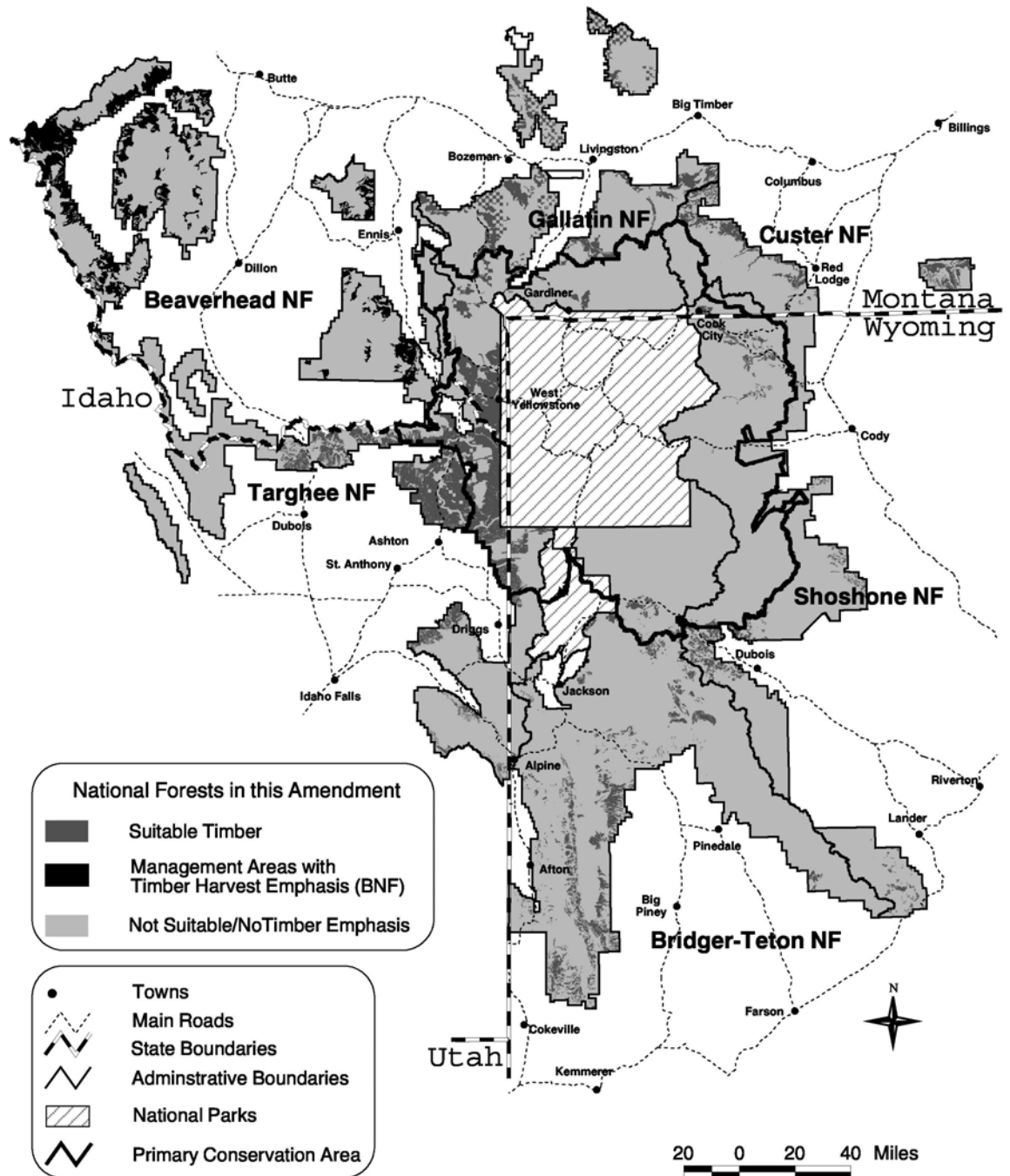
**Figure 48. Acres suitable for timber harvest inside and outside the PCA by secure habitat and forest.**

<b>Suitable acres inside the PCA</b>	<b>BNF<sup>1</sup></b>	<b>BTNF</b>	<b>CNF</b>	<b>GNF</b>	<b>SNF</b>	<b>TNF</b>	<b>Total</b>
Secure habitat	0	6,800	400	38,700	13,600	96,900	156,000
Not secure habitat	0	6,900	700	105,800	13,800	125,300	252,000
Total	0	13,700	1,000	144,600	27,400	222,000	408,800
<b>Suitable acres outside the PCA</b>							
Secure habitat	83,300	85,800	56,000	81,600	12,300	108,000	427,000
Not secure habitat	142,200	126,400	33,700	130,300	46,200	171,200	649,800
Total	225,500	212,200	89,700	211,800	58,500	279,300	1,077,000

<sup>1</sup>Suitable acres for the Beaverhead National Forest are estimated.



Figure 49. Suitable timberlands in five of the GYA national forests, and management areas that emphasize timber harvest for the Beaverhead National Forest.



**Historical Harvest of Timber**

Figure 50 displays acres harvested from 1986 through 2002, followed by a display of acres harvested within the PCA. This period was chosen because 1986 is the year the Guidelines were implemented and is indicative of the level of harvest under this direction. The period 2000 through 2002 is also displayed and was chosen to demonstrate recent downward trends. The number of acres annually treated through timber harvesting has been variable in recent years.

**Figure 50. Average acres treated per year by timber harvesting 1986 through 2002 and 2000 through 2002 for inside and outside the PCA.**

Average acres treated per year inside the PCA	BNF	BTNF	CNF	GNF	SNF	TNF	Total
1986 through 2002	0	100	0	370	400	1,600	2,510
2000 through 2002	0	30	0	40	50	110	230
Average acres treated per year outside the PCA							
1986 through 2002	1,520	1,400	70	1,070	480	2,840	7,340
2000 through 2002	300	410	130	200	0	200	1,230

**Effects on Timber Management**

Each alternative would have varying effects on land managers’ abilities to treat forest vegetation using timber harvest. As stated elsewhere in this document, this is a programmatic decision that does not identify site-specific actions. Therefore, the comparison of alternatives described here is based on generalized effects associated with the secure habitat standard. Effects are analyzed in terms of differences from the no action alternative.

Based on direction in the National Fire Plan, the Healthy Forests Initiative, and the Healthy Forests Restoration Act of 2003, the Forest Service has initiated proposals for maintaining or restoring healthy forests and lands by reducing heavy fuel loading and insect and disease risks. Management of vegetation and reduction of fuels loads is generally emphasized around structures. Effects of the all alternatives on treating vegetation around structures is discussed in section 3.6.3.

Each alternative would provide varying amounts of secure habitat that would affect land managers’ abilities to access suitable timberlands and respond to needs created by fire, windthrow, and insects and disease. Each alternative would have indirect effects on vegetation and the timber resource. Access is necessary to respond to forest health needs, to manage vegetation to achieve restoration goals, and to provide commodity outputs. The programmatic effects on vegetation and the timber resource were measured as a loss of administrative access to suitable acres. See section 3.13.3 for a discussion of the potential impacts to the communities within the analysis area.

Figure 51 and Figure 52 used changes in suitable acres to indicate the degree of change in access for vegetation and timber management. The percent of acres treated is in comparison to Alternative 1.

**Figure 51. Average acres treated under Alternative 1 and the percent of acres potentially treated in each action alternative, in comparison to Alternative 1, by national forest.**

	<b>BNF</b>	<b>BTNF</b>	<b>CNF</b>	<b>GNF</b>	<b>SNF</b>	<b>TNF</b>	<b>Total</b>
Alternative 1 (1986 through 2002)	1,520 acres	1,490 acres	70 acres	1,430 acres	880 acres	4,480 acres	9,870 acres
Alternative 2	100%	100%	100%	100%	100%	100%	100%
Alternative 3	100%	97%	100%	90%	74%	84%	88%
Alternative 4	74%	84%	72%	62%	64%	61%	67%

**Figure 52. Average acres treated under Alternative 1 and the percent of acres potentially treated in each action alternative, in comparison to Alternative 1, inside and outside the PCA.**

	<b>Inside PCA</b>	<b>Alternative 4 area outside the PCA</b>	<b>Outside Alternative 4 area and outside PCA</b>	<b>Total</b>
Alternative 1 (1986 through 2002)	2,510 acres	4,610 acres	2,760 acres	9,870 acres
Alternative 2	100%	100%	100%	100%
Alternative 3	54%	100%	100%	88%
Alternative 4	54%	54%	100%	67%

#### *Effects of Alternatives 1 and 2 on Timber Management*

Alternative 1 represents vegetation management under the Guidelines and establishes the baseline for comparing alternatives. Since implementation of the Guidelines, vegetation management has been limited to those activities that did not adversely affect grizzly bears. For all six GYA national forests, nearly 10,000 acres have been treated each year through timber harvesting since 1986, although in the three-year period from 2000 through 2002, only 1,400 acres were treated annually. This does not include treatments of vegetation through prescribed fire. The 10,000 acres represent 0.1 percent of the area of National Forest System lands in the GYA and 1 percent of the suitable acres. A review of five-year vegetation treatment plans indicates that this number may increase from the past three years, but is expected to be within the seventeen-year average, with vegetation treatment expected to be around 5,000 to 10,000 acres per year in order to address insect, disease, and fuel hazard concerns.

Alternative 1 allows timber harvesting to occur at a time and season only when the area is of little or no importance to grizzly bears and restricts harvesting when the areas are important to the bears. This usually implies a limit on the duration of the activity or the timing of that activity. These restrictions may not change the amount of acres harvested, but may increase the cost of operations.

Alternative 2 would implement the standards for the Conservation Strategy. It would provide about the same amount of flexibility in treating vegetation as Alternative 1. Because the secure habitat standard allows a 1 percent temporary reduction in secure habitat, timber harvesting activities that take place under the Guidelines could take place in this alternative. Temporary reductions in secure habitat could occur if all of the following conditions are met:

- Only one project is active per grizzly subunit at any one time.
- The total acreage of active projects within a given BMU would not exceed 1 percent of the acreage in the largest subunit within that BMU (appendix A). The acreage of a project that counts against the 1 percent limit is the acreage associated with the 500-meter buffer around

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any gated or open motorized access route or recurring low-level helicopter flight line, where the buffer extends into secure habitat.

- Secure habitat would be restored within one year after completion of the project.

A 1 percent change in secure habitat means, on average, that about 2,000 acres of secure habitat could be temporarily changed in a BMU subunit since BMU subunits average around 200,000 acres. Most timber sale and mechanical treatment activities are temporary in nature and would fit within this standard. Additionally, road decommissioning would occur within one year after project completion. Harvesting activities, other than road construction, do not affect secure habitat. Road construction and motorized access routes affect secure habitat at the rate of 500 meters either side of an access route. This means that up to five miles of temporary road could be constructed within each subunit to access areas for vegetation management.

Almost all harvesting activities that have taken place in the last 15 years could still take place within this standard. A condition is that the roads would be decommissioned after construction, and not just gated and closed. During the last decade, the rate of road decommissioning has been greater than the rate of road construction both inside and outside the PCA, indicating that the past level of harvesting activities would be consistent with the 1 percent temporary change in secure habitat.

The Application Rules also allow changes in secure habitat on a permanent basis if habitat is appropriately mitigated.

- A project may permanently change secure habitat provided that replacement secure habitat of equivalent habitat quality is provided in the same grizzly subunit.
- Mitigation for loss of secure habitat due to road construction would likely be available because of the amount of road decommissioning that has been accomplished since 1998 and could be used to mitigate future road construction. Additional road decommissioning is expected in order to address soil and water concerns. Mitigation would be needed only to access areas with more than five miles of road construction.
- Vegetation activities and road construction in habitat that was not secure would not be affected by this standard.

In the long term, a reduction in access to suitable acres could occur in Alternative 2 if managers needed permanent access to an area and mitigation were not available. Projects could potentially be limited in size if needed temporary access exceeded the 1 percent rule and no roads were available to decommission for permanent mitigation. Treating multiple areas within a subunit for insect infestations could be limited, as only one project at a time is allowed in a subunit.

Under Alternative 2, more flexibility would be allowed in the timing and duration of timber sale activities than Alternative 1 because limits on project length and timing of activities in important bear habitat would not apply. These timing restrictions are part of the 1986 Guidelines or directed through consultation with the USFWS but are not a guideline in Alternative 2. Alternative 2 would provide slightly more flexibility in treating vegetation than Alternative 1, but would likely have no effect on changes in outputs when compared with Alternative 1.

Alternative 2 would not alter the desired future condition of the land and resources or the anticipated goods and services to be produced when compared with Alternative 1.

For Alternative 1, the standards and guidelines in the 1997 Revised Targhee Forest Plan meet the intent of maintaining secure habitat levels.

### *Effects of Alternative 2-Modified on Timber Management*

Effects of Alternative 2-Modified on timber management are similar to Alternative 2. Alternative 2-Modified adds clarification on the definition of a temporary project, and also a recommendation on the timing of projects:

- To qualify as a temporary project, implementation would last no longer than three years.

- Project activities should be concentrated in time and space to the extent feasible to minimize disturbance.

Alternative 2-Modified is generally consistent with Alternative 1. Both alternatives provide guidance on timing of logging activities. Where Alternative 1 provides direction for logging to occur at a time when the area is of little or no biological importance to grizzlies, Alternative 2-Modified states, “project activities should be concentrated in time and space to the extent feasible.” Logging activities would be expected to continue under either alternative. The three-year temporary project length is similar to what is followed by the national forests as recommended through consultation with USFWS and would not alter the amount of acres treated from what has occurred in the past 17 years.

Overall, Alternative 2-Modified would have no effect on timber outputs when compared with Alternative 1. Alternative 2-Modified would not alter the desired future condition of the land and resources or the anticipated goods and services to be produced when compared with Alternative 1.

#### *Effects of Alternative 3 on Timber Management*

Alternative 3 would not allow any temporary changes in secure habitat inside the PCA. Without the 1 percent temporary change allowed in Alternative 2, land managers’ abilities to access suitable timberlands and respond to needs created by fire, windthrow, and insects and disease would be reduced by nearly half of the 2,500 acres treated per year (46 percent) inside the PCA. Overall, this would result in a 12 percent reduction—or 1,200 acres—in treatment of lands for all six GYA national forests. Timing restrictions on timber harvesting in important bear habitat would apply.

Timber stands on these forests typically yield about 10 thousand board feet (MBF) per acre. Loss of about 1,200 acres per year would result in 12 million board feet (MMBF) per year. The recent trend in harvesting has been down in the last three years—about one-tenth of that total. Effects could range from one to 12 MMBF per year. Forest expectations are that harvest may increase to address fuel loadings, especially those areas that are near structures in the PCA. Economic effects of this loss are discussed in section 3.14.

Even though nearly half the acres would no longer be accessible, a significant portion of the treatment of acres would take place on suitable acres that are not secure either outside the PCA or inside the PCA. This alternative would not affect treatment of acres on lands that are not secure inside the PCA unless those lands are inventoried roadless areas.

Suitable timberlands in inventoried roadless areas, regardless of whether they are secure, are assumed not to allow timber harvesting.

On the Beaverhead, Bridger-Teton, and Custer National Forests, Alternative 3 would have little or no effect when compared with Alternative 1 because timber harvest is not permitted or is at low levels inside the PCA.

On the Gallatin, Shoshone, and Targhee National Forests, a 10 to 25 percent loss in treatment of acres would be expected with the most potential loss of acres on the Shoshone National Forest.

#### *Effects of Alternative 4 on Timber Management*

Alternative 4 would not allow temporary changes in secure habitat inside the PCA and in additional areas bound by Alternative 4. Without the 1 percent temporary change, land managers’ abilities to access suitable timberlands and respond to needs created by fire, windthrow, and insects and disease would be reduced by nearly half of the 6,000 acres treated per year (46 percent) for those areas inside Alternative 4. Some suitable acres outside Alternative 4 would not be affected. Overall, this would result in a one-third reduction—or 3,300 acres—in treatment of lands for all six GYA national forests. Timing restrictions on timber harvesting in important bear habitat would apply.

Timber stands on these forests typically yield about 10 thousand board feet (MBF) per acre. Loss of about 3,300 acres per year would result in 33 million board feet (MMBF) per year. The recent downward trend in harvesting has resulted in less than 20 percent of the past 17 years' annual average harvest. Effects could range from six to 33 MMBF per year. Forest expectations are that harvest may increase to address fuel loadings, especially in those areas that are near structures in the PCA. Economic effects of this loss are discussed in section 3.14.

This alternative would not affect treatment of acres on lands that are not secure, unless those lands are in an inventoried roadless area. Suitable timberlands in inventoried roadless areas are assumed not to allow timber harvesting, regardless of whether they are secure for areas defined by Alternative 4. About 20 percent of the suitable acres are in inventoried roadless areas that is not secure habitat, but would become secure habitat under Alternative 4 and could not be harvested.

For all six GYA national forests, a 16 to nearly 40 percent loss in treatment of acres would be expected in Alternative 4. The Bridger-Teton would be least affected by this alternative because a large portion of the suitable acres for the Forest is not in areas covered by Alternative 4. The Gallatin, Shoshone, and Targhee National Forests would be most affected, with Alternative 4 reducing acres treated by nearly 40 percent. Much of the suitable timberlands for these forests are included in Alternative 4. The Beaverhead and Custer would anticipate a one-fourth reduction in acres treated.

### **3.6.2 Fire and Fuels**

#### ***Affected Environment***

This section presents the existing conditions of the fire regime and condition class as they relate to fire management. For a general vegetation description in the GYA, see section 3.6. Nearly all of the vegetation in the GYA has burned at one time or another. All of the major plant communities have adaptations to fire, although some plant communities ignite and carry fire more readily than others. Conditions under which any given vegetation community will burn vary, depending on a wide variety of parameters including temperature, humidity, and vegetation type.

Based on direction in the National Fire Plan, the Healthy Forests Initiative, and the Healthy Forests Restoration Act of 2003, the Forest Service has initiated proposals for maintaining or restoring healthy forests and lands by reducing heavy fuel loading and insect and disease risks. Management of vegetation and reduction of fuels loads is generally emphasized around structures.

Although only a small portion of National Forest System lands could be treated for fuels in any alternative, strategic placement of fuels treatments can affect the intensity and pattern of wildland fires. Treatment of areas in the wildland urban interface is of particular concern because of communities at risk from destruction of wildland fire, such as Cooke City or West Yellowstone, Montana. National Forest System lands within 1½ miles of structures are defined as areas in the wildland urban interface, or WUI.

Within the GYA, three natural (historical) fire regimes are classified based on the average number of years between fires (fire frequency) combined with the severity (amount of replacement) of the fire on the dominant overstory vegetation<sup>22</sup>.

- Fire regime I—0 to 35 year frequency
- Fire regime II—35 to 100+ year frequency
- Fire regime III—200+ year fire frequency

Condition class (CC) is a classification of the amount of departure from the natural regime (Hann and Bunnell 2001). The classification is based on a relative measure describing the degree of departure from the historical natural fire regime. The three classes are based on low (CC 1),

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<sup>22</sup> For more information about fire regimes and condition classes see <http://www.frcc.gov/>

moderate (CC 2), and high (CC 3) departure from the central tendency of the natural (historical) regime. Low departure is considered to be within the historical range of variability while moderate and high departures are outside. An analysis of the national fire regime and condition class data sets provided the following results<sup>23</sup>:

**Figure 53. Fire regime and condition class within the PCA (including Yellowstone National Park).**

Fire regime	Condition class 1		Condition class 2		Condition class 3	
	Acres	Percent	Acres	Percent	Acres	Percent
I	46,000	1	180,000	3	84,000	1
II	1,581,000	27	2,110,000	37	141,000	2
III	1,359,000	24	0	0	0	0
Total	2,986,000	52	2,290,000	40	225,000	3

The remaining 4 percent of the area is agricultural or non-vegetated lands. Not all combinations are present in the GYA. Of concern to resource managers is that 3 percent of the area is in CC 3 (high departure from historic fire regimes) and 40 percent is in CC 2 (moderate departure from historic fire regimes).

**Figure 54. Fire regime and condition class for Alternative 4 (including the PCA and Yellowstone National Park)<sup>1</sup>.**

Fire Regime	Condition Class 1		Condition Class 2		Condition Class 3	
	Acres	Percent	Acres	Percent	Acres	Percent
I	122,000	1	481,000	4	206,000	2
II	3,414,000	28	3,686,000	31	470,000	4
III	2,958,000	25	0	0	0	0
Total	6,494,000	54	4,167,000	35	882,000	6

<sup>1</sup>These results are a general representation of the situation in the GYA. The data was compiled for national planning and analysis.

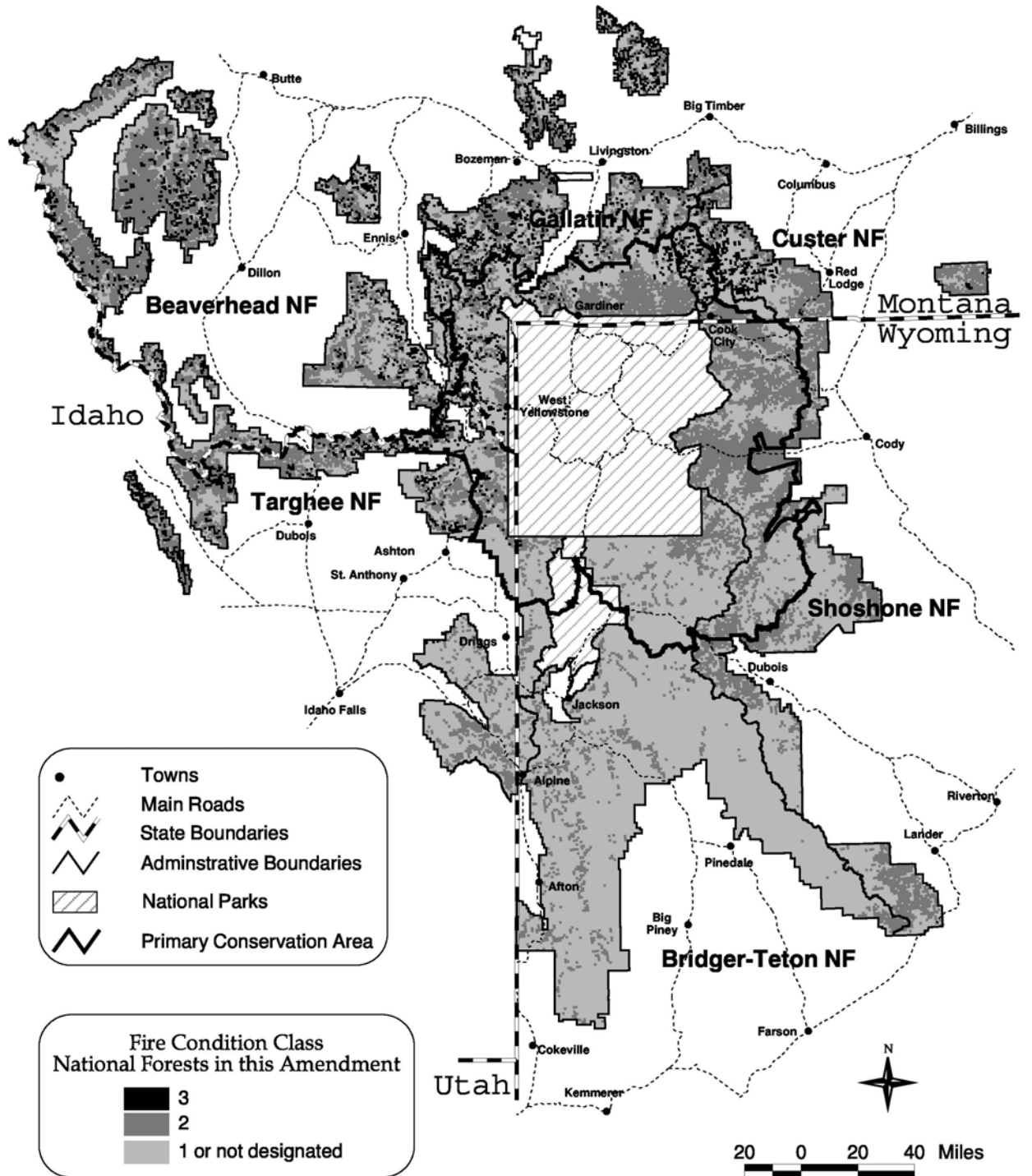
CCs 2 and 3 are the primary concerns. The potential concerns are departure of fire behavior, effects, and other associated disturbances; composition and structure of fuel and fire; and risk to key ecosystem components.

Approximately 2.9 million acres of the PCA are in CC 1, 2.3 million acres are in CC 2, and 0.23 million acres are in CC 3. The majority of CCs 2 and 3 are within Yellowstone National Park or wilderness areas. The areas that do extend into general forest or to the edge of national forest ownership are mostly rural in nature. Approximately 6.5 million acres of Alternative 4 (including the PCA) are in CC 1, 4.1 million acres are in CC 2, and 0.68 million acres are in CC 3. This additional acreage is adjacent to private lands and WUI (Figure 55).

Lightning is the most frequent cause of fire and burns the most acres (Figure 56). Fire history information was analyzed for the period 1986 to 1996 (USDA Forest Service 1999b).

<sup>23</sup>Available on the Web at <http://www.fs.fed.us/fire/fuelman/>

Figure 55. Fire condition class in the six GYA national forests.





**Figure 56. Fire occurrence (1986 through 1996).**

<b>Within the PCA (including Yellowstone National Park)</b>				
<b>Cause</b>	<b>Acreage</b>	<b>Percent</b>	<b>Number of fires</b>	<b>Percent</b>
Lightning	1,033,117	56	451	58
All other	807,595	44	325	42
<b>Alternative 4 area outside the PCA</b>				
Lightning	25,630	70	536	55
All other	11,143	30	429	45

**Effects on Fire and Fuels***Effects of Alternatives 1, 2, and 2- Modified on Fire and Fuels*

Alternatives 1, 2, and 2-Modified are consistent with current wildland fire management, prescribed fire, or fuels management activities. As demonstrated in Figure 56, the majority of wildfires are started by lightning and those fires burn the most acreage. The objectives, standards, and guidelines proposed in Alternatives 2 and 2-Modified would have little effect on fire starts or acreages burned. Roads currently available would remain available for use. Wildland fire management activities do not create roads and would have no impact on secure habitat. Dozer lines that may be created as part of wildland fire activities are rehabilitated as part of normal fireline operations and would not reduce secure habitat.

Because the same number of acres can be treated under these three alternatives, Alternatives 2 and 2-Modified would have no effects on mechanical treatment of fuels when compared to Alternative 1. For Alternatives 2 and 2-Modified, the Application Rule would allow up to nearly five miles of road to be temporarily built for fuels treatment in a subunit at one time. This would generally be more than adequate to treat fuels within 1½ miles of structures or communities. The current efforts to return CCs 2 and 3 to CC 1 would not be impacted based on the ability to utilize the 1 percent change in secure habitat to facilitate project accomplishment. There may be some instances where a mechanical fuels reduction project may be constrained due to the secure habitat standard limits on multiple projects within a subunit or size of individual projects.

*Effects of Alternative 3 on Fire and Fuels*

Alternative 3 would have limited effect on wildland fire management activities in those units that would close roads to meet the secure habitat standard, as described in Alternative 3. The closure of about 500 miles of road could lead to longer response times and larger fires in several BMU subunits. Wildland fire management activities do not create roads and would have no impact on secure habitat. Dozer lines that may be created as part of wildland fire activities are rehabilitated as part of normal fireline operations and would not reduce secure habitat.

Alternative 3 would allow 10 percent fewer acres to be mechanically treated than Alternatives 1, 2, or 2-Modified. Mechanically treated acres within the PCA would be reduced by nearly 50 percent because no temporary reduction in secure habitat would be allowed. Mechanical treatment (with heavy equipment) of fuels more than 500 meters from a road would not be allowed. Some structures and communities occur within the PCA, such as the North Fork of the Shoshone River and Crandall in Wyoming, and Cooke City and West Yellowstone in Montana. These areas are also considered to be in or surrounded (completely or in part) by CC 2. Alternative 3 would limit the ability to mechanically treat, with heavy equipment, hazardous fuels in these areas if secure habitat is present and treatment is needed more than 500 meters from a road. Use of prescribed fire and mechanical treatment (without heavy equipment) would be permitted inside and outside the 500-meter buffer.

The road closures required to implement the secure habitat standard may require projects be dropped or delayed because of the lost access. Prescribed fires and mechanical fuels treatments

## *Vegetation*

are typically conducted without the construction of new roads, but often require road access. Activities related to preparing a site for burning such as fire line construction or fuelbed modification are consistent with the requirement to maintain secure habitat.

Implementing treatments in those subunits that do not meet the 70 percent secure habitat standards may see an increased cost when roads are closed to meet the secure habitat standard. For example, areas that might have been ignited by drip torch (handheld ignition device) or terra torch (trailer-mounted torch) may have to be ignited with a helitorch (ignition device suspended from a helicopter), which is significantly more expensive. In the PCA, increased fuel loadings and larger, more intense fires may be expected as an effect of implementing Alternative 3.

### *Effects of Alternative 4 on Fire and Fuels*

Alternative 4 would have the greatest effect on wildland fire management activities in those units that would close roads to meet the secure habitat standard. The estimated number of roads closed to meet this standard in Alternative 4 is about 1,850 miles. The closure of these roads could lead to longer response times and larger fires across the GYA based on current fire management capabilities. Access for firefighters can still be accomplished via aerial delivery (helicopter or airplane (smokejumpers) and currently firefighters respond to fires on foot as well. Currently, every wildland fire is evaluated for potential impacts and managed appropriately. Wildland fire management activities do not create roads and would have no impact on secure habitat. Dozer lines that may be created as part of wildland fire activities are rehabilitated as part of normal fireline operations and would not reduce secure habitat.

Because of access needs, road closures would likely not take place around communities; wildland fire management activities around communities would not be affected.

This alternative has the greatest impact of all alternatives on the ability to utilize prescribed fire or mechanical fuels treatments to manage vegetation. As demonstrated in Figure 54, in Alternative 4 approximately one-third of the area is in CCs 2 and 3. Alternative 4 also has the most national forest boundary common to private lands.

Alternative 4 would allow one-third fewer acres to be mechanically treated (with heavy equipment) than Alternatives 1, 2, or 2-Modified. Within Alternative 4 boundaries, acres mechanically treated (with heavy equipment) would be reduced by nearly 50 percent because no temporary reduction in secure habitat would be allowed and an estimated 1,850 miles of roads would be closed. Many structures and communities occur within Alternative 4. In addition to those communities described in Alternative 3, Jackson, Wyoming would be another community adjacent to the Alternative 4 boundary. These areas are considered in or adjacent to CCs 2 or 3. Alternative 4 would limit the ability to mechanically treat (with heavy equipment) hazardous fuels in these areas if secure habitat is present and treatment is needed more than 500 meters from a road. Use of prescribed fire and mechanical treatment (without heavy equipment) would be permitted inside and outside the 500-meter buffer.

The road closures required to implement the secure habitat standard as described in Alternative 4 would impact the ability to utilize mechanical treatment with heavy equipment, and would increase project costs for prescribed fire and other mechanical treatments. For example, areas that might have been ignited by drip torch or terra torch may have to be ignited with a helitorch, which is significantly more expensive. Road closures affect all six GYA national forests in Alternative 4.

The current efforts to return CCs 2 and 3 to CC 1 would be impacted based upon the loss of road access. The nature of the loss would depend upon the timing of both fuels treatment projects and road closures that would be determined at the project level. Overall, in Alternative 4, increased fuel loadings and larger, more intense fires may be expected as an effect of implementing Alternative 4.

### 3.6.3 Noxious Weeds

#### *Affected Environment*

Forest Service direction for management of noxious weeds is provided in the following:

- Forest Service Manual 2080 Noxious Weed Management
- Executive Order 13112 of February 3, 1999—Invasive Species
- Noxious weed control programs unique to each forest
- Forest plans
- Programmatic NEPA decisions

All six forests participate in the GYA Weed Committee that is comprised of a diverse group of weed specialists; managers working for counties, states, and federal agencies; as well as private individuals and non-governmental groups with an interest in weed management. The focus of the Weed Committee is management of noxious weeds in the GYA.

Cooperative Weed Management Areas cover nearly all the GYA—these Areas serve the region as one of the most effective avenues through which the private sector, counties, and all partners can cooperate in noxious weed management.

Noxious weeds threaten the GYA's native biological diversity. Noxious weeds can disrupt grazing patterns, reduce palatable forage on big game winter ranges, increase the intensity and frequency of natural fires, lower water tables, and increase soil erosion rates.

#### *Effects of All Alternatives on Noxious Weeds*

The proposed action and alternatives represent programmatic decisions; therefore, they will have no direct effects on invasive plant species. Any direct effects would occur later at the project level when site-specific decisions are made. Most of the effects identified in this analysis would be indirect effects in that they would occur later in time because of this programmatic decision.

Current direction in the forest plans and other weed control documents for the site-specific application of weed management guidelines would not be changed under any alternative.

Implementation of any one of the alternatives could result in changes in noxious weed management approaches on a case-by-case basis. Depending on the site, effects could be

- Positive (closing areas without noxious weeds to access would slow the advance of vehicle and domestic animal spread of seeds)
- Negative (areas presently infested could become more difficult to access and treat)
- Self-canceling (decreased potential for infestation and decreased ability to access and treat)

*Figure 57. A qualitative assessment of each alternative for weed spread and treatment access.*

Alternative 1	Negligible change in potential for change in weed spread. Maintains existing access for treatment of weed infestations.
Alternatives 2 and 2-Modified	Maintains existing access for treatment of weed infestations. Remaining sheep allotments within the PCA would be phased out.
Alternative 3	Motorized access (roads or motorized trails) would be closed on almost 500 miles of road with proportionate potential for changes in weed spread and treatment of infestations. All sheep allotments within the PCA would be closed. Cattle allotments with recurring conflicts would be closed.
Alternative 4	Motorized access (roads or motorized trails) would be closed on about 1,850 miles of road with proportionate potential for changes in weed spread and treatment of infestations. All sheep allotments within the PCA would be closed immediately. Cattle allotments with recurring conflicts would be closed.

None of the alternatives would alter current programmatic direction for noxious weeds.

Costs of monitoring and treating existing weed infestations along roads and trails could increase if the areas are no longer accessible by motorized vehicles. For example, if smaller spray rigs or

backpack sprayers must be used in an area that was formerly accessible by larger spray rigs or pickup trucks, efficiency would be reduced. Either the overall cost of treating the infestation would be higher or fewer acres could be treated, depending on the availability of funding.

Conversely, restricting motorized access and reducing domestic livestock grazing would reduce the potential for spreading weed seeds and expanding existing infestations or for bringing seeds into areas that have been relatively weed free.

### **3.6.4 Threatened, Endangered, and Sensitive Plants**

#### ***Affected Environment***

There are no plant species listed as endangered that are known or suspected to occur within the national forests in the GYA. One federally listed threatened species, Ute ladies'-tresses (*Spiranthes diluvialis*), is known to occur in eight states: Nevada, Utah, Colorado, Idaho, Washington, Nebraska, Wyoming, and Montana. Habitat is primarily restricted to relatively low elevations within old river meanders, meadows, and river margins that are inundated and remain moist throughout the growing season. The plant is adapted to relatively sparse vegetation because of disturbances such as flooding and grazing. There are no known populations within the PCA.

A sensitive species is a species, subspecies, or variety of plant for which a regional forester has determined a concern for population viability due to current or predicted downward habitat or population trends. Provisions for sensitive plant protection are contained in Forest Service Manual 2600 Wildlife, Fish, and Sensitive Plant Habitat Management and in forest plans. Sensitive plants occur throughout the analysis area and habitats are identified and avoided on a site-by-site basis.

Appendix D includes a list of threatened, endangered, and sensitive plant species identified on the GYA national forests and identifies which species are within the PCA.

#### ***Effects of All Alternatives on Sensitive Plants***

The proposed action and alternatives represent programmatic decisions and would have no direct effects on threatened, endangered, or sensitive plant species. None of the alternatives would alter current forest plan direction for threatened, endangered, or sensitive plant species. Because populations of these plants are infrequent and generally have localized distributions and because current Forest Service policy and direction require site-specific analyses before implementing projects, none of the alternatives would have any direct or indirect effects on these plant species.

Because threatened, endangered, and sensitive plant species habitats and populations are consistently identified through site-specific surveys and protected from impacts by ground-disturbing activities through avoidance and/or site-specific design criteria and mitigation, the proposal would not contribute to any cumulative negative effects on threatened, endangered, or sensitive plant species or their habitats. Along with other restrictive measures such as existing closures and management area direction, the proposal may contribute to a positive cumulative effect in limiting development and disturbance in close proximity to threatened, endangered, or sensitive plant populations and habitats.

### **3.6.5 Management Indicator Species Plants**

Only the Bridger-Teton National Forest has plants listed as MIS. All of the MIS plants are listed as sensitive species except for Shultz milkvetch, which was found to be more common than originally believed. Shultz milkvetch is endemic (native) to Wyoming in the Teton, Salt River, and Wind River ranges within subalpine forb (broad-leaved herb, not grass) communities on shallow, rocky, calcareous (containing calcium) soils.

Sheep grazing may be a potential threat to the species, indicating that Standard 3 in all action alternatives may indirectly benefit the species. For all other MIS plants, the effects would be the same as discussed for sensitive plants in section 3.6.4. MIS plants for the six national forests are shown in Figure 137 (appendix D).

Overall, the effects of the action alternatives would be minor and many activities would be held at or below the 1998 baseline inside the PCA; there would not be a measurable change in expected populations and habitat trends projected under the forest plans.

### 3.7 Grazing

#### Introduction

This section presents information on the commercial livestock grazing programs for the six GYA national forests.

#### **Section 3.7 Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- Table footnotes show changes in numbers of sheep allotments outside the PCA in 2004 and planned closure of sheep allotments inside the PCA in 2006

#### **Affected Environment**

The total number of active commercial livestock grazing allotments is displayed in Figure 58 and their distribution in Figure 61. Although numbers of sheep on the six national forests has increased slightly from 1998 to 2003, there were six fewer active allotments in 2003. The increase in numbers of cattle allotments and AMs between 1998 and 2003 is primarily the result of restocking vacant cattle allotments during the five-year period and converting some sheep allotments to cattle allotments.

**Figure 58. The number of active commercial livestock grazing allotments and associated permitted AMs<sup>1</sup> within the six GYA national forests for 1998 and 2003.**

Year	Active sheep		Active cattle <sup>2</sup>		Total	
	Allotments	AMs	Allotments	AMs	Allotments	AMs
1998	143	412,929	419	358,699	562	772,628
2003	137	414,291	462	422,129	600	836,420
Difference	-6	+1,362	+43	+63,430	+38	63,792

<sup>1</sup> One AM is one sheep, cow, or horse with or without young grazing on the allotment for one month.

<sup>2</sup> Horse grazing and horse AMs are included in these totals.

#### *PCA and the Alternative 4 Area outside the PCA*

Figure 59 displays the number of active commercial livestock grazing allotments inside the PCA. The livestock grazing standard in the proposed action identifies 1998 as the baseline year for monitoring changes in livestock grazing inside the PCA. The baseline year for monitoring changes in livestock grazing for the Alternative 4 area outside the PCA is 2003. Since 1998 and before 2003, several changes occurred in the grazing program. Four sheep allotments, two on the Shoshone National Forest and two of seven on the Targhee National Forest, were closed inside the PCA. In addition, three sheep allotments on the Targhee National Forest were closed in early 2004 and two additional sheep allotments on the Gallatin National Forest are planned for closure in 2006.

**Figure 59. The number of active commercial livestock grazing allotments within the PCA for 1998 and 2003.**

Year	Active sheep allotments	Active cattle allotments <sup>1</sup>	Total livestock allotments
1998	11	68	79
2003	7 <sup>2</sup>	70	77
Difference	-4	+2	-2

<sup>1</sup>Includes horse grazing.

<sup>2</sup>Three of the sheep allotments shown as active in 2003 where closed in early 2004. Two additional sheep allotments on the Gallatin National Forest are planned for closure in 2006.

Since 1998, and earlier in some cases, all grazing allotments that were entirely or partially within MS 1 or 2 and many allotments outside the PCA have had Allotment Management Plans, Annual Operating Instructions, and/or Livestock Grazing Permits that allow an authorized Forest Service officer to order the immediate removal of livestock in the event of or to prevent grizzly bear/human conflicts. Additionally, measures specifying the timely removal of livestock carcasses, food storage requirements, and protection of important grizzly bear food sources were included.

Figure 60 displays the number of active commercial livestock grazing allotments in 2003 inside the PCA and in the Alternative 4 area outside the PCA for each of the six national forests.

**Figure 60. Number of active commercial livestock grazing allotments in 2003 inside the PCA and in the Alternative 4 area outside the PCA for each of the six GYA national forests.**

National forest	Allotments inside the PCA		Allotments in Alternative 4 outside the PCA	
	Cattle <sup>1</sup>	Sheep	Cattle <sup>1</sup>	Sheep
Beaverhead	3	0	108	10
Bridger-Teton	9	0	35	24
Custer	0	0	13	0
Gallatin	23	2 <sup>3</sup>	47	0
Shoshone	25	0	33	0
Targhee <sup>2</sup>	10	5 <sup>2</sup>	44	40 <sup>4</sup>
Total	70	7	280	74

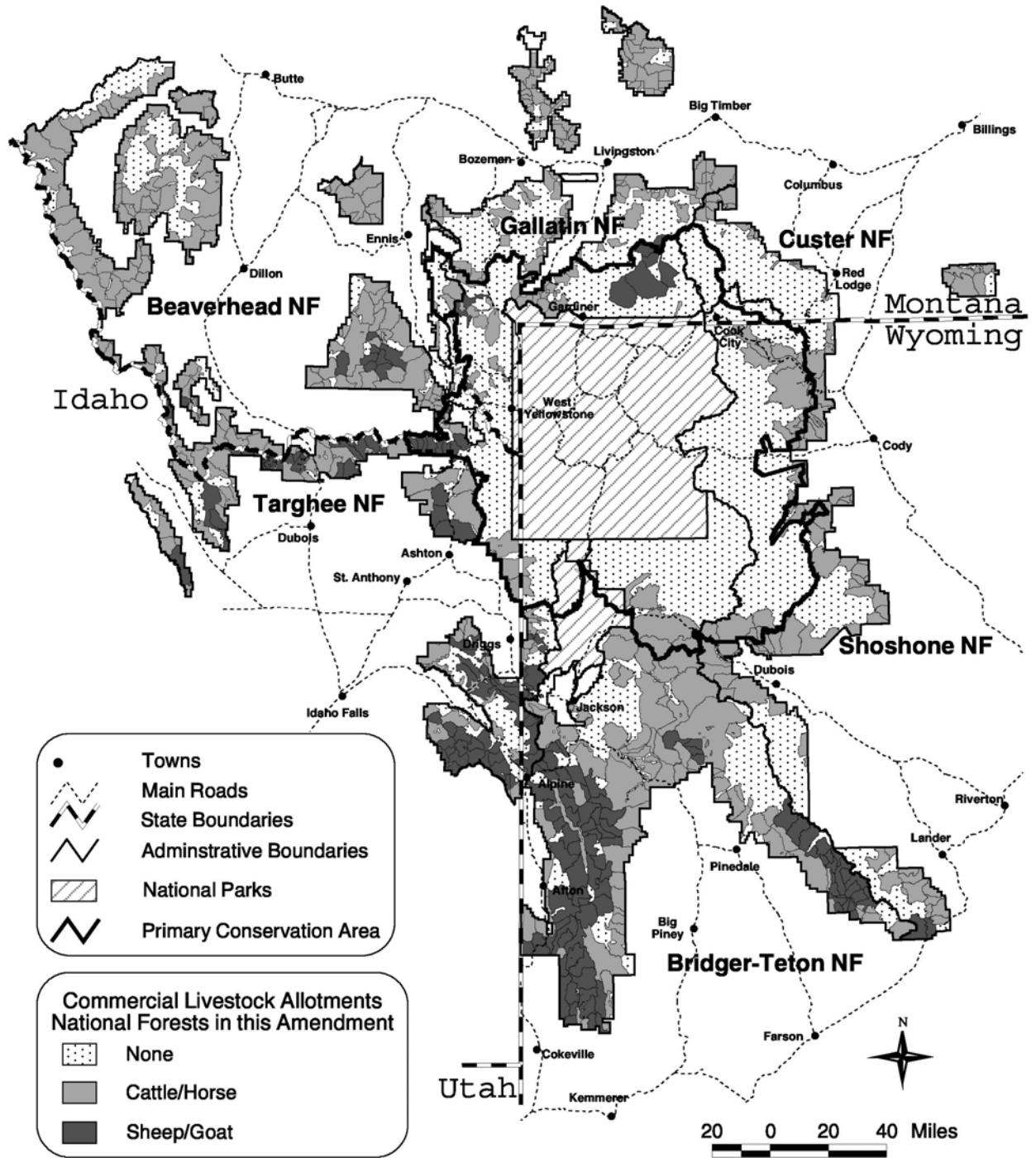
<sup>1</sup> Includes horse grazing

<sup>2</sup> Three of the sheep allotments shown as active inside the PCA in 2003 were closed in early 2004.

<sup>3</sup> The two sheep allotments shown as active inside the PCA in 2003 are planned for closure in 2006.

<sup>4</sup> Two sheep allotments in the Alternative 4 area outside the PCA were closed in 2004 and one vacant sheep allotment restocked.

Figure 61. Livestock grazing allotments in the six GYA national forests in 2003.



**Grizzly bear/livestock Conflicts**

Conflicts between livestock and grizzly bears have resulted in the relocation or removal of grizzly bears or the permitted livestock, depending on the location of the incident and the associated management situation designation. While there have been recent increases in bear conflicts with livestock in the GYA, the number of allotments, stocking rate, and distribution of livestock inside the PCA in 1998 has not precluded achieving recovery of the grizzly bear. Most of the conflicts with grizzly bears and sheep have been resolved inside the PCA due to the closure of many of the affected allotments. Increases in conflicts with bears and livestock are primarily outside the PCA in areas where the grizzly bear is expanding its range. Conflicts with cattle and grizzly bears often occur sporadically, sometimes going years between incidents.

During the years 1992 through 2003, grizzly bear conflicts were documented on 17 of the 70 cattle allotments active in 2003 inside the PCA (Figure 62). Two of the seven sheep allotments active in 2003 inside the PCA had documented grizzly bear conflicts during this time. Several additional sheep allotments that experienced conflicts with grizzly bears were closed between 1992 and 2003.

In 2003, outside the PCA in the area defined by Alternative 4, there were 280 active cattle allotments (Figure 60). During the years 1992 through 2003 there were 11 cattle allotments active in 2003 (4 percent) with documented grizzly bear conflicts. Six of the 74 sheep allotments active in 2003 (8 percent) outside the PCA in the area defined by Alternative 4 had documented grizzly bear conflicts during this period. At least two cattle allotments that had conflicts with grizzly bears between 1992 and 2003 are currently vacant. The Custer, Gallatin, and Shoshone National Forests do not have any sheep allotments in Alternative 4 areas outside the PCA.

Several existing cattle allotments and two existing sheep allotments have a history of recurring conflicts. Recurring livestock/grizzly bear conflicts for this analysis are defined as three or more years of recorded conflicts during the most recent five-year period.

*Figure 62. Number of active livestock allotments in 2003 inside and outside the PCA (within the area defined by Alternative 4) with grizzly bear/livestock conflicts, 1992 through 2003<sup>1</sup>.*

National forest	Allotments inside PCA		Allotments in the Alternative 4 area outside PCA	
	Cattle <sup>2</sup>	Sheep	Cattle <sup>2</sup>	Sheep
Beaverhead	0	0	0	1
Bridger-Teton	3	0	2	4
Custer	0	0	0	0
Gallatin	0	1	0	0
Shoshone	12	0	9	0
Targhee	2	1	0	1
Total	17	2	11	6

<sup>1</sup> Four cattle allotments on the Bridger-Teton National Forest (two in the PCA, two in the Alternative 4 area outside the PCA) and two cattle allotments in the PCA on the Shoshone National Forest have experienced recurring conflicts between 1992 and 2003. One of the cattle allotments with recurring conflicts on the Bridger-Teton National Forest inside the PCA was closed after the 2003 grazing season. One existing sheep allotment inside the PCA on the Gallatin National Forest and one in the Alternative 4 area outside the PCA on the Bridger-Teton National Forest have experienced recurring conflicts. Section 3.1.2 was updated to include livestock conflicts for 2004. No new allotments were documented with conflicts nor did the addition of the 2004 information result in any new allotments being classified as experiencing recurring conflicts.

<sup>2</sup> Includes horse grazing.



### Summary

As shown in Figure 59, Figure 60, and Figure 62, for the period of 1998 through 2003, there has been a general trend to reduce sheep allotments, both inside and outside the PCA. In some cases this has been in response to grizzly bear/livestock conflicts, but more commonly to address other resource management concerns such as disease transmission between bighorn sheep and domestic sheep, achieving a desired rangeland condition, or adverse economic conditions.

Livestock grazing can be used as a resource management tool to manipulate the range resource toward a desired condition. Livestock grazing, in addition to providing forage for livestock, can be used to change the seral stage of the plant community, remove decadent plant growth to rejuvenate forage species, reduce fine fire fuels, or improve the quality of forage for wildlife.

### Effects on Grazing

This section discloses the effects to commercial livestock grazing resulting from implementation of the alternatives described in chapter 2. Effects are analyzed in relation to the no action alternative. Each alternative would have varying effects on the rangeland resource. This is a programmatic decision that does not identify site-specific actions; the comparison of alternatives described here is based on generalized effects associated with grazing. Additional discussion of the social and economic impacts to permitted livestock operators can be found in the social and economic sections.

Figure 63 and Figure 64 summarize changes in livestock grazing for all alternatives. For Alternatives 1, 2, and 2-Modified sheep allotments would be monitored, evaluated, and phased out as the opportunities arise with willing permittees. For Alternative 2-Modified an additional sheep allotment with recurring conflicts in the Alternative 4 area outside the PCA could be retired. Alternatives 3 and 4 would require the termination of sheep grazing within three years within the boundaries of the respective alternative; those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears would be closed.

*Figure 63. Reduction in sheep AMs for each of the six GYA national forests by alternative.*

National forest	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
	Allotments/AMs	Allotments/AMs	Allotments/AMs	Allotments/AMs	Allotments/AMs
Beaverhead	0/0	0/0	0/0	0/0	10/24,885
Bridger-Teton <sup>1</sup>	0/0	0/0	0/0 to 1/3,000	0/0	24/84,802
Custer	0/0	0/0	0/0	0/0	0/0
Gallatin <sup>2</sup>	2/3,540	2/3,540	2/3,540	2/3,540	2/3,540
Shoshone	0/0	0/0	0/0	0/0	0/0
Targhee <sup>3</sup>	2/3,590	2/3,590	2/3,590	2/3,590	41/119,032
Total	4/7,130	4/7,130	4/7,130 to 5/10,130	4/7,130	77/232,260

<sup>1</sup> One allotment with recurring conflicts in the Alternative 4 area outside the PCA could be retired with a willing permittee if conflicts continue.

<sup>2</sup> The two sheep allotments on the Gallatin National Forest are planned for closure in 2006.

<sup>3</sup> Three of the sheep allotments shown as active inside the PCA 2003 were closed in early 2004 and are not shown in this table. Similarly, the decrease in one sheep allotment in the Alternative 4 area due to the closure of two allotments and the restocking of a vacant allotment is not shown in this table.

**Figure 64. Estimated reduction in cattle AMs<sup>1</sup> for allotments with recurring conflicts on each of the six GYA national forests by alternative<sup>2</sup>.**

National forest	Alternatives 1 and 2	Alternative 2 - Modified	Alternative 3	Alternative 4
	Allotments/AMs	Allotments/AMs	Allotments/AMs	Allotments/AMs
Beaverhead	0/0	0/0	0/0	0/0
Bridger-Teton	0/0	0/0 to 3/16,900	1/165	3/16,900
Custer	0/0	0/0	0/0	0/0
Gallatin	0/0	0/0	0/0	0/0
Shoshone	0/0	0/0 to 2/1,450	2/1,450	2/1,450
Targhee	0/0	0/0	0/0	0/0
Total	0/0	0/0 to 5/18,350	3/1,615	5/18,350

<sup>1</sup> Includes horse AMs

<sup>2</sup> Estimated reduction based on 50 percent of the AMs for those allotments known to have recurring conflicts. One of the allotments on the Bridger-Teton National Forest with recurring conflicts in the PCA was closed after the 2003 grazing season and is not included in these estimates.

*Effects of Alternative 1 on Grazing*

All forests would continue to follow the Guidelines, which require management of grizzly bear habitat by MS 1, 2, or 3.

- In MS 1, grizzly bear/human conflicts would be resolved in favor of grizzlies unless the bear is determined to be a nuisance. Inside the recovery zone on sheep allotments where conflicts have occurred, grazing practices would 1) be changed to avoid grizzly bears, or 2) the livestock class would be changed from sheep to cattle if suitable, or 3) the livestock would be removed and the allotment closed.
- In MS 2, managers would accommodate demonstrated grizzly populations and/or grizzly habitat use in other land use activities if feasible, but not to the extent of exclusion of other uses.
- In MS 3, any grizzly involved in a grizzly bear/human conflict would be controlled.

Implementation of MS 1 and 2 requirements could have negative impacts on commercial livestock grazing, particularly those allotments located wholly or partially in MS 1. These management requirements result in additional labor and expense to the livestock operator and limit the resource management options of the agency.

On the Gallatin National Forest, the two remaining sheep allotments inside the PCA are planned for closure in 2006. On the Targhee National Forest, the two remaining active sheep allotments (one which has experienced grizzly bear conflicts) would be phased out as required by the 1997 Revised Targhee Forest Plan. (Three of the five sheep allotments present in 2003 were closed in early 2004.) Until the remaining allotments are phased out, conflicts would be handled under nuisance grizzly bear guidelines (appendix F). Grizzly bear conflicts with sheep would likely continue to occur. These conflicts would be handled under nuisance grizzly bear guidelines, allowing a variety of management actions, with emphasis on favoring the grizzly bear.

The existing cattle allotments would be maintained and grizzly bear conflicts are anticipated to occur. These grizzly bear/livestock conflicts would be handled under nuisance grizzly bear guidelines.

Outside the PCA there would be no change in commercial livestock allotments except as may be required under Section 7 consultation with the USFWS.

*Effects of Alternatives 2 and 2-Modified on Grazing*

Inside the PCA, no new active commercial livestock grazing allotments would be created and there would be no increases in permitted sheep AMs from the 1998 baseline. Existing sheep allotments would be monitored, evaluated, and phased out as opportunities arise with willing permittees.

Combining or dividing existing allotments to improve commercial livestock management and/or achieve desired resource conditions could occur as long as the total acreage of the allotments does not increase. Prior to the issuance of any grazing permits authorizing commercial livestock of vacant cattle allotments an analysis by the action agency to evaluate impacts on grizzly bears would be completed. Where chronic conflicts occur on cattle allotments inside the PCA, the conflict may be resolved by permanently removing the livestock, if done in cooperation with and approval from the existing permit holder.

The significant differences between Alternative 1 and Alternatives 2 and 2-Modified are 1) there would no longer be management situations that either automatically favor the grizzly bear (MS 1) or result in immediate removal or relocation of the grizzly bear in cases of conflict (outside MS 1), and 2) within the PCA, management of nuisance bears would be addressed according to the nuisance bear standards in the Conservation Strategy (appendix G).

Bears preying on lawfully present commercial livestock inside the PCA would be managed according to the following criteria from the nuisance bear standards in the Conservation Strategy.

- No grizzly bear involved in livestock depredations inside the PCA shall be removed (from the population) unless it has been relocated at least one time and continues to cause livestock depredations. This does not apply to depredations occurring in sheep allotments inside the PCA in areas that were designated MS 1 under the Guidelines.
- Grizzly bears would not be removed or relocated from sheep allotments on federal land inside the PCA in areas that were designated MS 1 under the Guidelines.
- Before any removal, except in cases of human safety, management authorities would consult with each other by telephone or in person to judge the adequacy of the reason for removal.
- Bears displaying natural aggression are not to be removed, even if the aggression results in human injury or death, unless it is the judgment of management authorities that the particular circumstances warrant removal.
- Bears displaying unnatural aggression would be removed from the population.

The effects of implementing these alternatives could result in fewer impacts than Alternative 1 to the commercial livestock grazing program, particularly those cattle allotments wholly or partially within MS 1. Under MS 1 guidelines, livestock should be removed in situations where the conflict cannot be resolved. The greatest impacts would occur to the existing sheep operations in the PCA, which would be phased out with the cooperation of existing permittees.

Under Alternative 2-Modified, allotments with recurring conflicts that cannot be resolved through modification of grazing practices could have some additional effects on livestock grazing operations if they are retired, as described in Guideline 2. This applies to cattle allotments inside the PCA and both sheep and cattle outside the PCA. Retirement of grazing allotments would be with willing permittees only. For Alternative 2-Modified inside the PCA, this direction is not as restrictive as current direction in Alternative 1, where under the Guidelines in MS 1, livestock is removed and the allotment closed if adjustments cannot be made in livestock grazing practices where grizzly bear/livestock depredation has been authenticated. In practice, some allotments have been willingly vacated and used as grass banks where grazing can still occur on a temporary basis.

Outside the PCA, the existing cattle allotments would continue to be managed and grizzly bear conflicts are anticipated to occur. Under Alternative 2, existing forest plan direction and related project level decisions would determine whether those grazing allotments (or portions of those allotments that have recurring conflicts) that become vacant would be reauthorized for permitted

## Grazing

grazing. Alternative 2-Modified would allow these allotments to be retired on a willing permittee basis. It is difficult to predict whether these allotments would be retired because the direction recommends the retirement of the allotment if the permittee is willing—not a mandatory closure. If the permittee were unwilling to retire the allotment, grazing would continue.

The two sheep allotments on the Gallatin National Forest are planned for closure in 2006 and the two remaining active sheep allotments on the Targhee National Forest inside the PCA would be phased out with willing permittees. Some of these sheep allotments have had grizzly bear conflicts. Grizzly bear conflicts would likely continue to occur until all of the allotments were closed. These conflicts would be handled under nuisance grizzly bear guidelines as described for Alternatives 2 and 2-Modified.

Where closure of a commercial livestock allotment occurs, livestock grazing and its physical impacts would no longer influence the rangeland resource. Forage previously allocated to and consumed by livestock would be available for wildlife use. Current stocking levels provide adequate forage for both existing wildlife populations and livestock numbers. Livestock, as a resource management tool, would no longer be available to manipulate the range resource toward a desired condition (change of seral stage), remove decadent plant growth to rejuvenate forage species, reduce fine fire fuels, or improve the quality of forage for wildlife.

### *Effects of Alternative 3 on Grazing*

Inside the PCA, no new commercial livestock grazing allotments would be created and permitted sheep grazing would be phased out within three years, starting with those allotments with recurring conflicts with grizzly bears. Those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears would be closed. For the years 1992 through 2003, 17 cattle allotments active in 2003 were documented with grizzly bear conflicts inside the PCA. The three remaining cattle allotments with recurring grizzly bear conflicts would be closed resulting in a reduction of about 1,600 AMs. Portions of cattle allotments that experience future recurring grizzly bear conflicts would be closed. The four existing sheep allotments inside the PCA would be closed, with the loss of about 7,100 sheep AMs.

The allotment closures and removals would result in a reduction in either livestock numbers or season of use, equivalent to the capacity of the affected pasture. The loss of this grazing capacity may require that the remainder of an affected allotment be combined with an adjacent allotment to maintain an economically viable livestock operation. Closure of the entire allotment could result if the remainder of an affected allotment is not large enough to be economically viable on its own and it is not possible to combine it with an adjacent allotment. For the purposes of this analysis, a reduction of 50 percent of the permitted AMs is expected to occur in those affected allotments. An estimate of the number of allotments that would be removed, and the associated loss of AMs by alternative, is based on those allotments currently identified as having recurring conflicts (Figure 64). Additional allotments may experience recurring conflicts as bears expand in range and numbers and the effects would be greater than that noted in the analysis.

Effects on the rangeland resource from closure of commercial livestock allotments would be similar to Alternative 2.

Outside the PCA there would be no change in commercial livestock allotments.

### *Effects of Alternative 4 on Grazing*

Within the boundaries of Alternative 4, no new active commercial livestock grazing allotments would be created and permitted sheep grazing would be phased out within three years, starting with those allotments with recurring conflicts with grizzly bears. Those portions of cattle allotments that have a trend of recurring conflicts with grizzly bears would also be closed. Implementation of this alternative would result in the closure of 77 sheep allotments inside and outside the PCA for a total reduction of over 232,000 sheep AMs, and the closure of five cattle allotments inside and outside the PCA for a total reduction of about 18,000 AMs (Figure 63 and

Figure 64). Cattle allotments that experience future recurring grizzly bear conflicts would be closed.

The difference between Alternative 4 and Alternative 3 is the extent of the impact. Alternative 3 applies only to those allotments or parts of allotments within the PCA. Alternative 4 applies to an expanded area and would have greater impacts on the livestock grazing program than Alternative 3 and would affect livestock operations similarly to Alternative 3. Additional allotments may experience recurring conflicts as bears expand in range and numbers and the effects would be greater than that noted above. Additionally, the road decommissioning in Alternative 4 may increase administrative costs for some livestock allotments because of the increased costs of movement of cattle to and from allotments, salt packing, maintaining improvements, transporting horses and injured animals, and other administrative needs.

Effects on the rangeland resource from closure of commercial livestock allotments would be similar to Alternative 2, but would apply to a much larger area.

### 3.8 Heritage Resources

Heritage resources include areas, sites, traditional cultural properties, buildings, art, architecture, memorials, and objects that have scientific, historic, or cultural value. They link people to their cultural histories, provide insight into how people lived in the past, and reveal past and ongoing relationships between people and the natural world.

The NHPA (National Historic Preservation Act) and its implementing regulations require that federal agencies consider the effects of their undertakings on historic properties. The term historic properties refers to cultural properties that have been determined eligible for the NRHP (National Register of Historic Places).

Heritage resource objectives are outlined in the GYA forest plans. All the forests' heritage programs are committed to the identification and protection of cultural and historic resources. Objectives outlined in the forest plans have been designed to increase the understanding of cultural resources into forest management through consultation with state and federal agencies and tribal governments.

The Forest Service is required to protect and manage identified sites in the United States under several statutes. The following laws provide direction to all federal agencies and were considered in this proposal.

- National Historic Preservation Act of 1966
- American Indian Religious Freedom Act
- National Forest Management Act
- Native American Graves Protection and Repatriation Act of 1990
- Archaeological Resources Protection Act of 1979
- Interior Secretarial Order 3175
- Executive Orders 12866, 13007, 13084
- Religious Freedom Restoration Act

Treaty and trust responsibilities with tribes are discussed in more detail in section 3.13.1.

In accordance with Section 106 of the NHPA, forest plans require integration of cultural resource management into the overall multiple resource management effort. Site-specific cultural surveys or inventories to locate and identify sites with heritage values are required before implementation of ground-disturbing activities. Such surveys would be conducted during the NEPA analyses for site-specific projects. In addition, national forests must work closely with the appropriate scientific community and American Indian Tribes concerning cultural resources. The laws and policies that govern cultural resource protection on federal lands are coordinated with the State Historic Preservation Offices (SHPOs) of Idaho, Montana, and Wyoming that serve in an advisory capacity.

### **Effects on Heritage**

Most of the effects identified in this analysis would be indirect effects in that they would occur later in time because of this programmatic decision.

Natural weathering, management practices, looting, and vandalism can impact heritage sites. Limited access provides a measure of site protection and unlimited access can exacerbate problems if they exist. Any further restrictions to road access provide an additional measure of protection for heritage sites by reducing the potential of looting and vandalism to sites, although decommissioning activities could impact heritage sites.

#### *Effects of Alternatives 1, 2, and 2-Modified on Heritage Resources*

Alternative 1 allows the present levels of activities to continue and would maintain the current condition of the heritage resource. Both road decommissioning and road construction would remain at present levels.

Alternatives 2 and 2-Modified would not have any greater impacts than Alternative 1 because activities that would cause disturbance (road building, developed sites) would remain at the 1998 baseline. The secure habitat standard and the developed site standard would limit these activities.

#### *Effects of Alternatives 3 and 4 on Heritage Resources*

Alternative 3 would reduce activities inside the PCA and would likely lead to some protection of heritage resources due to decommissioning nearly 500 miles of road inside the PCA in the next 10 years.

Alternative 4 would further reduce activities and would likely lead to some additional protection of heritage resources due to decommissioning of about 1,850 miles of roads inside and outside the PCA in the next 10 years.

## **3.9 Recreation**

### **Introduction**

The GYA is a land of steaming geysers, magnificent mountains, wild rivers, and abundant wildlife. The area contains the most intact assemblage of wildlife in one of the largest blocks of wild lands remaining in the continental United States (Marsh et al. 2005). The American public is largely attracted to the area and more than three million people visit each year. Viewing the grizzly bear and other wildlife is an integral part of the tourism and visitation.

Naturally, as people visit and recreate in the GYA, the potential exists for grizzly bears and humans to interact. Recreation activities and grizzly bear/human interactions have been monitored and evaluated over the last 25 years by the various land managing agencies, research scientists, the IGBC, and non-governmental organizations. Particular efforts that are deemed effective in managing grizzly bear/human interactions are:

- Information and education about recreating and living in bear country
- Ensuring that unnatural food sources are secure from bear use
- Limiting human development and access within bear areas
- Managers being responsive to grizzly bear/human conflicts

In this section, the current recreation setting is compared with current uses and trends to address the overall impacts of limiting recreational opportunities. The analysis area includes the six GYA national forests. It is recognized that this area attracts many visitors from outside the area: regionally, nationally, and internationally, and the impacts to recreation users includes all people who may visit the area.

The recreation environment is described in the following manner:

**Recreation Setting<sup>24</sup>**

- Primitive
- Semi-primitive non-motorized
- Semi-primitive motorized
- Roaded (natural or modified)
- Rural or urban

**Recreation Infrastructure**

- Travel routes
- Developed recreation sites

**Recreation Use**

- Current use and trends

**Comparison of Recreation Use Trends with Capacity**

- Spring, summer, fall recreation
- Winter recreation

**Section 3.9 Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- Recreation setting information
- Motorized recreation use information in southeast Idaho
- Clarification of information regarding spring, summer, and fall recreation
- Updated ROS (Recreation Opportunity Spectrum) map and acres of recreation setting

### **3.9.1 Recreation Setting**

The six GYA national forests span more than 12 million acres surrounding Yellowstone and Grand Teton National Parks. The abundant and diverse wildlife within this large, intact ecosystem, the unique geology and geothermal resources, and the historical legacy make this area not only a local and regional treasure but one that attracts several million national and international visitors each year.

The recreation setting within the national forests is largely undeveloped (primitive and semi-primitive non-motorized and semi-primitive motorized) and yet is interspersed with roads that provide opportunities for driving and viewing scenery and wildlife, among other uses. Figure 65 and Figure 66 depict the recreation setting by five different categories that reflect the least developed (primitive) to the most developed (rural or urban). Figure 67 provides a graph of the recreation setting within and outside the PCA. The recreation setting information has been updated in the FEIS with a 2006 interagency GYA recreation assessment (Marsh et al. 2005). Eleven wilderness areas contribute more than four million acres to a primitive or semi-primitive non-motorized recreation setting that provides for the recreation experiences of solitude, the challenges of survival, the viewing of scenery, and a full complement of wildlife and fish species. Nearly 50 percent of the primitive setting is within the PCA, so recreating among grizzly bears is a key part of the experience. The PCA includes far less of the more developed recreational settings, specifically, 7 percent in a semi-primitive motorized setting and 13 percent in a roaded setting. Figure 68 provides a spatial display of the recreation setting.

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<sup>24</sup> Forest Service Manual 2300 Recreation, Wilderness, and Related Resource Management, 11.1 describes the Recreation Opportunity Spectrum (ROS)—a system that defines six recreation opportunity classes that range from natural, undisturbed, and undeveloped (e.g. primitive) to heavily used, modified and developed areas (e.g. rural or urban).

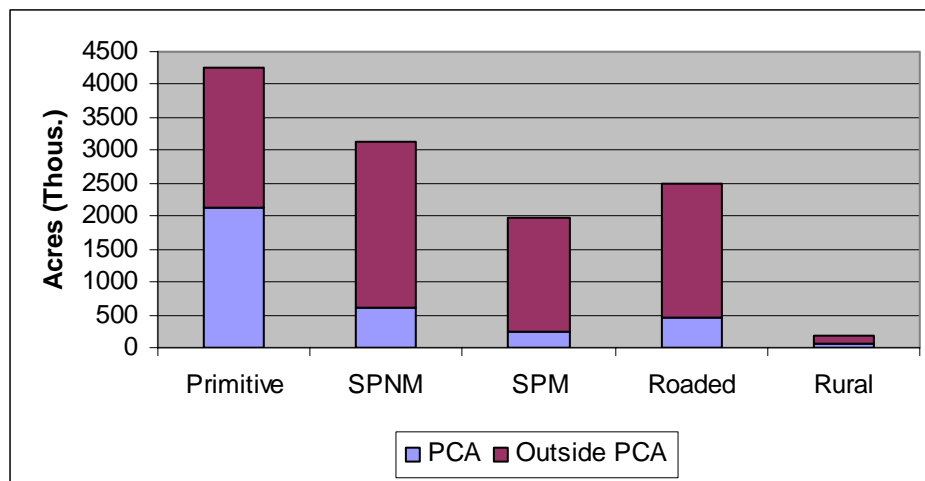
Figure 65. Recreation setting for the six GYA national forests (thousands of acres)<sup>25</sup>.

National forest	Primitive and semi-primitive wilderness	Semi-primitive non-motorized	Semi-primitive motorized	Roaded natural	Rural/urban
Beaverhead	139	777	642	620	16
Bridger-Teton	1,523	1,004	311	611	14
Custer – Beartooth RD	335	127	13	38	13
Gallatin	726	314	402	342	69
Shoshone	1,364	572	292	207	1
Targhee	166	328	330	671	62
Total	4,253	3,122	1,990	2,489	175

Figure 66. Recreation setting within the PCA (thousands of acres).

National forest	Primitive and semi-primitive wilderness	Semi-primitive non-motorized	Semi-primitive motorized	Roaded natural	Rural/urban
Beaverhead	68	2	1	0	0
Bridger-Teton	596	63	17	48	0
Custer – Beartooth RD	106	5	1	2	0
Gallatin	412	117	146	134	40
Shoshone	892	226	50	55	0
Targhee	66	181	24	204	12
Total	2,140	594	239	443	52

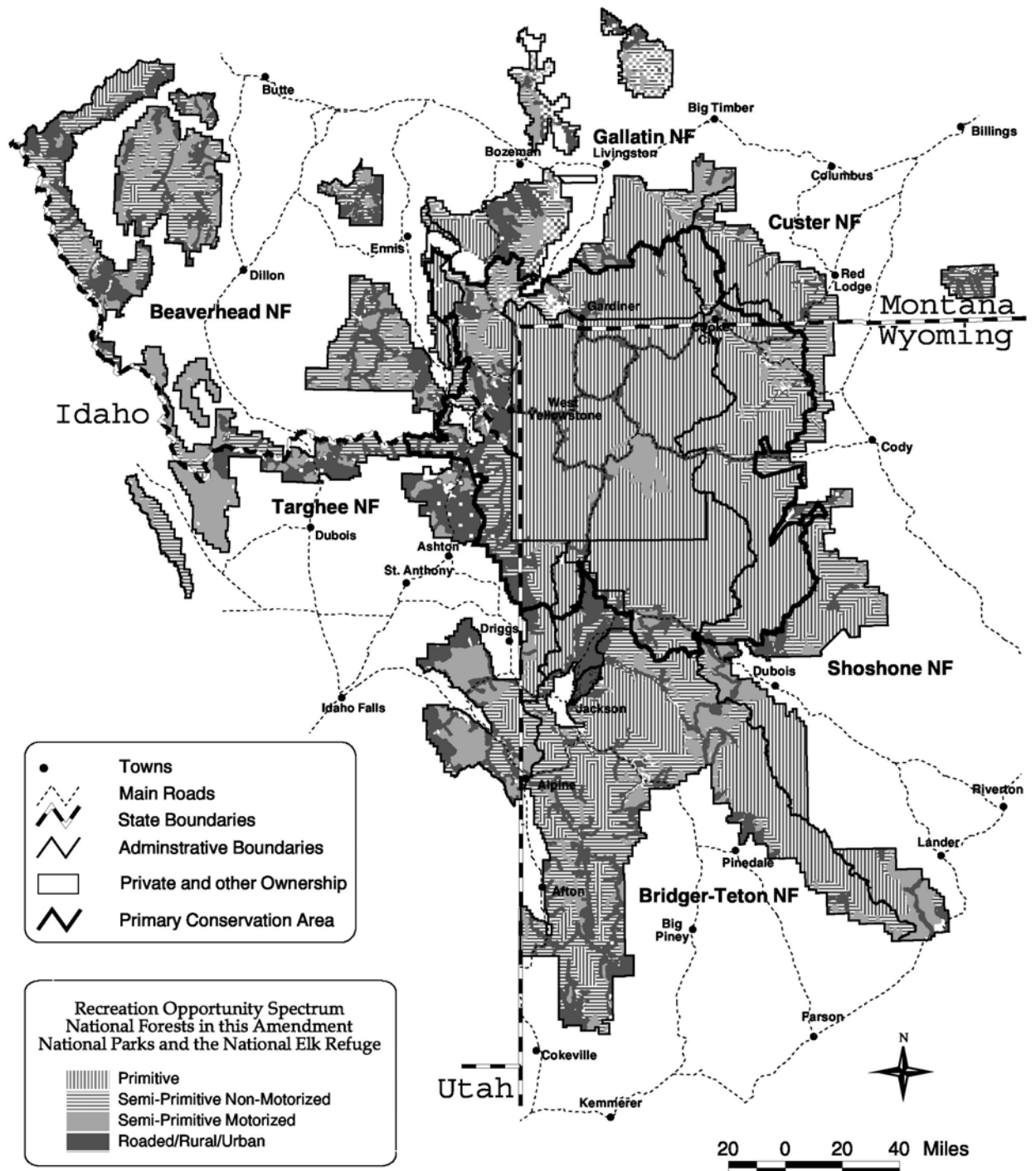
Figure 67. Recreation settings within and outside the PCA.



<sup>25</sup> The recreation setting reflects the existing situation (Marsh et al. 2005). The acres were estimated using GIS maps and include some interspersed private and state lands. The general proportions among the settings are the intent of the display.



Figure 68. ROS map, including the PCA boundary.



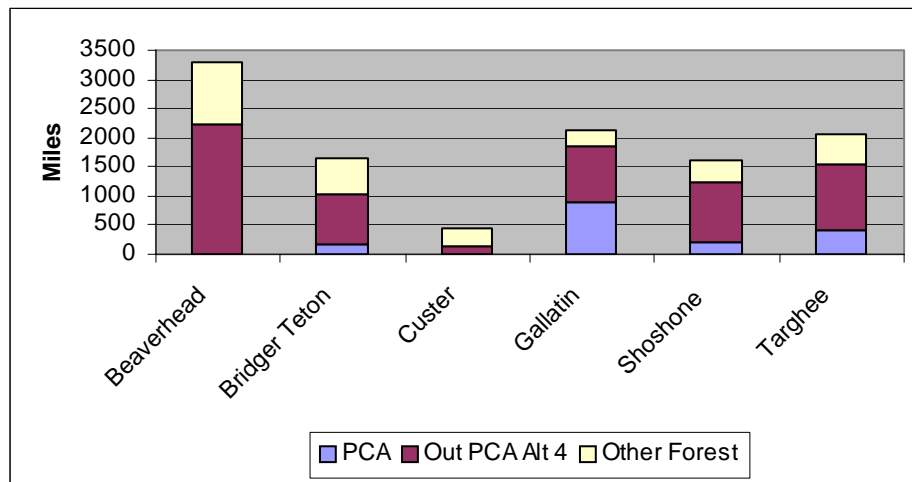
### 3.9.2 Recreation Infrastructure

#### Travel Routes

Travel routes include the roads and trails within the six GYA national forests. For spring, summer, and fall use, forest plans or subsequent amendments restrict motorized use to existing roads and trails except for small portions on the Bridger-Teton and the Targhee National Forests.

Some people commented on the DEIS that they were interested in knowing the amounts of motorized routes that were roads or trails. Roughly 20 percent of the total motorized access routes are motorized trails (Marsh et al. 2005). Figure 69 provides the miles of motorized access routes open for travel (year-around or seasonally) by forest. Within a forest, open motorized access routes are further distinguished by the miles within the PCA, the miles outside the PCA but within Alternative 4, and other miles on the forest that are not within an alternative (Other Forest). Forest plan direction for roads and trails is discussed in the transportation section.

**Figure 69. Miles of open motorized access routes within the six GYA national forests.**



#### Developed Recreation Sites

Developed recreation sites provide much of the infrastructure necessary for the enjoyment of a wide variety of recreation activities in the analysis area. Figure 70 through Figure 73 identify the categories of developed recreation sites and the numbers of sites by forest. In addition to specific categories such as campgrounds or trailheads, the other developed recreation category includes boat and fishing facilities, snow parks, ski areas, picnic areas, wildlife viewing, organization or outfitter developed sites, and interpretive, observation, or information sites.

More than 200 campgrounds offer rural or remote locations from which to stay overnight and experience the great outdoors or to gain closer access to day hikes or other recreation pursuits within the national forests or parks. More than 300 trailheads provide access into the national forests; slightly more than 100 of these trailheads are within the PCA. Major developed sites and lodges, similar to campgrounds, offer closer access and experiences within the core of the Yellowstone ecosystem. These lodges, resorts, dude ranches, or hotels serve a largely regional and national clientele. Nineteen (44 percent of the six national forest total) of these major developments are within the PCA. Summer home complexes are recreation residences that were established from the 1920s through the early 1960s and are a permitted use from the national forests. Thirty-two of these summer home complexes (59 percent of forest total) are within the PCA.

Each developed recreation site has an estimated capacity; for some sites this is calculated as a PAOT (persons at one time). These data are documented in the project record and are available from the Forest Service Infra database. Exceptions to the use of PAOTs and estimations of

capacity are recreation residences that are counted by permit or complex, or where the site has not been fully inventoried since the corporate data system, Infra, is relatively new. The proposed action proposes a standard to maintain the capacities of these sites at or below 1998 levels, with exceptions as explained in chapter 2. Other action alternatives propose variations.

**Figure 70. Developed recreation sites on the six GYA national forests (numbers of sites).**

<b>National forest</b>	<b>Developed campgrounds</b>	<b>Trailheads</b>	<b>Major developed sites and lodges</b>	<b>Permitted summer home complexes</b>	<b>Other developed recreation</b>	<b>Total recreation Sites</b>
Beaverhead	35	29	3	2	17	86
Bridger-Teton	45	60	4	1	55	165
Custer – Beartooth RD	16	33	0	3	6	58
Gallatin	43	132	5	22	65	266
Shoshone	35	51	19	17	52	174
Targhee	31	22	11	9	73	146
<b>Total</b>	<b>205</b>	<b>327</b>	<b>42</b>	<b>54</b>	<b>268</b>	<b>895</b>

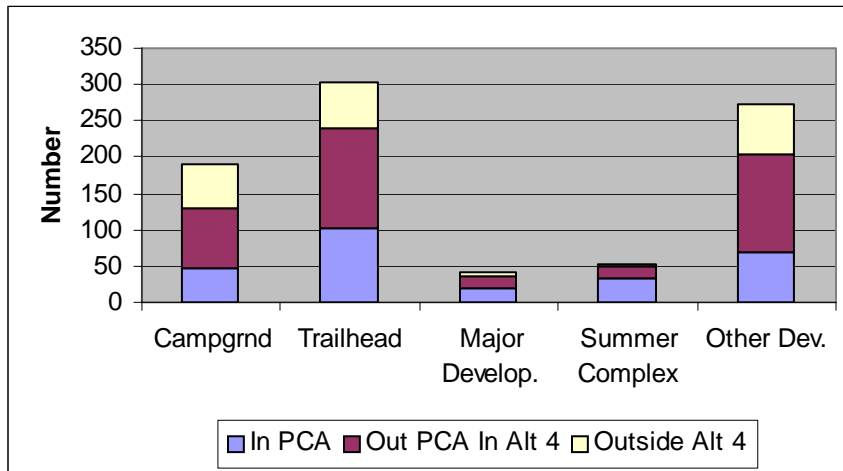
**Figure 71. Developed recreation sites within the PCA on National Forest System lands (numbers of sites).**

<b>National forest</b>	<b>Developed campgrounds</b>	<b>Trailheads</b>	<b>Major developed sites and lodges</b>	<b>Permitted summer home complexes</b>	<b>Other developed recreation</b>	<b>Total recreation sites</b>
Beaverhead	0	0	0	0	0	0
Bridger-Teton	6	8	3	1	6	24
Custer – Beartooth RD	0	2	0	0	0	2
Gallatin	18	64	3	19	19	123
Shoshone	17	21	11	9	22	80
Targhee	5	8	2	3	20	38
<b>Total</b>	<b>46</b>	<b>103</b>	<b>19</b>	<b>32</b>	<b>67</b>	<b>267</b>

Figure 72. Developed recreation sites within the area defined by Alternative 4.

National forest	Developed campgrounds	Trailheads	Major developed sites and lodges	Permitted summer home complexes	Other developed recreation	Total recreation Sites
Beaverhead	23	16	3	2	7	51
Bridger-Teton	22	33	3	1	27	86
Custer – Beartooth RD	13	27	0	3	10	53
Gallatin	39	121	5	22	63	250
Shoshone	31	47	18	16	46	158
Targhee	24	22	11	8	58	123
Total	152	266	40	52	211	721

Figure 73. Developed recreation within the PCA, Alternative 4, and remaining National Forest System lands.



**Forest Plan Direction and Changes in Developed Site Capacity in the PCA**

*Beaverhead National Forest*

There are no developed recreation sites within the Beaverhead National Forest portion of the PCA. This has not changed over the last 10 years.

*Bridger-Teton National Forest*

Forestwide access objectives include “retain, improve, and add developed [recreation] sites.” The Forestwide standard for developed recreation facilities states, “Appropriate facilities will be provided at developed sites to prevent resource damage, protect public health and safety, and meet the desires of people who use developed sites.” Plan objectives and standards are applied in an integrated way and with consideration of grizzly bear habitat needs. Over the last five to 10 years, the number and capacity of developed sites within the PCA has remained the same.

*Custer National Forest*

Inside the PCA, most of the area is managed as part of the Absaroka/Beartooth Wilderness. Direction outside wilderness includes the goal of maintaining or improving existing wildlife habitat. Standards for both these management areas preclude the establishment or maintenance of

dispersed campsites. Some capacity has been added to a campground outside the PCA, and a capital investment is in progress to add a campground outside the PCA (ten miles south of Red Lodge adjacent to the Beartooth All American Highway). This effort will meet some of the increased demand for developed site camp units, reduce the impacts of dispersed camping, and improve sanitation.

*Gallatin National Forest*

Appendix G of the Gallatin Forest Plan provides a detailed set of standards and guidelines for recreation related sites and facilities. These standards and guidelines focus on actions to avoid or minimize habituation of bears to human food sources, grizzly bear/human conflicts, and human-caused grizzly bear mortality. The Gallatin Forest Plan Forestwide recreation objectives state, recreation “activities will be managed to avoid displacement of threatened and endangered wildlife species and to provide for user safety, resolution of user conflict, and resource protection. ... Areas of possible overuse will be evaluated and measures (such as educating users, providing more facilities, or limiting use) will be taken to reduce the effects of overuse.” Plan objectives and standards are applied in an integrated way and with consideration of grizzly bear habitat needs.

The capacity of developed sites has not changed and the number of sites has remained the same. Larger developed sites are in the West Yellowstone area—these are heavily used and managed but there has been no change over the last five to 10 years. In the Cooke City area, a new site was opened, but another was closed.

*Shoshone National Forest*

The Shoshone’s Forest Plan emphasizes that developed sites for recreation “be appropriate for the surrounding forest setting and not compete with the private sector or unnecessarily duplicate other public land facilities and services.” For the most part, existing development within the PCA is low. A Biological Opinion (USDI FWS 1996) related to projects along the North Fork Highway specified no net gain in developed sites. BMU subunits have stayed at the same capacity or lower.

*Targhee National Forest*

The Targhee’s Forest Plan includes a goal to “maintain or slightly increase the Forest’s developed site capacity in accordance with the CIP (Capital Improvement Projects) Implementation Schedule.” This goal is not focused on the PCA and could be achieved on the more than one million acres of the Targhee National Forest outside the PCA.

There is nothing in the Forest Plan that encourages an increase in the number or capacity of developed sites beyond 1998 levels. Plan objectives and standards are applied in an integrated way and with consideration of grizzly bear habitat needs. During the last 10 years, the number and capacity of developed sites within the PCA has remained the same.

### **3.9.3 Recreation Use and Trends**

In the 1990s, Yellowstone National Park attracted nearly three million local, regional, national, and international visitors annually. Many of these visitors also recreate on adjoining national forests. Overall visitor use will continue to increase over the next decade as the national and international attraction of Yellowstone National Park continues and regional and local populations increase. Visitor use for Yellowstone National Park has been monitored since the 1930s and shows an approximate 15 percent increase in visits per decade (Figure 74) (Gunther 1999).

Figure 74. Visitor trends in the national parks.

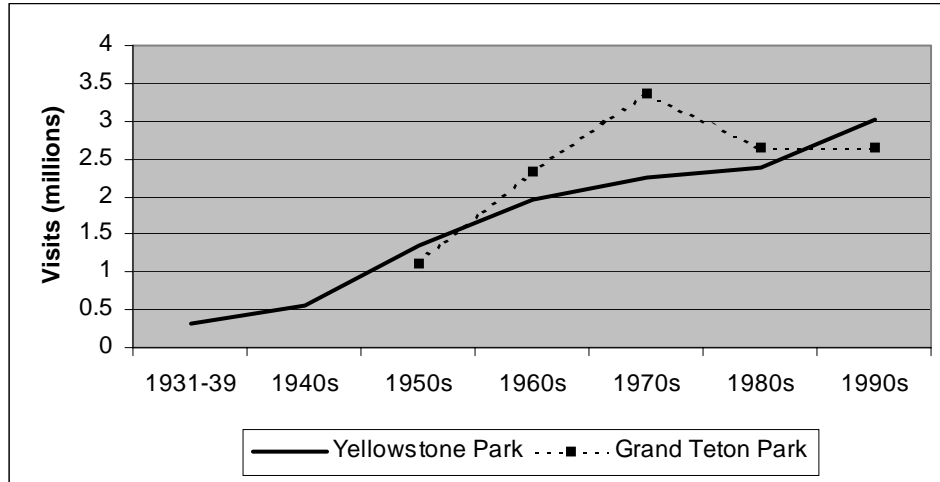
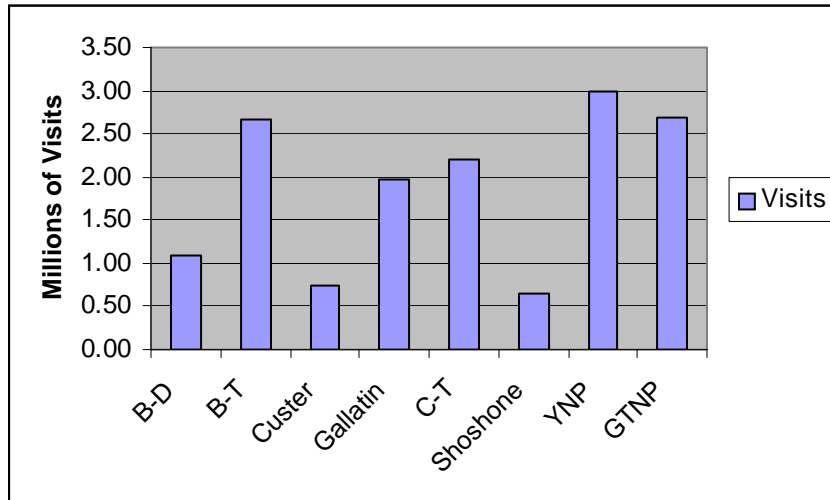


Figure 75 and Figure 76 provide estimated recreation use levels in the parks and national forests (English et al. 2001). On the southern and western flanks of Yellowstone and Grand Teton National Parks, the Bridger-Teton and Caribou-Targhee National Forests estimated more than two million visits in 2002 and 2000, respectively. The Gallatin National Forest to the north and west of Yellowstone National Park reported nearly two million visits in 2003. A small proportion of these visits, 1 to 3 percent of total visits, reflects backcountry use of the existing wildernesses (primitive recreation setting) as shown in Figure 76.

Figure 75. Estimated current visits to national parks and national forests.



National forests vary in their landscapes and attractions for recreational pursuits. Figure 77 indicates the top recreational activities that visitors claimed were their primary activities while recreating on a particular national forest. The Bridger-Teton, Gallatin, and Targhee National Forests reflect a year-around attraction—from skiing or snow machining in the winter to hiking/walking and viewing scenery and wildlife in the spring-to-fall months. Hunting is popular on the Beaverhead-Deerlodge, Custer, Gallatin, Shoshone, and Caribou-Targhee National Forests. Snow machine use is an important activity on the Caribou-Targhee with 26 percent of visitors traveling to the Caribou-Targhee primarily for that use.

Figure 76. Estimated recreation use.

National Forest System lands	Year sampled	Recreation visits (millions)	Wilderness visits (millions)
National level	2001	209.0	14.3
Northern Region (R1)	2001	13.2	0.3
Rocky Mountain Region (R2)	NA	NA	NA
Intermountain Region (R4)	2001	21.5	1.3
<b>Analysis area forests</b>			
Beaverhead (including Deerlodge)	2000	1.10	0.016
Bridger-Teton	2002	2.67	0.052
Custer	2002	0.74	0.023
Gallatin	2003	1.98	0.058
Shoshone	2003	0.65	0.027
Targhee (including Caribou)	2000	2.20	0.021

Figure 77. Primary recreation activity participation (top four activities per forest).

Recreation activity	National forests					
	Beaverhead-Deerlodge	Bridger-Teton	Custer	Gallatin	Shoshone	Caribou-Targhee
General relaxing	8%			11%	15%	
Viewing scenery or wildlife	16%	10%			11%	8%
Developed camping					21%	
Picnic or day use	13%					
Hiking or walking		13%	18%	29%	11%	
Hunting	24%		19%	9%		16%
Fishing			14%			8%
OHV use						8%
Skiing		24%	16%	8%		
Snow machining		11%		8%		26%

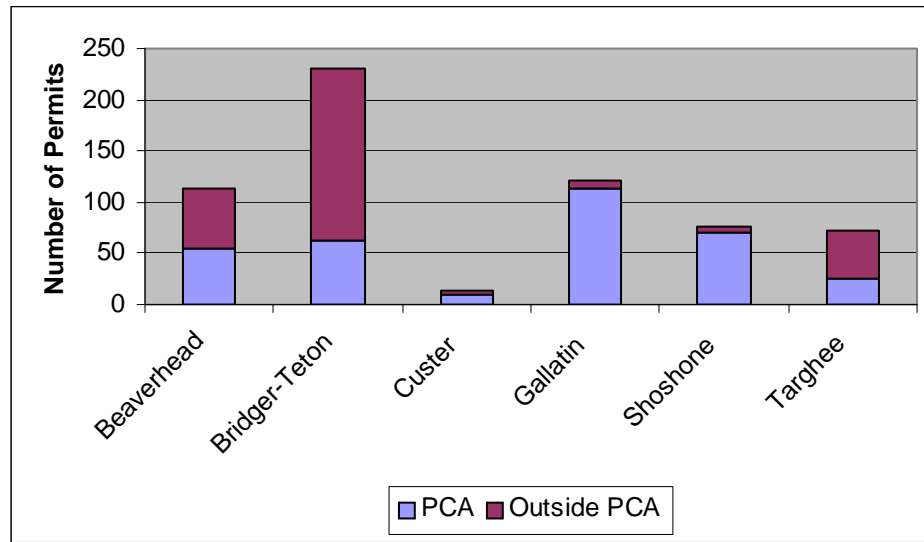
### Specific Uses

#### Outfitting and Guiding

Many visitors to the GYA choose guided trips provided by national park interpretive services, local tourism businesses, or national forest outfitted and guided services. Approximately 629 outfitters and guides are under permit for operations on the six GYA national forests. These services provide a range of experiences including whitewater rafting, fishing, hunting, horseback riding, and other recreational experiences. Figure 78 shows the current situation.

The proposed action and other action alternatives could potentially affect outfitters and guides with regard to adherence to food storage orders and possible changes in camps and use with recurring grizzly bear/human conflicts. The proposal could affect the number of days permitted or user days if recurring grizzly bear/human conflicts result in closure of camps or trails.

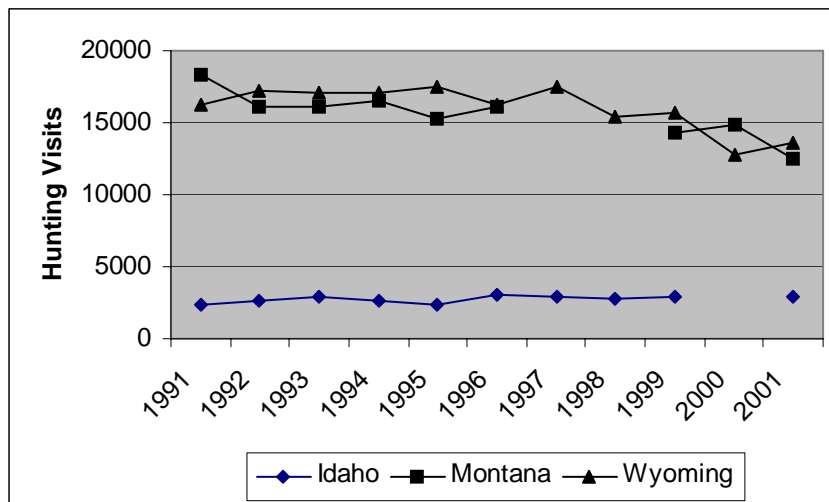
Figure 78. Outfitter and guides under permit, by national forest.



Hunting

Elk hunting is a key use in the GYA and holds high potential for grizzly bear/human conflicts since bears are attracted to the elk kills and gut piles. For four forests—Beaverhead, Custer, Gallatin, and Targhee—hunting is one of the top four primary recreation activities. For a period of years, the IGBC monitored hunting use trends within the PCA. Hunting levels were shown to be static in Idaho, but overall, hunting within the PCA has declined 26 percent from more than 36,000 hunter visits in 1991 to 29,000 visits in 2001 (Figure 79). The proposed action and other action alternatives could affect hunting through food storage orders and in the event of recurring grizzly bear/human conflicts, the closure of some areas (Haroldson et al. 2004).

Figure 79. Estimated numbers of elk hunters within the PCA plus a 10-mile perimeter in Idaho, Montana, and Wyoming for the years 1991 through 2001 (Conservation Strategy).



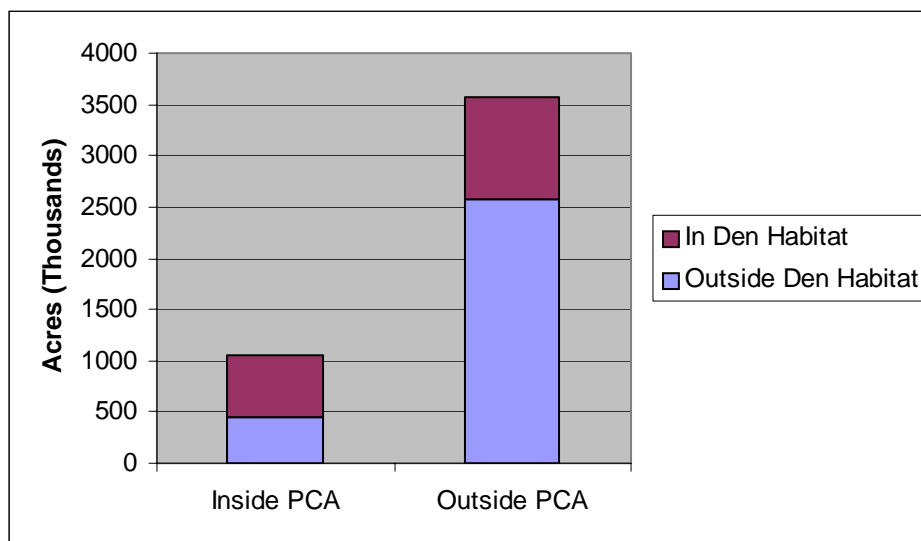
Winter Recreation Use

Winter recreational use of the parks and national forests in the analysis area has increased significantly in the past 15 years. This is exemplified in Yellowstone National Park, when the 1990 Winter Use Plan’s 10-year visitation threshold of 140,000 people was achieved in two years, by 1992 (USDA Forest Service 2003a). The State of Idaho registrations for snow machines in eastern Idaho increased 16 percent between 2000 and 2004 (State of Idaho 2003). Visitors



identified snow machining as a primary activity on the Targhee, Gallatin, and Bridger-Teton National Forests. Some action alternatives could affect snow machining by closing areas to this recreational use where the activity overlaps with bear denning habitat or throughout the Alternative 4 area. Figure 80 provides an estimation of snow machine acres and the overlap with denning habitat.

**Figure 80. Potential snow machine acres, and overlap with grizzly bear denning habitat.**



The six GYA national forests include five permitted downhill ski areas; at least three ski areas operate on private lands (unaffected by this proposed action). Downhill skiing is one of the top four primary recreation activities on the Bridger-Teton, Custer, and Gallatin National Forests. One area on the Shoshone National Forest is within the PCA and another area on the Targhee National Forest is within Alternative 4. Generally, national forest permitted ski areas have approved master development plans that specify the capacity for use, SAOT (skiers at one time). Capacity can also include lodging and mountain facilities. Potential effects to ski areas due to the developed site standard and motorized access related to denning habitat are discussed in the effects section.

#### **Comparison of Recreation Use Trends and Capacity**

For the purpose of this FEIS, recreation use and the available settings are organized into six categories based on season of use (winter or summer), mode of access (motorized or non-motorized), and amount of development (developed or dispersed). These classes of uses are compared to the capacities within the GYA to provide for these uses and trends.

##### *Spring, Summer, and Fall Recreation—Developed*

Use is estimated to increase 16 to 18 percent in this decade (by 2010) for developed camping and picnicking for the Rocky Mountain Region<sup>26</sup> (Bowker et al. 1999).

**Greater Yellowstone Area.** Forest managers suggest that most developed sites are currently not used to capacity, i.e., some individual units are not occupied during seasonal use periods. The exception to this generalization is that the more popular sites are usually filled to capacity on weekends. Campgrounds close to towns or along major highways are preferred. As uses increase, all forests will experience increasing pressure on developed sites and as more developed sites are filled to capacity, dispersed sites may also receive more use. As an example, the Custer National Forest's Beartooth Ranger District has noted increasing pressure on dispersed campsites because

<sup>26</sup> The Rocky Mountain Region includes the interior west states, and is not the same as Region 2, the Rocky Mountain Region, of the Forest Service.

## Recreation

of continually full campgrounds during the peak summer months. The Custer National Forest has planned for capital investments to increase capacity at several sites outside the PCA.

**Major developed sites and lodges.** Major developed sites include national forest permitted hotels, resorts, and dude ranches. The analysis area includes 43 of these sites; about one-half are on the Shoshone National Forest. These operations would generally aim to operate at capacity. No plans exist to increase capacity.

**Permitted summer home complexes.** Since summer homes are permitted recreation residences, the use of these residences is not directly affected by the increasing public recreation use.

### *Spring, Summer, and Fall Recreation—Non-motorized, Dispersed*

Use is estimated to increase 11 to 16 percent by 2010 for horseback riding, hiking, fishing, and backpacking in the Rocky Mountain Region, while hunting is projected to increase 5 percent by 2010 for the same Region (Bowker et al. 1999).

**Greater Yellowstone Area.** Hiking, backpacking, and horseback riding will remain popular. Local residents desire day use or weekend opportunities, while the regional, national, and international visitors come for extended stays. More popular with non-local clientele are guided trips and multiple experiences (hiking, floating, horseback riding, wildlife viewing) within a stay. The recreation settings to serve these uses are plentiful; monitoring has not shown crowding from dispersed use.

Elk hunting is a key activity for the six national forests, attracting a regional and national clientele as well as local residents. Elk hunting as monitored within the PCA has declined 26 percent from 1991 to 2001 (Figure 79). The recreation settings to serve elk hunting uses are plentiful; the primary tension will be accommodating increasing populations of wolves and bears that regard elk as a key food source and can be attracted to recreational hunting sites.

### *Spring, Summer, and Fall Recreation—Motorized*

By 2010, OHV use is estimated to increase 9 percent, sightseeing is estimated to increase by 20 percent, and dispersed camping is estimated to increase by 12 percent in the Rocky Mountain Region (Bowker et al. 1999).

**Greater Yellowstone Area.** Driving and viewing scenery and wildlife are some of the most popular activities in the GYA and will increase in use over the next decade. This type of use influences major travel routes in the analysis area, and in some cases, requires improvements and reconstruction. Three highway reconstruction projects in Wyoming are planned or underway: Sylvan Pass (Yellowstone National Park), Togwotee Pass (Bridger-Teton and Shoshone National Forests), and the Beartooth Highway (Shoshone National Forest). These projects are in or adjacent to the PCA.

OHV use encompasses three specialties: off-road four-wheeling, ATV use, and motorcycling. ATV and motorcycle riding are increasing faster than off-road four-wheel drive truck or jeep use (Marsh et al. 2005). OHV use is popular where the terrain accommodates this use. Managers estimate this motorized use has increased at faster rates in the past than what are projected for the larger Rocky Mountain Region (Klinger personal communication 2004). Idaho ATV registrations suggest that the rate of increase is significantly higher than the estimated 9 percent for the Rocky Mountain Region. In the south central and southeast regions of Idaho, ATV registrations more than doubled in a five-year period (1999 through 2003), from 6,387 to 15,601 registrations (State of Idaho 2003). OHV use is one of the top four activities on the Caribou-Targhee National Forest (Kocis et al. 2001a and b, 2003a and b, 2004a and b). The semi-primitive motorized and roaded recreation settings that serve this use have been reduced over the last decade as areas and routes have been closed to provide for wildlife security and reduce resource damage. Current recreation settings allowing for motorized use may not meet the estimated future use levels.

Dispersed camping has become more popular as RVs and campers have become more fully equipped and as campgrounds become full in peak seasons. The roaded and semi-primitive

motorized settings offer the opportunity for this use. Because dispersed sites are not inventoried or designated, it is unknown as to the capacity of the land to handle increased uses.

*Winter Recreation—Developed*

Downhill skiing is estimated to increase 14 percent by 2010 in the Rocky Mountain Region (Bowker et al. 1999). Trends for other uses that rely upon parking areas, travel routes, etc. are noted below.

**Greater Yellowstone Area.** Downhill skiing in the GYA is popular with at least eight ski areas within the area (three are on private lands). It is assumed that increasing uses can be accommodated by the existing facilities.

Trailhead parking for snow machining is currently estimated to be adequate except in eastern Idaho (Targhee National Forest) and on the Gallatin National Forest where managers are considering additional plowed parking and access through their travel planning process. The State of Idaho's 2000 Snowmobile User Survey found the greatest need indicated by snowmobilers was the development of new parking areas near trailheads and the enlargement of existing parking. Users indicated there is simply not enough parking at trailheads to accommodate current user loads (State of Idaho 2003). In addition, snow machine use could increase on the national forests when Yellowstone National Park managers implement new regulations for Park use. The impacts of these changes are not yet fully known.

*Winter Recreation—Non-motorized, Dispersed*

Cross-country skiing use is estimated to increase 31 percent by 2010 in the Rocky Mountain Region (Bowker et al. 1999).

**Greater Yellowstone Area.** Cross country skiing is popular in the analysis area. Current settings available for this use are plentiful and could accommodate increasing use, although if use increases as projected, then the more popular areas near GYA communities could experience some crowding. This activity would be affected indirectly by the proposed action if trailhead parking becomes limited.

*Winter Recreation—Motorized*

Snow machine use is estimated to increase 6 percent by 2010 in the Rocky Mountain Region (Bowker et al. 1999). Snow machine use in the GYA has increased at faster rates than the Region due to the GYA's becoming a popular destination use area.

**Greater Yellowstone Area.** Snow machine use on the GYA forests is expected to increase at a faster rate than the regional projections because the area is a destination winter recreation area and past trends indicate greater increases. The State of Idaho registrations for snowmobiles in eastern Idaho increased 16 percent between 2000 and 2004 (State of Idaho 2003). Additionally, Yellowstone National Park managers are taking steps to restrict and limit snow machine use and this use may shift to outlying areas around the Park. The capacity for the GYA forests to handle increased use is yet to be determined. Currently, the Gallatin National Forest acknowledges the need to provide more plowed parking. This is being evaluated in travel planning.

### 3.9.4 Effects on Recreation

#### *Effects Common to All Alternatives*

Recreation uses are expected to increase in the analysis area. Uses would be affected by bear use of the area, grizzly bear/human conflicts, and information and education about recreating in bear country. Grizzly bear populations are expected to be stable or increase within the PCA and increase their occupation and use of habitats outside the PCA.

A 2001 Wyoming resident survey reported that 44 percent of those surveyed said they think they would discontinue using outdoor areas where they currently recreate if those areas were occupied by grizzly bears (Duda et al. 2001). Recreation shifts are likely regardless of any alternative and are somewhat dependent on people's awareness of bear use and people's comfort while recreating

## *Recreation*

in bear country. People may shift their uses to areas not occupied by grizzlies or rely upon uses where they have an increased sense of security such as hard-sided camping, developed campsites, day hiking on heavily used trails, or relying upon guided services. For some, recreating in bear country would be an added attraction and an allure of wild country.

As people gain the knowledge and skill of recreating in bear country, uses could increase. Information and education would remain an important component under any alternative to minimize grizzly bear/human conflicts. The 2001 Wyoming survey indicated that support for efforts to increase the grizzly bear population increased (from 42 to 61 percent favoring) when efforts to increase the grizzly bear population was coupled with the idea that groups of wildlife managers would be stationed locally to help track bears, inform and educate people, and resolve conflicts. (Duda et al. 2001).

People would adapt as recreation sites are filled to capacity. There are a variety of ways in which use can change; the effects of an alternative are not definite. Potential outcomes with restricting developed site capacity are:

- People may shift their uses to dispersed sites, e.g., camping in undesignated areas or accessing trails or waterways in other than the designated area. This kind of shift could put increased pressure on dispersed sites; more use of dispersed sites could increase the potential for grizzly bear/human interactions or less security for bear habitat. People also adapt by purchasing self-contained units such as campers and RVs that enable them to stay at a broader spectrum of sites.
- People would still use an area, but shift the timing of use to off-seasons, e.g., spring or fall.
- People may shift their uses to other areas on the six national forests or elsewhere.
- People may not be able to use the area as they desired or traditionally have used it. They are displaced.
- People may perceive the areas as crowded as developed sites are fully used. The experience could change from the feeling of a remote, outdoor experience to one that is noisier and busier.
- The national reservation system may be used to manage recreation uses once demand exceeds capacity. This ensures the opportunity to use an area but requires planning by the recreation user.
- Developed site accommodations could be created on private lands and within communities, particularly the gateway communities to the national parks.
- People may choose not to comply with restrictions and use or camp in prohibited areas.

Implementation and enforcement efforts would be an important component (similar to information and education about bears) under any alternative.

The Travel Management Final Rule (USDA Forest Service 2005e) requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. The Final Rule restricts motorized use to these designated routes or specified open areas. All national forests are expected to comply with this rule within the next four years.

### ***Effects of Alternative 1 on Recreation***

#### *Spring, Summer, and Fall Recreation*

**Developed.** Within the PCA, developed recreation use and the existing infrastructure would continue to serve recreation users within the existing capacity for some time (perhaps a decade) (Figure 75). As some activities such as camping, picnicking, fishing access ramps, or trailhead parking increase at more popular sites, the capacity of the site could not be expanded if the site is part of MS 1. If these sites are within MS 2 or 3, then the capacity could be increased to accommodate the increased use (with evaluation under NEPA and consultation with the USFWS). When recreation uses reach capacity, refer to the potential shifts in recreation use as described in the effects common to all alternatives

New sites, including interpretive or observation sites, could be added (with additional NEPA evaluation and consultation with the USFWS) as public interest or demand occurs. Existing permitted lodges, resorts, hotels, ranches, or recreation residences would also be able to increase their capacities (with approval of operating plans or special use permits) as public demand increases.

**Non-motorized dispersed.** Within the PCA, hiking, backpacking, and horseback riding would continue much as they have and increases in use are likely to occur and be accommodated over the decade. Existing plan direction would not affect this use. Hunting use would continue to be a major fall activity and would not be limited or affected by Alternative 1.

**Motorized.** Within the PCA, motorized access routes would not be changed by this alternative. Approximately 15 percent of the motorized access routes on the six national GYA forests are within the PCA, with the largest amounts being available from the Gallatin (889 miles) and the Targhee (404 miles) National Forests. Motorized use is projected to increase about 9 percent by 2010 for the Rocky Mountain Region. Greater increases in recent years have been observed by some managers in the GYA (Klinger personal communication 2004) and this higher level of increase is also supported by ATV registrations, particularly in eastern Idaho (State of Idaho 2003). As motorized uses continue to be popular, the quality of the experience may be altered as uses increase on the lands available. Crowding and sharing backcountry motorized routes with different uses such as horse travel, hiking, or biking would occur and would negatively affect those motorized users who enjoy accessing the backcountry and viewing wildlife and scenery.

Past, present, and reasonably foreseeable actions can also affect motorized use and are considered as cumulative effects. Within the last five years, approximately 400 miles of road have been decommissioned on the Targhee National Forest to comply with the road density direction in the 1997 Revised Forest Plan. The Gallatin National Forest is currently updating a travel plan that will amend their 1987 Forest Plan, and other forests are currently revising or scheduled for revisions in the near future (Figure 3). It is likely that the revised plans will further define and possibly limit motorized access to address wildlife security needs, better manage conflicting recreation uses, and protect areas from resource damages. Motorized use within the PCA will most likely reach the capacity of the lands available for that use, and further demand will need to be accommodated outside the PCA.

#### *Winter Recreation*

**Developed.** The ski area on the Shoshone National Forest within the PCA would operate under its master plan and would not be limited by this alternative. Trailheads and parking areas for snow use would continue under their existing capacities or could be increased (with project level evaluation) to accommodate increasing use.

**Non-motorized dispersed.** Within the PCA, cross-country skiing and snowshoeing would continue much as they have and increases in use are likely to occur over the decade. This alternative would not affect this use.

**Motorized.** Within the PCA, motorized use by snow machines would not be affected by this alternative.

#### **Effects of Alternative 2 on Recreation**

##### *Spring, Summer, and Fall Recreation*

**Developed.** Within the PCA, developed recreation use and the existing infrastructure would continue to serve recreation users within the existing capacity for some time (perhaps a decade) (Figure 75). As some activities such as camping, picnicking, fishing access ramps, or trailhead parking increase at more popular sites, this increased demand would not be accommodated by increasing capacities unless capacities are reduced in other locations and shifted within a subunit, i.e., mitigation from the Application Rules. The Application Rules offer the opportunity to concentrate uses with the tradeoff of limiting developed or dispersed sites in other areas. The Application Rules also allow for flexibility in shifting recreation uses to lessen impacts to grizzly

## *Recreation*

bear habitat and bear uses. When recreation uses reach capacity, people would be displaced and would need to shift their uses. Refer to the potential shifts in recreation use as described in the effects common to all alternatives. In addition, new sites, including interpretive or observation sites, would not be allowed unless mitigated through reductions elsewhere within the PCA on the forest or through an exception where an evaluation demonstrates no effect on the bear or bear habitat. See chapter 2 for a further description of exceptions.

Nineteen lodges, resorts, hotels, and dude ranches operate under Forest Service permits within the PCA. They would continue to operate under their current capacities but would not be able to increase accommodations as public demand increases, unless reductions of capacities are incurred elsewhere within the PCA on the forest, i.e., mitigation from the Application Rules. The limitation of current capacities could contribute to ensuring these permitted services are used fully and support the businesses economically. Fees could increase as the market warrants, providing greater economic return. Capacity increases that could serve more people would not be allowed.

Permitted recreation residences would continue their use, but no increases in capacity would be allowed unless mitigated through the Application Rules.

**Non-motorized dispersed.** Within the PCA, hiking, backpacking, hunting, and horseback riding would continue much as they have and increases in use are likely to occur over the decade. This alternative would affect these uses indirectly as trailhead sites reach capacity and parking is limited. Improvements to trailhead facilities, for example, could occur, but the capacity or amount of parking would be limited. Outfitting and guiding would continue much as they are now.

**Motorized.** Within the PCA, motorized access routes would not be changed by this alternative. Approximately 15 percent of the motorized access routes on the six national forests are within the PCA with the largest amounts being available from the Gallatin National Forest (889 miles) and the Targhee National Forest (404 miles). Motorized use is projected to increase about 9 percent by 2010 for the Rocky Mountain Region. Greater increases in recent years have been observed by some managers in the GYA (Klinger personal communication 2004). This higher level of increase is also supported by ATV registrations, particularly in eastern Idaho (State of Idaho 2003). As motorized uses continue to be popular, the quality of the experience may be altered as uses increase on the lands available. Crowding and sharing backcountry motorized routes with different uses such as horse travel, hiking, or biking would occur and would negatively affect those motorized users who enjoy accessing the backcountry and viewing wildlife and scenery.

Past, present, and reasonably foreseeable actions can also affect motorized use and are considered as cumulative effects. Within the last five years, approximately 400 miles of road have been decommissioned on the Targhee National Forest to comply with the road density direction in the 1997 Revised Forest Plan. The Gallatin National Forest is currently updating a travel plan that will amend their 1987 Forest Plan, and other forests are currently revising or scheduled for revisions in the near future (Figure 3). It is likely that the revised plans will further define and possibly limit motorized access to address wildlife security needs, better manage conflicting recreation uses, and protect areas from resource damages. Motorized use within the PCA will most likely reach the capacity of the lands available for that use, and further demand will need to be accommodated outside the PCA.

### *Winter Recreation*

**Developed.** The ski area on the Shoshone National Forest that is within the PCA would continue to operate under its master plan. Changes to the existing capacity would require additional evaluation as required by Alternative 2, Standard 2. Winter capacity could increase if there were no conflicts with denning grizzly bears or bear emergence in the spring.

Trailheads and parking areas for snow use would continue under their existing capacities. Approximately three snow parks are within the PCA (one on the Targhee National Forest and two on the Gallatin National Forest), although other trailhead parking areas serve dual winter and

summer seasonal use. Increases to accommodate increasing use would not be allowed unless through the Application Rules or an evaluation under the exceptions. See chapter 2 for a further description of the Application Rules and exceptions.

**Non-motorized dispersed.** Within the PCA, cross-country skiing and snowshoeing would continue much as they have; increases in use are likely to occur over the decade. Alternative 2 would not affect this use except parking at trailheads may be limited to existing capacities.

**Motorized.** Within the PCA, snow machine use could be closed temporarily in some areas if conflicts with denning areas are identified.

#### **Effects of Alternative 2-Modified on Recreation**

Effects are basically the same as Alternative 2 with the exception of the increased emphasis on food storage and information and education under Alternative 2-Modified. This would provide additional assurances that food storage requirements stay in place and conflicts between grizzly bears and recreation users would be minimized.

#### **Effects of Alternative 3 on Recreation**

##### *Spring, Summer, and Fall Recreation*

**Developed.** Within the PCA, developed recreation use and the existing infrastructure would continue to serve recreation users within the existing capacity for some time (perhaps a decade) (Figure 75). As some campgrounds, picnic sites, trailheads, fishing access ramps, or other developed sites become full, capacities would not be increased to accommodate this increased demand. No flexibility would be allowed for increasing capacities in some areas while reducing capacities elsewhere on the forest. If recurring conflicts with bears at a developed site were identified, the site would be closed. This would further reduce recreation opportunities within the PCA. When recreation uses reach capacities, people would be displaced and would need to shift their uses. Refer to the potential shifts in recreation use as described in the effects common to all alternatives. In addition, new sites, including interpretive or observation sites, would not be allowed.

Nineteen lodges, resorts, hotels, and ranches operate under Forest Service permits within the PCA. They would continue to operate under their current capacities but would not be able to increase accommodations as public demands increase. The limitation of current capacities could contribute to ensuring that these permitted services are used fully and support the businesses economically. Fees could increase as the market warrants, providing greater economic return. Capacity increases that could also serve more people would not be allowed.

Permitted recreation residences would continue their use, but no increases in capacity would be allowed.

**Non-motorized dispersed.** Within the PCA, hiking, backpacking, hunting, and horseback riding would have greater opportunities because of motorized access closures. If these activities in particular locations or circumstances develop a trend of recurring grizzly bear/human conflicts, use would be restricted. In those cases, dispersed sites could be closed or uses limited. High bear use of some areas may warrant limiting use under this alternative. Traditional recreation uses may change and people would not be able to use areas as they have in the past. Public safety could be improved where bears and humans are conflicting over use in specific locations. Alternative 3 could also affect these uses indirectly as trailhead sites reach capacity and parking is limited. Outfitting and guiding could also be affected where camps may be closed due to bear use or conflicts. If uses are limited to any large extent, these changes could diminish the economic livelihoods of particular affected operations.

**Motorized.** Alternative 3 proposes that all motorized access routes in inventoried roadless areas be closed within the PCA and any additional motorized access routes in six BMU subunits be closed to achieve 70 percent secure habitat in each BMU subunit within the PCA. This would require closing nearly 500 miles of motorized routes on the six GYA national forests (except the Beaverhead National Forest). The Gallatin National Forest would be reduced the most with

approximately 350 miles closed (40 percent change within the PCA) and the Targhee National Forest with 84 miles closed (21 percent change within the PCA). The motorized access routes within the PCA would be reduced to 10 percent of the total motorized routes available for motorized use in the six GYA forests.

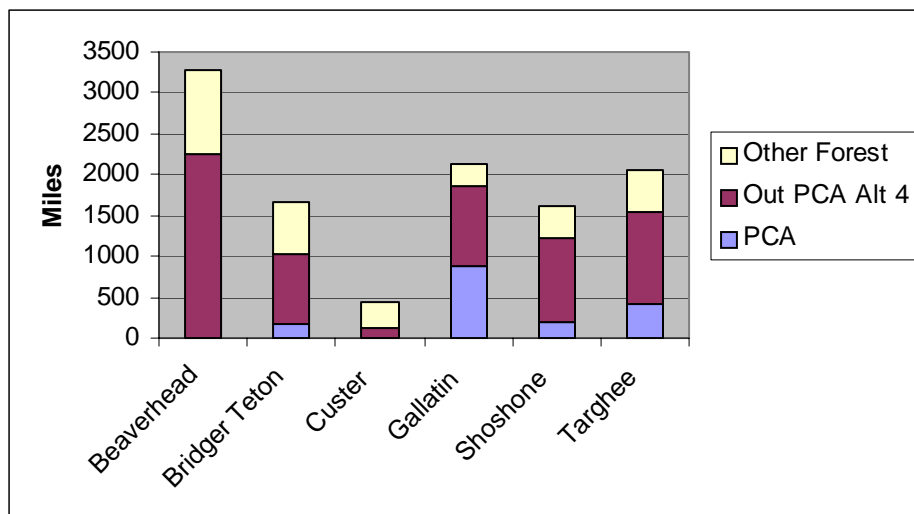
Closures would occur in areas near the communities of Gardiner and West Yellowstone in Montana and Island Park in Idaho. Idaho State Parks and Recreation mentioned several areas of concern for further impact to motorized uses, including the Madison Pitchstone, Island Park, Centennial, and Teton subunits. These areas are where some of the closures are proposed. Motorized route closures are provided in Figure 123 in appendix A. Local recreation users as well as visitors to those areas would be negatively impacted by those closures.

Motorized use is projected to increase about 9 percent by 2010 for the Rocky Mountain Region. Greater increases in recent years have been observed by some managers in the GYA (Klinger personal communication 2004). This higher level of increase is also supported by ATV registrations, particularly in eastern Idaho (State of Idaho 2003). As motorized uses continue to be popular, the quality of the experience may be altered as uses increase on the lands available. Crowding and sharing backcountry motorized routes with different uses such as horse travel, hiking, or biking would occur and would negatively affect those motorized users who enjoy accessing the backcountry and viewing wildlife and scenery.

Past, present, and reasonably foreseeable actions can also affect motorized use and are considered as cumulative effects. Within the last five years, approximately 400 miles of road have been decommissioned on the Targhee National Forest to comply with the road density direction in the 1997 Revised Forest Plan. The Gallatin National Forest is currently updating a travel plan that will amend the 1987 Forest Plan, and other forests are currently revising or scheduled for revisions in the near future (Figure 3). It is likely that the revised plans will further define and possibly limit motorized access to address wildlife security needs, better manage conflicting recreation uses, and protect areas from resource damages.

It is likely that some of the existing motorized use within the PCA would be displaced and motorized users would need to find other opportunities outside the PCA. The PCA would not accommodate increasing demand for this use. Local and regional motorized users would be concerned with the closures, particularly having been affected by closures on the Targhee National Forest in recent years. See the social and economic section for more discussion.

**Figure 81. Minimum miles of open motorized access routes to be closed within the PCA (Alternative 3) and outside the PCA (Alternative 4). The Other Forest category shows what would remain open.**





*Winter Recreation*

**Developed.** The ski area on the Shoshone National Forest within the PCA would continue to operate under its existing master plan and any increases in capacity would not be allowed under this alternative. Trailheads and parking areas for snow use would continue under their existing capacities. Approximately three snow parks are within the PCA (one on the Targhee National Forest and two on the Gallatin National Forest) although other trailhead parking areas serve dual winter and summer seasonal use.

**Non-motorized Dispersed.** Within the PCA, cross-country skiing and snowshoeing would continue much as they have and increases in use are likely to occur over the decade. Alternative 3 would not affect this use unless parking areas become full and cannot be extended.

**Motorized.** Within the PCA, motorized use that occurs near bear denning areas would be eliminated. While more site-specific evaluations would be needed beyond this proposal, potentially an estimated 600,000 acres of land available to snow machines (60 percent of total) could be closed, leaving approximately 400,000 acres of land available within the PCA. Snow machine use is one of the top four primary activities on the Bridger-Teton, Gallatin, and Targhee National Forests. For the Targhee, at least 26 percent of the yearly recreation visitors claim this as a primary activity. This effect would be in addition to recent changes to restrict snow machine use in Yellowstone National Park. People may be confused about the cumulative changes and traditional uses would be disrupted. Crowding and displacement of use would occur; people may continue to buy snow machines and find that they do not have the areas in which to use them. Increased law enforcement would be needed to inform people of the open routes and ensure compliance with closures.

**Effects of Alternative 4 on Recreation***Spring, Summer, and Fall Recreation*

**Developed.** Within the PCA, effects are similar to Alternative 3.

Outside the PCA in Alternative 4, more than 450 additional developed recreation sites would be limited to their existing capacities (as of 2003) (Figure 75). These sites would continue to serve recreation users within the existing capacity for some time (perhaps a decade). With a majority of the six national forests' sites limited to existing capacity, recreation uses will not as easily shift to adjacent lands when uses increase. The Beartooth Ranger District is already experiencing campgrounds that have reached capacities and the overflow is negatively impacting dispersed sites. As the northeast entrance to Yellowstone National Park has become more popular, existing sites have not kept pace with demand. Plans are underway for improvements to a couple of existing campgrounds that may not be allowed under this alternative.

Cumulatively, Alternative 4 does not enable as much use (as the other alternatives) to shift to areas outside the PCA (given limitations there) and still be within proximity to the GYA. As some campgrounds, picnic sites, trailheads, or other developed sites become full, increasing capacities would not be allowed in order to meet this increased demand. No flexibility would be allowed for increasing capacities in some areas while reducing capacities elsewhere on the forest. If recurring conflicts with bears at a developed site were identified, the site would be closed. This would further reduce recreation opportunities within and outside the PCA. When recreation uses reach capacity, people would be turned away from these areas. Refer to the potential shifts in recreation use as described in the effects common to all alternatives. In addition, new sites, including interpretive or observation sites, would not be allowed.

Twenty-one lodges, resorts, hotels, and ranches operate under Forest Service permits outside the PCA within Alternative 4 (in addition to the 19 within the PCA). They would continue to operate under their current capacities but would not be able to increase accommodations as public demands increase. The limitation of current capacities could contribute to ensuring that these permitted services are used fully and support the businesses economically. Fees could increase as

## Recreation

the market warrants, providing greater economic return. Capacity increases that could also serve more people would not be allowed.

Permitted recreation residences would continue their use, but no increases in capacity would be allowed.

**Non-motorized dispersed.** Within the PCA and in Alternative 4 areas, hiking, backpacking, hunting, and horseback riding would have greater opportunities because of motorized access closures. If these activities develop a trend of recurring grizzly bear/human conflicts, use would be restricted. In those cases, dispersed sites could be closed or uses limited. High bear use of some areas also may warrant limiting use. Traditional recreation uses may change and people would not be able to use areas as they have in the past. Public safety could be improved where bears and humans are conflicting over use in specific locations. Alternative 4 could also affect these uses indirectly as trailhead sites reach capacity and parking is limited. Outfitting and guiding could also be affected where camps may be closed due to bear use or conflicts. If uses are limited to any large extent, these changes could diminish the economic livelihoods of particular affected operations.

**Motorized.** Motorized routes would be closed to achieve 70 percent security within a BMU subunit or analysis area (outside the PCA) and routes in inventoried roadless areas would be closed to motorized use. Approximately 1,850 miles of road would be closed. This would include 564 miles on the Targhee National Forest, 278 miles on the Beaverhead National Forest, 442 miles on the Gallatin National Forest, 11 miles on the Custer National Forest, 320 miles on the Bridger-Teton National Forest, and 235 miles on the Shoshone National Forest.

Within the PCA, effects are similar to Alternative 3 except fewer opportunities would exist outside the PCA to accommodate displaced use.

Outside the PCA, Alternative 4 extends security standards to a larger area beyond the PCA and would require closure of about 1,350 additional miles of motorized routes for a total of about 1,850 miles closed within the GYA. This change would significantly affect people's current motorized recreational pursuits. The recreation setting of semi-primitive motorized amounts to approximately 16 percent of the six GYA national forests; this type of setting would be reduced further, given motorized route closures. Areas like the Teton Basin and Palisades Ranger Districts (Big Hole Mountains and Deadhorse Ridge) that receive a lot of motorized recreation from local as well as regional areas would have a reduced base to travel in the backcountry. Alternative 4 would displace this use, increasing crowding, and causing more resource impacts to areas receiving the increased uses. See Figure 131 in appendix A for a map of the units that are within or outside the 70 percent security.

Motorized use is projected to increase about 9 percent by 2010 for the Rocky Mountain Region. Greater increases in recent years have been observed by some managers in the GYA (Klinger personal communication 2004). This higher level of increase is also supported by ATV registrations, particularly in eastern Idaho (State of Idaho 2003). As motorized uses continue to be popular, the quality of the experience may be altered as uses increase on the lands available. Crowding and sharing lands with different uses such as horse travel, hiking, or biking would occur and would negatively affect those who desire motorized access for the purpose of accessing the back country and viewing wildlife and scenery.

Past, present, and reasonably foreseeable actions can also affect motorized use and are considered as cumulative effects. Within the last five years, approximately 500 miles of road have been decommissioned on the Targhee National Forest to comply with the road density direction in the 1997 Revised Forest Plan. The Gallatin National Forest is currently updating a travel plan that will amend the 1987 Forest Plan, and other forests are currently revising or scheduled for revisions in the near future (Figure 3). It is likely that the revised plans will further define and possibly limit motorized access to address wildlife security needs, better manage conflicting recreation uses, and protect areas from resource damages.

Existing motorized use within the GYA would be displaced and motorized users would need to find other opportunities outside the six GYA national forests. Finding other substitutes, especially for those who desire backcountry, may be difficult because beyond the perimeter of the GYA much of the land transitions to rangelands and is privately owned. The GYA could not accommodate increasing demand for this use. Local and regional motorized users would be concerned with the closures, particularly having been affected by closures on the Targhee National Forest in recent years.

*Winter Recreation*

**Developed.** Within the PCA, effects are similar to Alternative 3.

The ski area on the Targhee National Forest within Alternative 4 (outside the PCA) could continue to operate under existing capacity; any increases called for under the master development plan to the existing capacity or capacities of the facilities would not be allowed under this alternative. This lost opportunity would negatively affect this business and could include economic losses if the current master development plan, which has already undergone public and agency review, is not viable.

Trailheads and parking areas for snow use would continue under their existing capacities. Approximately three snow parks are outside the PCA and within Alternative 4 (one on the Targhee National Forest and two on the Gallatin National Forest), although other trailhead parking areas serve dual winter and summer seasonal use. Increases in capacities would not be allowed.

**Non-motorized dispersed.** Cross-country skiing and snowshoeing would continue much as they have and increases in use are likely to occur over the decade. Alternative 4 would not affect this use unless parking areas become full and could not be extended.

**Motorized.** Within the PCA, effects are similar to Alternative 3.

Outside the PCA within Alternative 4, motorized use that occurs in grizzly bear denning areas would be eliminated. While more site-specific evaluations would be needed beyond this proposal, potentially an estimated one million acres of land currently available to snow machines (28 percent of total) could be closed, leaving approximately 2.6 million acres of land available for snow machine use. Snow machine use is one of the top four primary activities on the Bridger-Teton, Gallatin, and Targhee National Forests. For the Targhee, at least 26 percent of the yearly recreation visitors claim this as a primary activity. This effect would be in addition to recent changes to restrict snow machine use in Yellowstone National Park. People would be concerned over the cumulative changes and traditional uses would be disrupted. Crowding and displacement of use would occur. Increased law enforcement would be needed to inform people of the open routes and ensure compliance with closures.

### 3.10 Transportation Management

**Section 3.10 Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- Correction to the number of miles of road to be closed to meet the secure habitat standard in Alternative 4

**Affected Environment**

In this transportation analysis, definitions of travel routes follow those described in the Interagency Grizzly Bear Committee Taskforce Report: Grizzly Bear/Motorized Access Management (IGBC 1998). It was the IGBC's intent to establish definitions and procedures that would allow for consistency among the various land management units in describing effects of human access routes on grizzly bear habitat use. The following recommended definitions were adopted in this analysis:

**Roads** are all created or evolved routes that are greater than 500 feet long (minimum inventory standard for the Forest Service Route Management System), which are reasonably and prudently drivable with a conventional passenger car or pickup.

**Restricted roads** are legally restricted roads, typically with gates. Administrative motorized use may occur on gated roads. Permanently restricted roads are roads legally restricted with barriers, typically berms or rocks, and no administrative use is permitted.

**Open roads** are roads open to motorized use during any portion of the active bear season

A **decommissioned road** is a route that is managed with the long-term intent for no motorized use and has been treated in such a manner to no longer function as a road. An effective means to accomplish this is through one or a combination of several means including recontouring to original slope, placement of logging or forest debris, planting of shrubs or trees, etc.

**Trails** are created or evolved access routes that do not qualify as roads. They are not reasonably and prudently drivable with a conventional passenger car or pickup. Some trails are open to motorized use, such as motorcycles or all-terrain vehicles, and others are legally restricted to non-motorized use.

Figure 82 displays miles of motorized access routes open to travel year round or seasonally within the six GYA national forests as of 2003.

**Figure 82. Miles of motorized access routes open to travel year round or seasonally in 2003, within the six GYA national forests.**

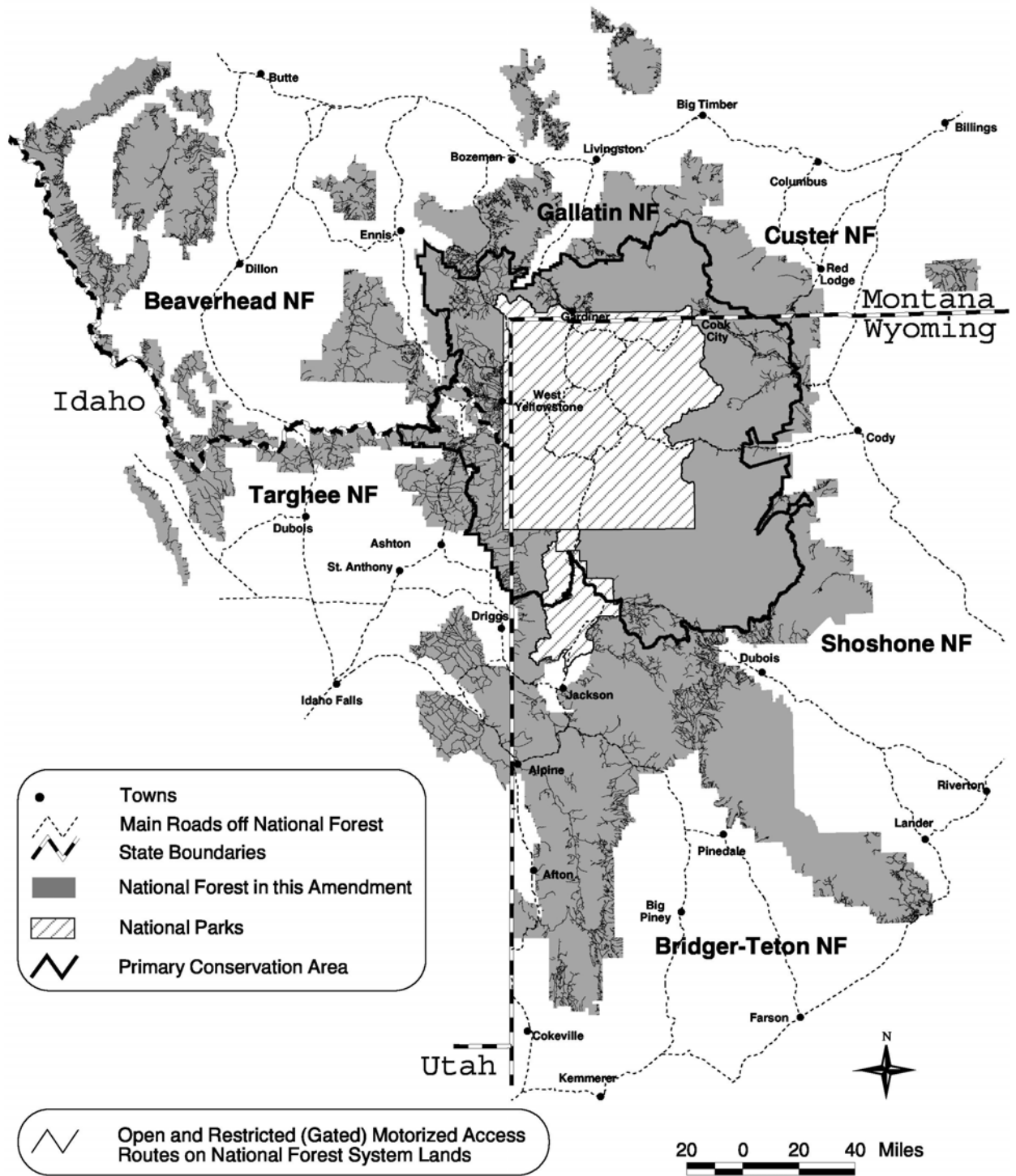
National forest	PCA	Alternative 4 area outside the PCA	Outside Alternative 4 and outside PCA	Total forest
Beaverhead	2	2,244	1,032	3,278
Bridger-Teton	160	874	629	1,663
Custer	11	121	311	443
Gallatin	889	975	264	2,128
Shoshone	202	1,022	394	1,618
Targhee	404	1,130	514	2,048
Total	1,668	6,366	3,144	11,178

*Past Road Construction and Decommissioning*

In the past 17 years, over 1,400 miles of road have been decommissioned in the GYA national forests, with less than 400 miles of road being constructed—a net reduction of over 1,000 miles of road. These tended to be roads that were in excess of what was needed for management or recreational activities, or were difficult or expensive to maintain, or both. Much of the road decommissioning has taken place inside the PCA with little accompanying road construction for a net reduction of 630 miles of road.

The trend for road decommissioning inside the PCA has slowed, with only 13 miles decommissioned from 2000 through 2002. Most roads that could be decommissioned have been decommissioned inside the PCA. Outside the PCA, opportunities still exist for road decommissioning. Road construction has been limited, especially with road construction and reconstruction being limited by the roadless policies in place from 2000 through 2005 coupled with concerns for controlling costs for maintenance of transportation systems.

Figure 83. Open and restricted (gated) motorized access routes on National Forest System lands.



**Figure 84. Summary of average miles of road constructed or decommissioned per year inside and outside the PCA for the last 17 years and from 2000 through 2002.**

Road constructed	Inside PCA	Outside PCA	Total (average per year)	Total for time period
1986 through 2002	5.5	15.3	20.8	353.6
2000 through 2002	0.3	2.1	2.3	6.9
<b>Road decommissioned</b>				
1986 through 2002	42.7	40.5	83.2	1,414.4
2000 through 2002	4.4	61.1	65.5	196.5

**Figure 85. Average miles of road constructed or decommissioned per year inside the PCA, by forest, for the last 17 years and from 2000 through 2002.**

Road constructed	BNF	BTNF	CNF	GNF	SNF	TNF	Total
1986 through 2002	0	1.5	0	0.1	1.3	2.6	5.5
2000 through 2002	0	0	0	0.3	0	0	0.3
<b>Road decommissioned</b>							
1986 through 2002	0	0	0	7.4	2.1	33.1	42.7
2000 through 2002	0	0	0	2.3	0.7	1.4	4.4

**Figure 86. Average miles of road constructed or decommissioned per year outside the PCA, by forest, for the last 17 years and from 2000 through 2002.**

Road constructed	BNF	BTNF	CNF	GNF	SNF	TNF	Total
1986 through 2002	4.1	2.6	0	3.9	1.2	3.5	15.3
2000 through 2002	0.8	0	0	1.0	0.3	0	2.1
<b>Road decommissioned</b>							
1986 through 2002	4.9	11.1	0.2	6.1	4.3	14.0	40.6
2000 through 2002	14.7	10.0	0.9	6.1	0.7	28.8	61.2

*Roads Analysis Requirements and Findings*

Roads analysis requirements are described in Forest Service Manual 7700 Transportation System. These requirements, adopted in 1999, ensure that decisions to construct, reconstruct, or decommission roads incorporate science-based roads analysis. All forests in the GYA have completed a roads analysis.

*Forest Plan Direction for Transportation Management in the PCA*

**Beaverhead National Forest.** Motorized use is prohibited year-round within the PCA because nearly all the area is in designated wilderness.

**Bridger-Teton National Forest.** The Bridger-Teton Forest Plan does not contain a specific Forestwide or PCA access standard. Outside designated wilderness, most management prescriptions within the PCA would permit open road densities of 0.25 to 1.25 mile per square mile of standard or equivalent road. The three management prescriptions with the fewest acres within the PCA contain no road density standard.

**Custer National Forest.** Approximately 96 percent of the Custer National Forest within the PCA is designated wilderness. The non-wilderness portion of the PCA is allocated to management areas

that discourage road development (6,691 acres) or emphasize mineral management (1,595 acres). The mineral management area includes a standard that states, “road densities will average about two miles per square mile during initial development. Secondary and tertiary recovery could increase this mileage to a total of five to six miles per square mile.”

**Gallatin National Forest.** The Gallatin Forest Plan includes a Forestwide standard that states, “within Bear Management Subunits (unless allowed through consultation with the USFWS) 1) do not increase open motorized access route density from the current [1995] level, 2) do not increase total motorized access route density from the current level, and 3) do not decrease the amount of core area(s) from the current level.” Motorized access concerns identified in the Conservation Strategy in several BMU subunits will be addressed through the Forest’s travel management plan, which is being updated.

**Shoshone National Forest.** The Shoshone Forest Plan has a Forestwide standard for no net increase in roads. The Plan does not contain specific direction for secure habitat or motorized access within BMU subunits. A no net increase in roads would essentially mean a no net decrease in secure habitat on a Forestwide basis.

**Targhee National Forest.** The Targhee Forest Plan contains a Forestwide goal to increase grizzly bear security. Forestwide standards for grizzly bear habitat require that the Forest “achieve the road density standards in the Bear Management Units (BMUs) within three years of the implementation of the Record of Decision in coordination with USFWS and State Wildlife agencies.” Management area prescriptions and Forestwide direction establish standards for open road and open motorized trail access density, and total motorized access route density within the PCA. The Forest Plan identifies numerous management prescriptions within the PCA that meet the definition of core areas from the 1994 IGBC Access Task Force. The Conservation Strategy recognizes that the Targhee Forest Plan is consistent with the secure habitat standards. The Conservation Strategy states, “When fully adopted and implemented the Standards and Guidelines of the 1997 revised Targhee Forest Plan met the intent of maintaining secure habitat levels.”

**Effects on Transportation Management**

The proposed action and alternatives represent programmatic decisions and would have no direct effects on the transportation system. Any direct effects would occur later at the project level when site-specific decisions are made about road and trail use restrictions. Most of the effects identified in this analysis would be indirect effects in that they would occur later in time because of this programmatic decision. Changes in transportation management affect recreation opportunities, access for timber harvesting and minerals extraction, and the social environment. These effects are discussed in their respective sections in chapter 3.

The indirect effects identified in this section are the projected impacts of the project-level implementation of the proposed standards. The following section discloses the estimated mileage of road status changes expected with implementation of each alternative.

**Figure 87. Miles of road decommissioned to meet Standard 1.**

Miles of road decommissioned	BNF	BTNF	CNF	GNF	SNF	TNF	Total
Alternative 1	0	0	0	0	0	0	0
Alternatives 2 and 2-Modified	0	0	0	0	0	0	0
Alternative 3	0	21	1	356	25	84	487
Alternative 4	278	320	11	442	235	564	1,850

Standard 1 varies in Alternatives 2, 2-Modified, 3, and 4. Standard 1 in Alternatives 2 and 2-Modified would require that secure habitat within each BMU subunit be maintained at or above

levels that existed in 1998. Temporary and permanent changes would be allowed under specific conditions identified below. No road closures would occur in Alternatives 2 or 2-Modified.

In Alternatives 3 and 4, Standard 1 would require secure habitat within each BMU subunit to be maintained at or above levels that existed in 1998 or 2003, with no permanent or temporary changes allowed. Existing motorized routes in inventoried roadless areas would be removed within five years and secure habitat below 70 percent would be increased to 70 percent within five years through removal of existing motorized routes. Alternatives 3 and 4 would require road decommissioning to meet this standard, with more miles of road decommissioned in Alternative 4 because of the larger area to which Standard 1 applies.

*Effects of Alternative 1 on Transportation Management*

Alternative 1 would not require decommissioning of any roads. Because there is no standard requiring maintenance of secure habitat, some road construction could take place that would reduce secure habitat below 1998 levels. Consultation with USFWS would be required for all access decisions.

*Effects of Alternatives 2 and 2- Modified on Transportation Management*

Alternatives 2 and 2-Modified would not change access, current use, traffic patterns, and road standards when compared with Alternative 1. The secure habitat standard requires that secure habitat be maintained at 1998 levels, which would allow access and use to continue at those levels. Proposals to permanently increase the transportation system would not occur unless mitigation is met, as described in the Application Rules. Administrative access needed for activities such as Natural Resource Conservation Service snow surveying would not change from Alternative 1.

*Effects of Alternative 3 on Transportation Management*

Alternative 3 would require nearly 500 miles of road decommissioning in order to meet a minimum of 70 percent secure habitat for all BMU subunits inside the PCA and removing existing routes in inventoried roadless areas. Decommissioning can be accomplished through one or a combination of several means including recontouring to original slope, placement of logging or forest debris, planting of shrubs or trees, etc.

For the purposes of this analysis, it is assumed roads would initially be restricted by barriers, with recontouring and obliterating to occur later. Most road decommissioning would occur on the Gallatin National Forest with some additional closures on the Targhee, Bridger-Teton, and Shoshone National Forests.

On the Targhee National Forest, the majority of the road decommissioning would occur in two BMU subunits in the Henrys Lake area. Access and use would be changed in that area, which would limit recreational opportunities and access for vegetation treatment. Even if these roads were decommissioned in the Henrys Lake area, some roads would remain open, including county roads, a U.S. highway, a road to a Federal Aviation Administration site on Sawtell Peak, a road to an authorized mining claim, and roads providing access to private lands. Not enough roads can be legally decommissioned to achieve 70 percent secure habitat.

Administrative access needed for activities such as Natural Resource Conservation Service snow surveying could decrease in Alternative 3 because of road decommissioning.

*Effects of Alternative 4 on Transportation Management*

Alternative 4 would require about 1,850 miles of road decommissioning in order to meet a minimum of 70 percent secure habitat for all BMU subunits and also meet decommissioning of existing routes in inventoried roadless areas. This would occur within Alternative 4 boundaries. It is assumed roads would initially be restricted by barriers, with recontouring and obliterating to occur at a later date. All national forests would require road decommissioning of over 200 miles in each forest, except for the Custer National Forest, which would require only 11 miles of road decommissioning. The 1,850 miles of road decommissioning would include almost 500 miles of



road decommissioning in the PCA, as described in Alternative 3, and about 1,350 miles of road decommissioning outside the PCA within Alternative 4 boundaries.

Decommissioning of 1,850 miles of road would change access and current and projected use for nearly all the national forests in the GYA. Roads in inventoried roadless areas would be decommissioned first. Effects of decommissioning are further discussed in the timber, recreation, social, and minerals sections. Administrative access needed for activities such as Natural Resource Conservation Service snow surveying could decrease in Alternative 4 because of road decommissioning.

### **3.11 Landownership**

#### ***Affected Environment***

Landownership for the national forests in the GYA varies inside National Forest System lands boundaries and includes parcels of lands owned by private entities, states, and other federal agencies.

In the GYA, National Forest System lands are generally well connected, providing a good opportunity to maintain habitat connectivity. The national forests are adjacent to Yellowstone National Park, which is continuous public land not subject to development or exchange, adding to the ability to maintain habitat connectivity. Private lands are generally not managed for grizzly bear habitat. Recent land exchanges on the Gallatin National Forest have improved land patterns for management of grizzly bear habitat. (These exchanges occurred on Gallatin 3 and Hilgard 1 subunits.) Further improvements in secure habitat will likely result through current travel management planning efforts on the Gallatin National Forest.

For the Forest Service, landownership changes come about through land exchanges and purchases. The federal real estate program is active throughout the six GYA national forests. Its purpose is to manage and conserve the public's real property for the purposes for which it was reserved from the public domain. One of its primary goals is to consolidate landownership patterns to help manage federal lands more effectively and efficiently.

#### ***Effects of All Alternatives on Landownership***

There are no objectives, standards, or guidelines in any alternative related to the lands program, and no effects are expected. Landownership adjustments would continue, but may not be a priority because of limited funding. In some areas, grizzly bear habitat may be exchanged, and in others, it may be acquired. Private lands within the PCA may be a priority for acquisition, exchange, or purchase of a conservation easement.

An active real estate program could enhance and protect grizzly bear habitat connectivity by retaining public lands and acquiring non-federal lands. Some grizzly bear habitat could be enhanced and protected by acquiring conservation easements.

### 3.12 Minerals and Oil and Gas

#### Introduction

A wide variety of mineral and energy resources occur on the six GYA national forests. The authority of the Forest Service to manage mineral activities depends on the commodity and the legal status of the lands on which they occur.

#### **Changes between Draft and Final EIS**

In this section, the following additions and updates were made:

- A discussion on the effects on phosphate leases
- A table displaying the number of active leases and estimated acres affected outside the PCA
- A table displaying the number and relative location of active oil and gas wells
- Tables describing changes in leasing stipulations between alternatives

Surface-disturbing activities associated with mineral and energy resources typically include:

**Exploration** is physically searching for minerals. It could include building roads, drill pads, underground workings, trenching, and reclamation. The length of time depends on the complexity and size of the project but usually takes several weeks to one year.

**Development** is the work required to prepare a mineral deposit for production. It may include driving underground workings, stripping the overburden from deposits that will be open pit, building waste dumps, and constructing milling and transporting facilities. Oil and gas development includes drilling a series of production wells and building access roads. Mineral development projects can last several years.

**Production** is removing a mineral from the ground and making it available for final processing and consumption. The production phase varies with the size and quality of the deposit, but can last a short time or a decade or more.

**Reclamation** is the final phase of mineral operations on federal lands. Reclamation returns sites to natural landforms and vegetation. It can take less than a year to several years depending on the complexity of the site.

**Land status** affects the legal authorities that apply to management and disposal of minerals. Land is in one of the following status categories:

- Lands reserved from the public domain (the majority of lands within the GYA forests are in this category of public domain lands)
- Acquired lands
- Lands with federally owned surface and outstanding or reserved mineral rights
- Privately owned surface with federally owned minerals

The combination of land status and the type of mineral resource defines the agency's management authority.

The BLM and Forest Service classify mineral resources into three categories: locatable minerals, leasable minerals, and mineral materials.

**Locatable minerals.** Locatable minerals such as gold, silver, copper, and other metals are subject to the 1872 General Mining Law, as amended. The Mining Law grants a statutory right to explore for and develop these minerals, unless the land has been formally withdrawn from mineral entry.

The Forest Service manages impacts to other resources related to the exploration, development, and production of locatable minerals on its land via regulations at 36 CFR 228, Subpart A. Forest Service authority is directed at using the surface of National Forest System lands (30 USC 21-54). The Forest Service may not deny proposed operations or make them impossible by imposing unreasonably restrictive management requirements or conditions. The Forest Service may require mitigation and requirements to minimize adverse effects.

Forest Service regulations (36 CFR, 228 Subpart A 228.8) state that mining operations should minimize adverse environmental impacts to surface resources. The regulations include “taking all practicable measures” to maintain and protect wildlife habitat, and to reclaim surface disturbances, including rehabilitating wildlife habitat.

**Leasable hardrock minerals.** Hardrock minerals, such as gold or silver, which are locatable on public domain lands, are leasable on lands acquired by the Forest Service or BLM (1917 Weeks Law). On lands where the agencies acquired mineral as well as surface rights, the BLM issues the prospecting permits and leases for hardrock minerals. On acquired National Forest System lands, the BLM must first obtain the consent of the Forest Service. On lands with private surface and federal minerals, the BLM can make decisions about the leasable minerals and does not need the consent of the Forest Service, though they often seek recommendations. There are very few leasable hardrock mineral operations on the GYA forests.

**Leasable minerals.** Leasable minerals are federally owned fossil fuels (oil, gas, coal, oil shale, etc.), geothermal resources, sulfur, phosphates, and uranium that are subject to exploration and development under leases, permits, or licenses issued by the Secretary of the Interior, with Forest Service input on National Forest System lands. The BLM is the agency responsible for issuing the leases. The 1920 Mineral Leasing Act, as amended, together with the 1989 Federal Onshore Oil and Gas Leasing Reform Act, provide the authority and management direction for federal leasable minerals on federal lands. In 1970, the Geothermal Steam Act added steam to the list of minerals that could be leased on National Forest System lands.

The most common leases in the six GYA national forests are oil and gas leases, which are issued for 10-year terms. Oil and gas leasing and development decisions are made in three stages:

1. The BLM receives a nomination to lease lands for a specific mineral. The BLM forwards the request to the Forest Service.
2. The Forest Service makes a lease decision about which lands will be open for leasing, based on an analysis of the potential impacts of exploration and development. This decision identifies which areas will be open to development subject to standard lease terms, which areas will be open to development subject to constraints (lease stipulations), and which will be closed to leasing. The Forest Service informs the BLM of the results. The BLM is responsible for conducting the lease sale and issuing the lease.
3. After a lease is issued, the lessee has legal rights to explore and develop, subject to the terms of the lease and other applicable state and federal laws. The lessee must obtain approval from the BLM and the Forest Service for ground disturbing activities on the lease. This is when site-specific resource protection measures developed through NEPA are applied as conditions of approval for the surface use plan of operations. Such measures must be within the scope of the rights granted under the terms of the lease.

Regulations at 36 CFR 228, Subpart E require oil and gas operators to comply with the ESA during operations. The regulations also require that roads be built and maintained to minimize or eliminate damage to other resources, including wildlife. Unless otherwise authorized, roads that are no longer needed are to be closed, bridges and culverts removed, and the roads surface shaped to a natural contour and stabilized. Operators are required to post bonds to ensure reclamation occurs. The National Energy Policy and Executive Order 13212, issued in 2001, says, “Agencies shall expedite their review of permits or take other actions as necessary to accelerate the completion of such projects, while maintaining safety, public health, and environmental protection” (Cheney et al. 2001).

Similarly to oil and gas, operators of coal, geothermal, and solid non-energy leasable materials must obtain a lease prior to any ground disturbance. The BLM issues leases for coal, geothermal, and solid non-energy leasables, taking into account the Forest Service’s consent authority and/or recommendations. Operators proposing to mine leasable minerals are obliged to post reclamation bonds to make sure reclamation takes place. Most land and resource management plans include standards and guidelines for reclaiming mining and other leasable operations.

**Mineral materials/salable minerals.** Mineral materials or salable minerals are common materials such as stone, sand, gravel, clay, cinders, and decorative rock. Disposal is authorized under the Materials Act of 1947. This Act provides for disposing of mineral materials on public lands through bidding, negotiated contracts, or free use.

The Forest Service may sell these mineral materials or issue free-use permits to state and county governments for public projects such as highway construction and maintenance. All contracts contain requirements for reclaiming sites to pre-mining conditions as much as possible. The Forest Service uses mineral materials from its lands for building and surfacing forest roads.

The Forest Service has full authority to make decisions about disposing of mineral materials on lands of all status categories where the surface is federally owned.

### 3.12.1 Locatable Minerals

#### Affected Environment

The six GYA national forests have a long history of locatable hardrock minerals activity. Mining activities in and around the Beaverhead and Gallatin National Forests were instrumental in the settlement of early Montana. Geology is favorable for the occurrence of mineral deposits within the six national forests for a wide variety of minerals such as gold, silver, copper, and other metals including platinum and palladium.

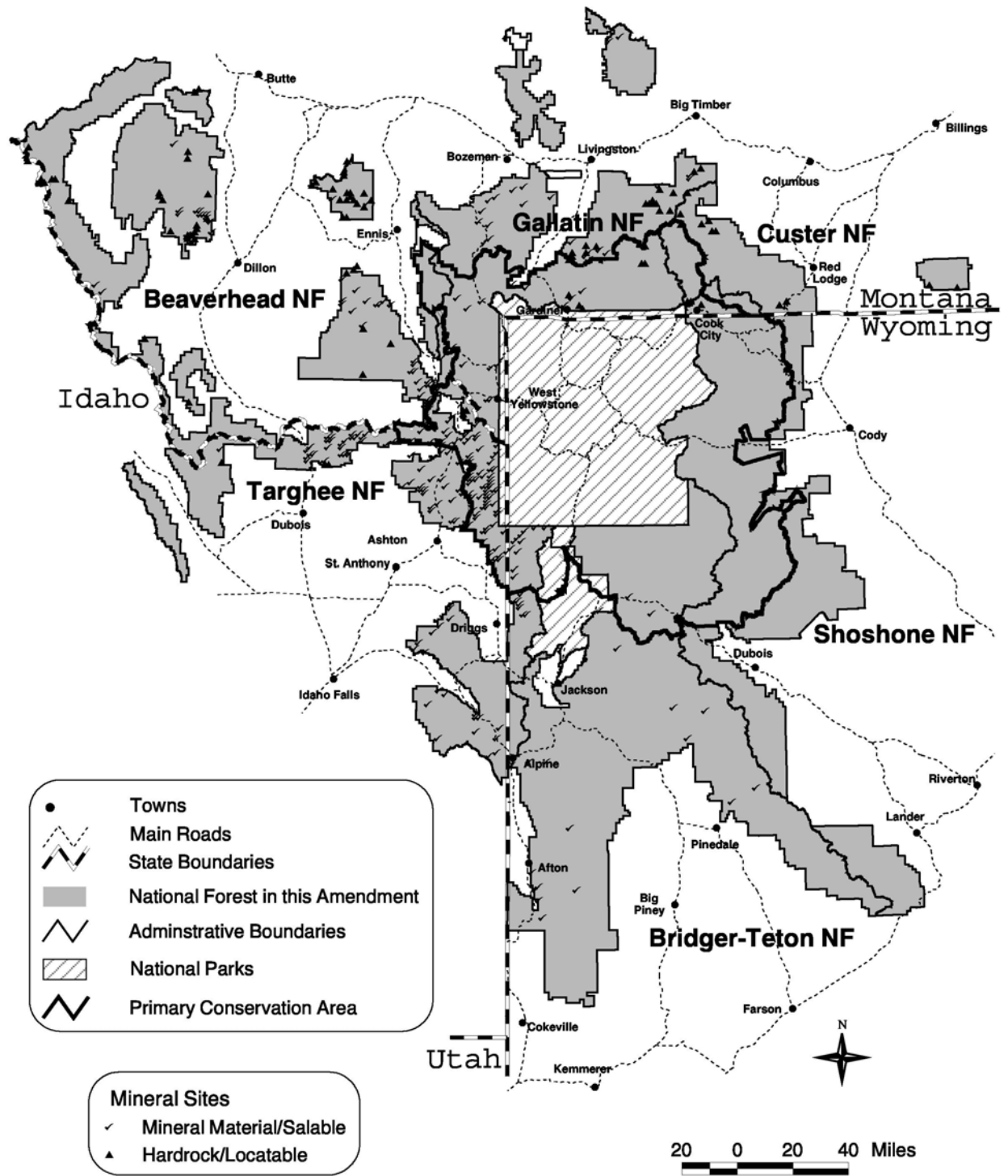
Mining has waned since the late 1800s; only a fraction of the historic sites operate today. The majority of the locatable mineral activity is on the Beaverhead and Gallatin National Forests. Current activity includes several existing operations and some new exploration and production sites. One important area of exploration and mine development is the Stillwater Complex on the Gallatin and Custer National Forests. Two mines, currently in production on this complex, are the only sources of domestically produced platinum and palladium (Figure 88 and Figure 90).

*Figure 88. Hardrock/locatable minerals sites with plans of operation.*

National forest	Inside the PCA	Alternative 4 area outside the PCA	Outside the Alternative 4 area and outside the PCA	Total
Beaverhead	0	31	21	52
Bridger-Teton	0	0	0	0
Custer	3	6	5	14
Gallatin	7	16	2	25
Shoshone	0	0	0	0
Targhee	1	2	0	3
Total	11	55	28	94

Future locatable mineral activity is likely to occur in or near areas of known discoveries and where the geology is favorable for economically viable mines (USDI Geological Survey 2005). Within the PCA, significant future exploration or development will most likely occur in the areas closest to the Stillwater Complex. In other PCA areas, the potential for future mineral discoveries and development is considered probable but low due to the costs associated with operating in the area.

Figure 89. Hardrock and mineral materials sites on the six GYA national forests.



## Effects on Locatable Minerals

### *Effects of Alternative 1 on Locatable Minerals*

Management direction about locatable minerals would not be changed under the no action alternative, so there would be no effect. Proposals would be permitted according to the requirements of the 1872 General Mining Law. Existing requirements for wildlife protection are provided in 36 CFR 228, Subpart A, which requires operators to comply with the ESA. Protection or mitigation measures for species are identified in project analysis before decisions are made about disturbance in a case-by-case manner.

New discoveries usually take place in historic mining areas but can occur where more recent interpretations of the geology lead to the discovery and production of economically valuable deposits. New operations have more stringent environmental protection measures than their historical predecessors. New access requires project-specific analysis and approval of designated routes.

### *Effects of Alternatives 2, 2-Modified, 3, and 4 on Locatable Minerals*

Alternatives 2, 2-Modified, 3, and 4 add management direction outlining certain mitigations in Standards 1 and 2 per the Application Rules. Alternative 4 applies the management direction to a larger area. The direction in all four action alternatives requires minimizing effects on grizzly bear habitat during hardrock mineral exploration and development on hardrock operations large enough to require a plan of operation. The action alternatives do not preclude developing locatable minerals because the Forest Service does not have the authority to deny the development of hardrock mineral deposits. The alternatives do not affect small activities permitted under a Notice of Intention to Operate where no road is needed and minimal surface disturbance occurs. These small operations are not considered developed sites.

To the fullest extent of its regulatory authority, the Forest Service would minimize effects on grizzly bear habitat from activities based in statutory rights, such as the 1872 General Mining Law. Mitigation for Mining Law site impacts would follow standard developed site mitigation to offset any increases in human capacity, habitat loss, and increased access to surrounding habitats. Developed site mitigation should be equivalent to the type and extent of impact from the proposed operation. Impacts relating to Mining Law activities would be mitigated per the Application Rules for changes in secure habitat and developed sites. Mitigation may include decommissioning roads, closing out another developed site, combining or eliminating some dispersed uses, or reducing the capacity of a developed site. In cases where the mitigated effects would result in exceeding the 1998 baseline that cannot be compensated for within that subunit, compensation, in the PCA, to levels at or below the 1998 baseline would be accomplished in adjacent subunits where possible, or the closest subunit if this is not possible, or in areas outside the PCA adjacent to the subunit impacted.

While the above standards and Application Rules do not preclude development, they do require grizzly bear needs be considered and addressed in the prescribed manner. This would require additional mitigation and conditions to minimize effects on grizzly bears, and is likely to increase the costs of operation.

### 3.12.2 Leasable Minerals

#### Affected Environment

##### ***Coal, Geothermal, and other Leasable Mineral Potential***

Coal potential exists on most of the GYA forests. Its quality and quantity have not resulted in much public demand for leases or development. There have been coal mines on the Beaverhead and Targhee National Forests and adjacent to the Gallatin and Custer National Forests over the last century. There are currently no active coal operations or requests for lease on any of the forests.

Geothermal is similar to coal—there is potential but little interest in leasing. There is a large Known Geothermal Resource Area established by the U.S. Geological Survey on the Targhee National Forest. Portions of this area are within the PCA. This area has been withdrawn from geothermal leasing due to concerns about the geothermal features and resources of Yellowstone National Park.

Three phosphate leases on the Targhee National Forest are located in and adjacent to the PCA. There has been some exploration (trenching) and minor production work done on the leases. There are no current plans for development though the right for development exists.

There have been infrequent requests to lease other hardrock minerals on acquired lands or for other leasable minerals on the GYA forests. There are no active hardrock mineral leases on any of the GYA forests.

Because of the low interest in leasable minerals other than oil and gas and, for some minerals, low potential, future proposals for development sites are expected to be few and far between. Therefore, this analysis does not provide a more detailed evaluation of the effects on leasable minerals other than oil and gas.

##### ***Oil and Gas—Current Development***

There are a total of 90 active leases on the six GYA national forests but there are no active oil and gas leases or wells inside the PCA (Figure 90 and Figure 91). Outside the PCA oil and gas leasing and development varies according to occurrence potential. The highest potential for occurrence is on the Bridger-Teton National Forest. All active wells are on the Bridger-Teton National Forest in the Wyoming Range south and west of Big Piney, which is outside the Alternative 4 area and the area that is biologically suitable and socially acceptable for the grizzly bear in Wyoming.

***Figure 90. Active oil and gas leases inside the PCA, in the Alternative 4 area outside the PCA, and outside the Alternative 4 area<sup>1</sup>.***

National forest	# of leases	Estimated acres	# of active leases	Estimated acres	# of active leases	Estimated acres <sup>2</sup>
Beaverhead	0	0	0	0	1	0
Bridger-Teton	0	0	0	0	69	62,000
Custer	0	0	2	2,000	4	4,000
Gallatin	0 <sup>1</sup>	0	0	0	0	0
Shoshone	0	0	6	5,000	8	7,000
Targhee	0	0	0	0	0	0
Total	0	0	8	7,000	82	73,000

<sup>1</sup> There are eight inactive leases on the Gallatin National Forest inside the PCA.

<sup>2</sup> Based on an estimate average of 900 acres per lease.

**Figure 91. Active oil and gas wells on the six GYA national forests.**

National forest	Inside the PCA	Alternative 4 areas outside the PCA	Outside the Alternative 4 area and outside the PCA	Total
Beaverhead	0	0	0	0
Bridger-Teton	0	0	14	14
Custer	0	0	0	0
Gallatin	0	0	0	0
Shoshone	0	0	0	0
Targhee	0	0	0	0
Total	0	0	14	14

**Oil and Gas Occurrence Potential**

Occurrence potential is a predictor of whether the parameters that govern the potential accumulation of oil and gas are present in a certain area. Those parameters include 1) potential source rock, 2) thermal history suitable for the formation of oil or gas, 3) potential for porous and permeable reservoir rock, 4) geologic structures or stratigraphy (arrangement of rock layers) present that would trap accumulations of petroleum, and 5) geologic seals for the traps. The six national forests include a spectrum of oil and gas potential occurrence ranging from high on the south end of the Bridger-Teton National Forest where large volume gas wells exist, to low potential on the Targhee National Forest. The oil and gas occurrence potential varies across the area due to very distinct geologic histories (Interagency Reference Guide 2002).

The following information about oil and gas potential for occurrence in the GYA national forests is based on Reasonable Foreseeable Development (RFD) scenarios prepared for the forests’ oil and gas leasing decisions and assessments by the U.S. Geological Survey (USDI Geological Survey 1996). It is also based on assessments of the oil and gas potential in southern and southwestern Montana by the BLM, Montana State Office (Long 1990).

*Beaverhead and Targhee National Forests*

To the west of Yellowstone National Park, the Beaverhead and Targhee National Forests have primarily moderate to very low occurrence potential. The area contains the leading edge of the Northern Disturbed (overthrust) Belt. The overthrust belt has been the source of world class petroleum production in Canada and Wyoming. The areas on the Beaverhead and Targhee National Forests have been lightly explored.

The Oil and Gas Potential Report in the FEIS for the Targhee National Forest’s Oil and Gas Leasing Analysis (USDA Forest Service and USDI BLM 2000) found that the area north of Alpine, Wyoming and within the Palisades Ranger District east of the Snake River has high oil and gas potential because the area possesses geologic characteristics similar to producing areas in southwestern Wyoming and northern Utah. Wells drilled on the Targhee National Forest in this area have found shows of oil, possible reservoir rock, and possible trapping structures. No productive wells have been discovered. Flanking areas to the northwest and south of the Palisades are rated as having moderate potential. A few wells have been drilled. There is coal under the area northwest of Palisades and west of Driggs, Idaho, and there may be some potential for gas from the coal. The rest of the Targhee National Forest ranks as low or very low due to formations from igneous intrusions or unfavorable thermal history, which may have degraded potential oil and gas.

The RFD for the Beaverhead National Forest’s Oil and Gas Leasing FEIS (USDA Forest Service and USDI BLM 1995a) documented that at least one non-productive well drilled in the southern



portion of the Forest to explore the overthrust belt near the Tendoy Mountains had shows of oil and gas and found prospective thicknesses of sedimentary formations. This area has been assigned a moderate occurrence potential. The central portion of the Gravelly/Snowcrest Range was assigned a moderate potential because of the thickness of the sedimentary rocks. Only a couple of wells have been drilled in this area. Possible source rocks and possible reservoir rocks were found in the wells. The majority of the Forest ranks low or very low occurrence potential because of igneous intrusions or lack of sedimentary rock sequences greater than 2,500 feet.

*Bridger-Teton National Forest*

The majority of the Bridger-Teton National Forest is rated as high potential for occurrence. The Bridger-Teton includes portions of the Wyoming Thrust Belt, the northern portion of the Hoback Basin, and the Mt. Leidy Highlands area. These areas contain thousands of feet thicknesses of sedimentary formations with the potential to contain petroleum resources.

The southern and central portions of the Forest are located on the Thrust Belt. Gas production has been discovered on the southern portion of the Forest in the Riley Ridge Field. The complex geology makes exploration difficult but provides the potential for many different types of traps and accumulations. Approximately 150 wells have been drilled on the Forest. The majority of wells have explored the Thrust Belt. Fourteen wells have been commercial discoveries. The potential in the northern and central portion of the Bridger-Teton has had fewer wells drilled. There are some areas of high potential and there have been some non-commercial discoveries. Other areas, while having promise for oil or gas accumulations, have been lightly explored and not enough is known to rank the area as high potential (USDA Forest Service 2000).

*Custer National Forest*

The occurrence potential on the Beartooth Ranger District runs the gamut from very low in the southwest to high along the eastern edge. The western and southwestern portions of the Beartooth Ranger District are highly mineralized Precambrian igneous and metamorphic rocks, resulting in very low potential for oil and gas occurrence.

The Forest's eastern edge is an overthrust area with limestone, sandstone, and shale sedimentary units. Very few wells have been drilled on the Forest to explore the overthrust potential, but there have been producing wells drilled adjacent to the Forest at the Dean Dome Field. Areas near production or near off-Forest wells that had shows have been assigned a high potential for oil and gas occurrence. The majority of the Beartooth Ranger District outside of wilderness has been assigned moderate potential based on the sedimentary layers, the overthrust layers, and the offsetting production (USDA Forest Service and USDI BLM 1993).

*Gallatin National Forest*

To the northwest and north of Yellowstone National Park, the Gallatin National Forest has low to very low potential. Rocks of volcanic origin, tectonic activity especially around Hebgen Lake, layers of sedimentary rocks less than 3,000 feet thick and sedimentary rocks that have been metamorphosed all contribute to the low and very low rankings.

The area has been very lightly explored. Less than 10 wells have been drilled near the Gallatin National Forest. Those wells have primarily explored the areas of valley fill that have the potential for thicker layers of sedimentary rock. Two wells were drilled in the Paradise Valley, neither encountering shows of oil or gas.

More sedimentary sequences occur around the Crazy Mountains and the eastern portion of the Bridger Mountains. Two wells in this area, but off-Forest, did encounter shows of gas; therefore, portions of the Bridger and Crazy Mountains are classified as moderate occurrence potential. There is also a potential for coal bed natural gas in the coal seams that occur in the Bozeman Pass area (Long 1990).

*Shoshone National Forest*

To the east of Yellowstone National Park, the Shoshone National Forest borders on some of the major producing basins in Wyoming. The majority (55 percent) of the Forest outside of legally unavailable lands such as wilderness is classified as high or moderate potential for the occurrence of oil and gas. The U.S. Geological Survey identified three known oil and gas plays that extended under the Shoshone National Forest: the Basin-Margin Anticlinal Play, the Basin-Margin Subthrust Play, and the Sub-Absaroka Play (USDI Geological Survey 1996).

The Basin-Margin Subthrust Play is a continuation of the overthrust potential described for the southeast corner of the Beartooth Ranger District on the Custer National Forest. Very few wells have been drilled, so the extent of this play is inferred. No production has been discovered on the Forest in this play.

A major portion of the northern half of the Shoshone National Forest is over the Sub-Absaroka Play. Very few wells have been drilled to test this play because the potential targets in the play are covered by thick layers of volcanic rock. A few discoveries have been made off-Forest.

The major play of interest is the Basin-Margin Anticlinal Play. This play was formed along the margins of the Big Horn and Wind River Basins and includes the Big Horn Basin. Over 50 fields that have the ability to produce over a million barrels of oil have been discovered in this play area. This play includes most of the Big Horn Basin. The western portion of this play is under the Shoshone National Forest.

Twenty oil and gas fields have been discovered within 10 miles of the Forest boundary on the northeast portion of the Shoshone. Twenty-eight wells have been drilled in the northeast Shoshone between 1956 and 1986. One field (Line Creek) was discovered on the Forest but has since been abandoned. Exploratory drilling is occurring off-Forest and seismic activity is proposed on the Shoshone National Forest near Clark, Wyoming. Eleven wells have been drilled on the southern portion of the Shoshone National Forest. None of these wells has discovered producing amounts of oil or gas (Ogaard 1992).

The northwest portion of the Forest has low to very low potential where the Forest sits on the volcanic rocks associated with the Absaroka Plateau and Beartooth Mountains. The very southeast portion of the Forest has low potential where the Precambrian igneous formations exist.

***Oil and Gas Development Potential of the GYA National Forests***

The potential for occurrence is the first indicator used to predict potential activity. The second is the potential for development. The prediction for the development potential takes into account factors such as legal status (wilderness withdrawals), economic (price predictions for oil and gas), proximity to markets (pipelines), cost of development, and technology needed to develop possible oil and gas resources. The unconstrained development potential does not take into account management decisions affecting access to federal minerals. The unconstrained development potential is predicted using the assumption that all legally available lands are open for development with standard lease terms. It is a baseline against which various management proposals are weighed.

The potential for occurrence and the potential for development may be different. For example, an area may have a high potential for occurrence but a low potential for development because the prospective oil and gas reservoirs have complex geology and are deep. The development potential could be low because the wells would be expensive and technologically complex to drill and produce.

The six GYA national forests contain oil and gas development occurrences ranging from high on the south end of the Bridger-Teton National Forest to very low on portions of the other forests. The various RFDs predicted that some drilling would be likely under the unconstrained scenario (Figure 92).

The level of wells predicted in the unconstrained RFDs has not been realized. The unconstrained well predictions were primarily made during the late 1980s and early 1990s. Since then, some

forest leasing decisions made conservative leasing decisions that would preclude a portion of the predicted wells. The price of oil fell during the 1990s to a level that much of the drilling in the United States was curtailed (U.S. Department of Energy Energy Information Administration 2004 and 2005). The level of controversy that accompanies wells proposed in the GYA may have also reduced the number of well permits submitted.

**Figure 92. Number of predicted oil and gas wells for the six GYA national forests<sup>1</sup>.**

	<b>Beaverhead</b>	<b>Bridger-Teton</b>	<b>Custer</b>	<b>Gallatin</b>	<b>Shoshone</b>	<b>Targhee</b>
Unconstrained number of RFD wells	14	50	4	Not analyzed	27	15

<sup>1</sup> Based only on the potential for occurrence and not considering constraints associated with development of these resources.

### **Existing Leasing Decisions and Leases**

Much of the land in the PCA (62 percent) is legally not available for oil and gas leasing, i.e., wilderness areas. Four forests in the analysis area have leasing decisions that decided additional lands (13 percent of the PCA) are not available or not authorized for lease. The Gallatin and portions of the Bridger-Teton and Custer National Forests do not have current leasing decisions and cannot issue leases until the appropriate NEPA analysis is completed (13 percent of the PCA). Most of the PCA lands on the Custer and Targhee National Forests are in wilderness, which has no leasing. The Custer National Forest made a decision not to offer the area around Cooke City for lease. The PCA land on the Targhee National Forest outside of wilderness has a decision not to lease. Four percent of the PCA has private lands or minerals or falls into miscellaneous categories.

Several forests have made lease-availability decisions for oil and gas. There is limited availability for oil and gas leasing with occupancy in the PCA on the Bridger-Teton and Shoshone National Forests (3 percent). Some PCA lands are authorized for lease but surface occupancy is not allowed (5 percent) on the Beaverhead, Bridger-Teton, Custer, and Shoshone National Forests. The Gallatin National Forest has suspended leases that cannot be developed until the Forest completes an environmental impact statement.

Currently, there are about eight suspended leases for oil and gas on the Gallatin National Forest. There are no leases in the PCA for the other national forests (Figure 90 and Figure 93).

All leases specify that before any disturbance may occur, surveys or studies may be needed to determine the extent of impacts on resources and whether mitigation would be required. If threatened or endangered species are observed during operations, an additional evaluation would be conducted to assess the effects of ongoing or proposed activities on such species. Additional restrictions or prohibitions may be imposed as necessary to protect the species.

### **Effects on Oil and Gas Leasing and Development and other Leasable Minerals**

#### **Effects Common to All Alternatives**

The Forest Service does not have leasing authority on two types of land. First, the Forest Service cannot make leasing decisions on lands legally withdrawn from leasing such as wilderness and some wildness study areas. Second, the Forest Service cannot preclude leasing and subsequent development on minerals not owned by the United States. These areas will not change between the various alternatives.

If there were any active oil and gas leases in the PCA, all leases would be honored. (There are only suspended leases on the Gallatin National Forest; all other leases inside the PCA have expired.)

All alternatives would honor the three existing phosphate leases in and adjacent to the PCA on the Targhee National Forest. If development were proposed on these leases, the Forest Service would strive to meet Standards 1 and 2 to the extent consistent with the rights granted in these leases.

***Effects of Alternative 1 on Oil and Gas Leasing and Development***

Management direction about leasable minerals would not be changed under the no action alternative, so there would be no added effects. Requirements for wildlife protection are provided in 36 CFR 228.108(f), which requires operators to comply with the ESA. Impacts to and protection or mitigation measures for species are identified in project analyses before decisions are made about disturbances. In addition to protections provided in the standard lease terms, leasing decisions on several forests have required extra stipulations that would minimize the effects on grizzly bears. Some of the stipulations directly address the bear or its habitat. Other stipulations, while addressing other resources, result in constraints on the oil industry that reduce the effects on the bear.

Under Alternative 1, oil and gas development could occur on limited Forest Service managed lands (about 3 percent) in the PCA (Figure 95 and Figure 96). A portion of the Shoshone National Forest is available for leasing and development. Leasing decisions have yet to be made for the Gallatin and portions of the Bridger-Teton and Custer National Forests for lands in the PCA. The Beaverhead, Custer, and Targhee National Forests' oil and gas leasing decisions identified not available, no lease, or no surface occupancy for lands in the PCA. The Shoshone National Forest's leasing decision includes not available, no lease, or no surface occupancy for lands in the PCA in MS 1. An array of oil and gas developments is possible on areas outside the PCA (Figure 95 and Figure 96), as guided by existing forest plan direction; the Guidelines do not apply to this area. While there are lands open for leasing, the trend over the last 10 years indicates that several wells may be proposed and drilled over the next 10 years inside and outside the PCA.

Figure 93. Oil and gas leases on the six GYA national forests.

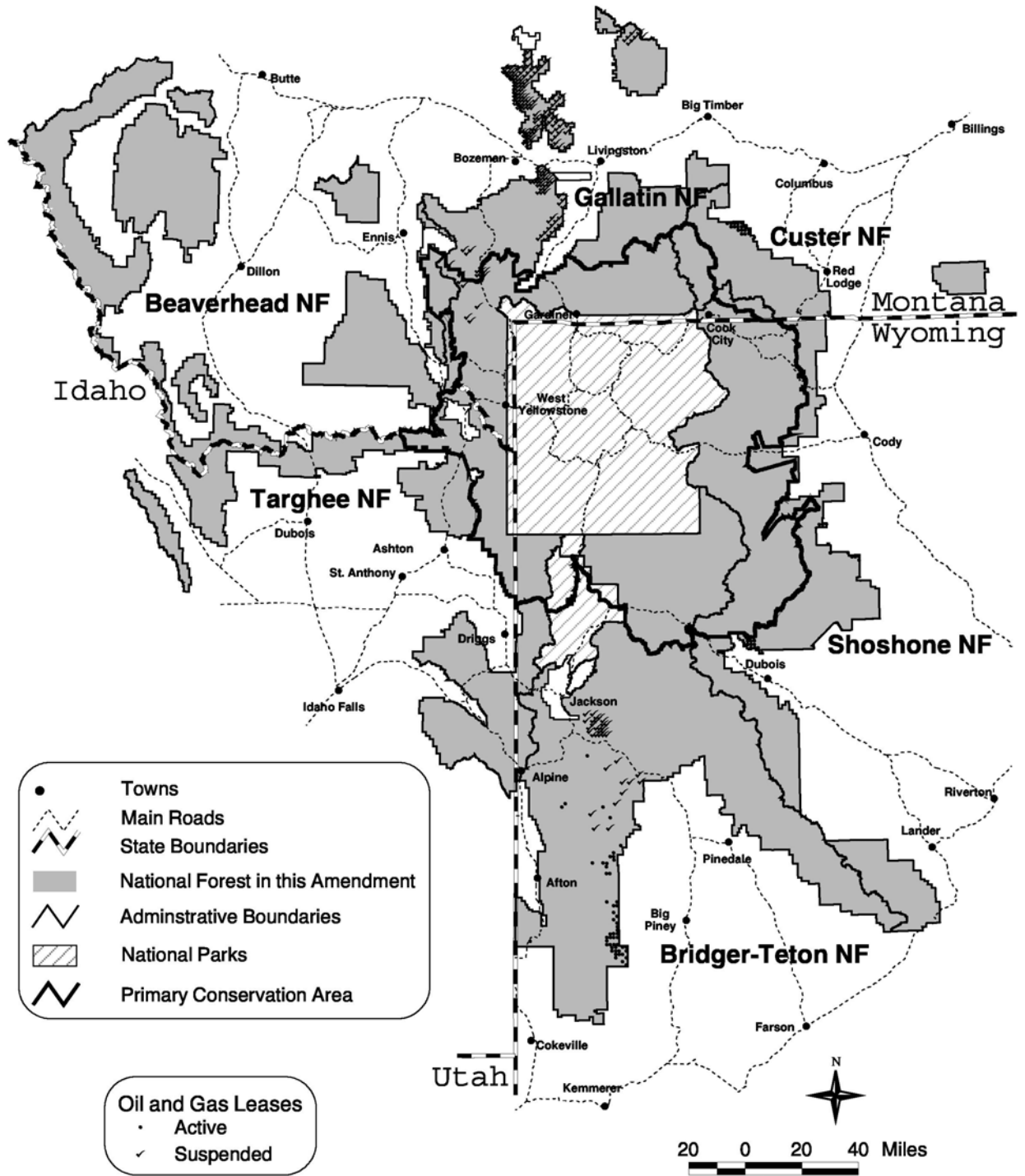
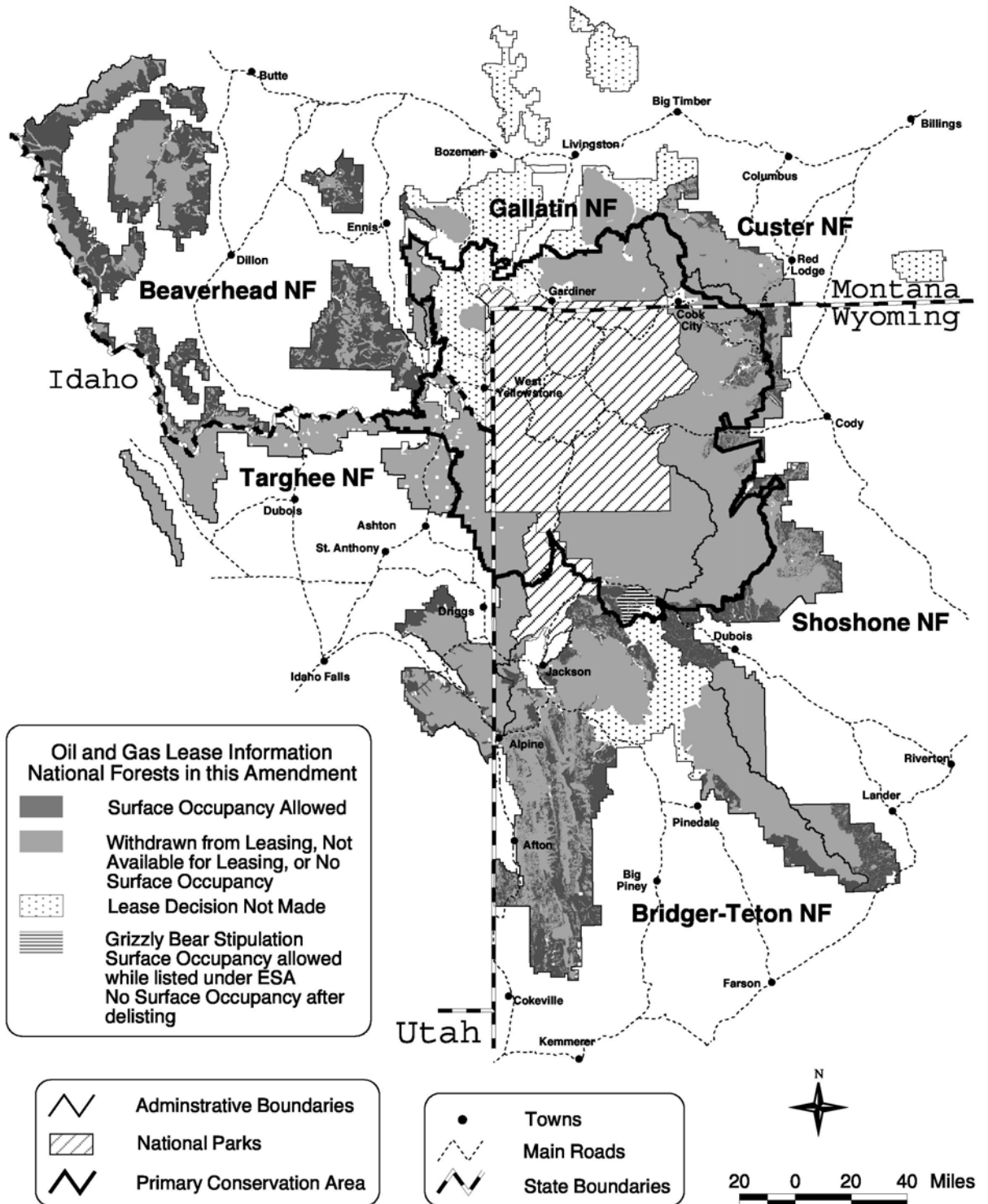


Figure 94. Areas available for oil and gas surface occupancy on the six GYA national forests.



**Figure 95. Current leasing status (Alternative 1) for lands not open to oil and gas leasing, lands open with no surface occupancy, and lands open with occupancy allowed. Shown by PCA, Alternative 4, and outside Alternative 4 areas (thousands of acres).**

<b>National forest</b>		<b>Lands legally withdrawn from leasing</b>	<b>Not available or not authorized for leasing</b>	<b>Leasing allowed - no surface occupancy</b>	<b>Leasing allowed occupancy allowed<sup>1</sup></b>	<b>Decision not made<sup>2</sup></b>	<b>Private, state, or other lands<sup>3</sup></b>
Beaverhead	Inside PCA	66	0	1	1	0	2
	Alternative 4 acres outside the PCA	108	254	366	822	0	26
	Outside Alternative 4 and outside PCA	0	86	113	335	0	12
	Forest total	175	340	479	1158	0	40
Bridger-Teton	Inside PCA	617	5	18	24	16	3
	Alternative 4 acres outside the PCA	710	23	142	141	264	14
	Outside Alternative 4 and outside PCA	45	75	641	567	107	13
	Forest total	1,372	102	800	732	386	30
Custer	Inside PCA	106	6	2	0	0	1
	Alternative 4 acres outside the PCA	227	53	48	12	0	3
	Outside Alternative 4 and outside PCA	0	0	38	20	74	8
	Forest total	333	59	88	32	74	11
Gallatin	Inside PCA	411	0	0	0	436	62
	Alternative 4 acres outside the PCA	305	0	0	0	555	144
	Outside Alternative 4 and outside PCA	2	0	0	0	141	71

Minerals and Oil and Gas

National forest		Lands legally withdrawn from leasing	Not available or not authorized for leasing	Leasing allowed - no surface occupancy	Leasing allowed occupancy allowed <sup>1</sup>	Decision not made <sup>2</sup>	Private, state, or other lands <sup>3</sup>
	Forest total	717	0	0	0	1,131	277
Shoshone	Inside PCA	933	47	166	77	0	9
	Alternative 4 acres outside the PCA	480	4	247	350	0	18
	Outside Alternative 4 and outside PCA	0	2	25	105	0	6
	Forest Total	1,414	53	438	531	0	32
Targhee	Inside PCA	85	390	0	0	0	46
	Alternative 4 acres outside the PCA	187	463	253	51	0	32
	Outside Alternative 4 and outside PCA	85	204	43	54	0	10
	Forest total	357	1,058	295	105	0	88
All forests total	Inside PCA	2,218	448	186	101	451	122
	Alternative 4 acres outside the PCA	2,017	797	1,055	1,375	818	237
	Outside Alternative 4 and outside PCA	132	367	859	1,081	322	119
	Forest total	4,368	1612	2,100	2,557	1,591	478

<sup>1</sup>Standard lease terms are applied to these lands and timing or controlled surface use stipulations may apply.

<sup>2</sup>Appropriate NEPA analysis has not been completed.

<sup>3</sup> Lands on which the Forest Service does not make the leasing or development decisions.



***Effects of Alternatives 2 and 2-Modified on Oil and Gas Leasing and Development***

Alternatives 2 and 2-Modified, while not directly prohibiting the development of oil and gas in the PCA, would increase the amount of mitigation needed. If operations were proposed in secure habitat other sites and roads would have to be closed so that the level of secure habitat or the number of sites does not change from 1998 levels. New proposals in non-secure habitat inside the PCA would have to be mitigated by closing out other types of developed sites so that the total number of sites in a BMU remained at or below the number and capacity of developed sites in 1998. Since there were no active oil and gas operations in the PCA in 1998, new operations would have to close out and reclaim some other site, such as another mineral operation or a recreation site. Depending on what type of site would be closed, the cost of the oil and gas operation could be greatly increased. Figure 96 shows the number of acres in secure and non-secure habitat that would have these additional mitigations added.

At the time that leases are proposed on the Shoshone National Forest, the Forest may have to re-evaluate the leasing decision to ensure the potential mitigations to meet Standards 1 and 2 are available in the BMU subunit. The Gallatin and the Bridger-Teton National Forests' future oil and gas decisions would be constrained by the direction included in these alternatives.

The level of potential development is already low for oil and gas in the PCA per the reasons cited in Alternative 1. Alternatives 2 and 2-Modified could reduce that level by increasing costs and may preclude forests from allowing leasing in areas where there may be limited mitigation opportunities.

The Energy Policy and Conservation Act Amendments of 2000 require the Secretary of the Interior, in consultation with the Secretaries of Agriculture and Energy, to conduct an inventory of all onshore federal lands. The inventory shall identify reserve estimates and “the extent and nature of any restrictions or impediments to the development of such (oil and gas) resources.” Alternatives 2 and 2-Modified would add additional mitigation to the development of oil and gas resources inside the PCA. It could also add restrictions to development if mitigation opportunities are not available (Figure 96). Outside the PCA, existing forest plan direction would guide oil and gas leasing and development.

***Effects of Alternative 3 on Oil and Gas Leasing and Development***

Alternative 3 would not allow new developed sites in the PCA and no increase in capacity above 1998 levels. There would be no new oil and gas leasing. The current leasing decisions would have to be changed inside the PCA. Approximately 1.6 million acres of nonwilderness lands both inside and outside the PCA are not open for lease under Alternative 1 (Figure 95). Under Alternative 3, approximately 2.4 million acres would not be available for lease, an increase of 739,000 acres inside the PCA (Figure 97). Currently there are no active leases inside the PCA. Figure 97 and Figure 99 display the reduction in acres available for surface occupancy and acres available for leasing. The eight suspended leases on the Gallatin National Forest would remain. If the status of these leases was resolved and APDs were proposed, the Forest Service would strive to meet Standards 1 and 2 to the extent consistent with the rights granted in the lease.

The level of potential development is already low for oil and gas in the PCA per the reasons cited in Alternative 1. Alternative 3 would reduce that level by precluding forests from leasing in the PCA. This would result in no new leases or subsequent wells being proposed or allowed in the PCA.

In response to analysis required by the Energy Policy and Conservation Act Amendments of 2000, Alternative 3 would restrict the development of oil and gas resources inside the PCA boundary. Outside the PCA, existing forest plan direction would guide oil and gas leasing and development.

**Figure 96. Acres of secure and non-secure habitat available for surface occupancy for oil and gas development inside the PCA for Alternatives 2 and 2-Modified (thousands of acres)<sup>1</sup>.**

National forest		Surface occupancy may be affected <sup>2</sup>	Future decision may be limited <sup>3</sup>
Beaverhead	Secure habitat	1	0
	Non-secure habitat	0	0
Bridger-Teton	Secure habitat	5	12
	Non-secure habitat	18	3
Custer	Secure habitat	0	0
	Non-secure habitat	0	0
Gallatin	Secure habitat	0	196
	Non-secure habitat	0	239
Shoshone	Secure habitat	54	0
	Non-secure habitat	23	0
Targhee	Secure habitat	0	0
	Non-secure habitat	0	0
All forests total	Secure habitat	60	208
	Non-secure habitat	41	243
	Total	101	451

<sup>1</sup> Any proposed development in secure habitat would require adherence to both the secure habitat standard and the developed site standard. Only the developed site standard applies in non-secure habitat.

<sup>2</sup> Acres where leasing decisions have been made and surface occupancy is currently allowed.

<sup>3</sup> Acres where leasing decision is yet to be made.

**Figure 97. Total acres (in thousands) not available or not authorized for leasing for oil and gas development from Alternative 1 for each of the six GYA national forests<sup>1</sup>.**

Forest	Alternatives 1, 2, and 2-Modified	Alternative 3 <sup>2</sup>	Alternative 4 <sup>3</sup>
Beaverhead	340	342	1,529
Bridger-Teton	102	159	705
Custer	59	61	120
Gallatin	0	0	0
Shoshone	53	296	893
Targhee	1,058	1,058	1,361
Total	1,612	2,351	4,608

<sup>1</sup> Legally withdrawn lands and private, state, and other lands are not included in this table because they do not change by alternative.

<sup>2</sup> All increases in acres not available for leasing are inside the PCA.

<sup>3</sup> All increases in acres not available for leasing are outside the Alternative 4 area outside the PCA.

**Figure 98. Total acres (in thousands) available for surface occupancy for oil and gas development and the percent reduction from Alternative 1 for each of the six GYA national forests.**

National forest	Alternatives 1, 2, and 2-Modified	Alternative 3 <sup>1</sup>		Alternative 4 <sup>2</sup>	
	Total acres available for surface occupancy	Total acres available for surface occupancy	Percent reduction	Total acres available for surface occupancy	Percent reduction
Beaverhead	1,158	1,156	0.2	335	71.1
Bridger-Teton	732	708	3.3	567	22.5
Custer	32	32	0	20	37.5
Gallatin	0	0	0	0	0
Shoshone	531	455	14.3	105	80.2
Targhee	105	105	0	54	48.6
Total	2,557	2,456	3.9	1,081	57.7

<sup>1</sup> All acres available for surface occupancy are outside the PCA.

<sup>2</sup> All acres available for surface occupancy are outside the Alternative 4 area outside the PCA.

**Figure 99. Total acres (in thousands) available for leasing for oil and gas development and the percent reduction from Alternative 1 for each of the six GYA national forests.**

National forest	Alternatives 1, 2, and 2-Modified	Alternative 3 <sup>1</sup>		Alternative 4 <sup>2</sup>	
	Total acres available for leasing	Total acres available for leasing	Percent reduction from Alternative 1	Total acres available for leasing	Percent reduction from Alternative 1
Beaverhead	1,637	1,634	0.2	448	72.6
Bridger-Teton	1,532	1,491	2.7	1,208	21.1
Custer	120	118	1.7	58	51.7
Gallatin	0	0	0	0	0
Shoshone	969	727	25.0	130	86.6
Targhee	400	400	0	151	62.3
Total	4,657	4,371	6.1	1,975	57.6

<sup>1</sup> All acres available for leasing are outside the PCA.

<sup>2</sup> All acres available for leasing are outside the PCA and outside the Alternative 4 area outside the PCA.

#### **Effects of Alternative 4 on Oil and Gas Leasing and Development**

Alternative 4 is similar to Alternative 3 but for a larger area of land. Alternative 4 covers approximately 10 million acres of land. Approximately 43 percent of these lands are legally withdrawn from oil and gas leasing. The current forest leasing decisions designate 1.6 million acres (13 percent) of nonwilderness lands both inside and outside the PCA as lands not available for leasing (Figure 97). Under Alternative 4 there would be no new leasing; current leasing decisions would have to be changed, resulting in approximately 4.6 million acres to be put off limits to leasing (Figure 97). Existing leases would remain in effect. If APDs were proposed on these leases, the Forest Service would strive to meet the standards to the extent consistent with the rights granted in the lease.

This would result in no new leases or subsequent wells being proposed or allowed in the Alternative 4 area. Alternative 4 represents approximately 77 percent of the National Forest System lands in the GYA. This alternative would almost triple the amount of land not available for leasing in the six forests in this analysis (Figure 97).

Development would be precluded on high occurrence potential lands on the Custer, Shoshone, Bridger-Teton, and Targhee National Forests. The Shoshone and the Targhee National Forests would be most affected because all or almost all of the high potential for occurrence lands could not be leased and subsequent wells drilled. While the Beaverhead and Gallatin National Forests do not have lands in Alternative 4 ranked as high occurrence potential, they would be affected because their moderate potential lands would be put off limits. While it is difficult to predict the number of wells that would be drilled with and without the added grizzly bear protections, the trend would be a significantly reduced number of wells under Alternative 4. For example, 12 of the 14 wells predicted in the Beaverhead National Forest's RFD could not be drilled under restrictions in Alternative 4. Figure 97 and Figure 99 display the reduction in acres available for surface occupancy and acres available for leasing.

According to analysis required by the Energy Policy and Conservation Act Amendments of 2000, Alternative 4 would restrict the development on oil and gas resources inside the Alternative 4 boundary.

### **3.12.3 Mineral Materials**

#### **Affected Environment**

The source and availability of mineral materials on the six GYA forests vary widely (Figure 88 and Figure 100). The sites and sales range from commercial pits to sales to individuals of a pickup load of decorative rock or a landscaping boulder. Small sales or free use permits for decorative rock, boulders, or aggregate may not result in any apparent disturbance in the landscape since the rocks are taken from existing talus areas or other rocky areas. The highest number of sites is on the Targhee National Forest and includes numerous small aggregate or gravel pits used for both local private use and forest road use. Typically, sites are small, less than five acres. Most are near or next to roads and do not require significant amounts of new road. Use of the pits is sporadic. No facilities are associated with these smaller rock source sites.

Larger sites require excavation, temporary storage, and access for transport associated with removing mineral materials. Facilities or equipment for sorting or loading the mineral materials may be located on the site. Reclamation plans are required for commercial and Forest Service use pits.

Figure 100 gives an overview of the number of sites and sales on the six GYA forests. It also shows how many sites and sales are within the PCA versus outside the PCA. Since this table includes small sales, which do not always result in a site being created, and small gravel or aggregate pits, which by definition are not counted as a developed site, the number shown in the table is greater than the number listed in the developed site listing (appendix A).

Figure 100. Mineral material sites and sales<sup>1</sup>.

National forest	Inside the PCA	Alternative 4 area outside the PCA	Outside the Alternative 4 area and outside the PCA	Total
Beaverhead	3	49	44	96
Bridger-Teton	3	5	11	19
Custer	3	6	0	9
Gallatin	13	22	2	37
Shoshone	1	0	0	1
Targhee	96	70	15	181
Total	119	152	72	343

<sup>1</sup>Table includes both sales with a plan of operation and small sales.

## Effects on Mineral Materials

### Effects of Alternative 1 on Mineral Materials

Management direction for mineral materials would not be changed under the no action alternative, so there would be no effects on current mineral material and salable mineral programs on the forests.

### Effects of Alternatives 2 and 2- Modified on Mineral Materials

The effects of Alternatives 2 and 2-Modified would be minimal on small-scale sales or pits. Permits for use of small gravel pits or small sales are not considered developed sites; they would not be limited under the developed site standard. Since almost all of these small operations are adjacent to or near roads, secure habitat should not change because of their use.

The effects of Alternatives 2 and 2-Modified on larger mineral material proposals are similar to effects on oil and gas. While not directly prohibiting the development of mineral materials in the PCA, Alternatives 2 and 2-Modified would increase the amount of mitigation needed for new developments. New proposals would have to close and reclaim some other site, such as another mineral operation or recreation site. If operations were proposed in secure habitat, other sites and roads would have to be closed so that the level of secure habitat does not change from 1998 levels. Depending on what type of site would be closed, the cost of the mineral material operation could be increased.

The complexity of permitting would increase. There may be more controversy over permitting if other popular developed sites are proposed for closure in order to mitigate the proposed mineral material site. Closing out another developed site could add to the cost of the operation. The permitting complexity and controversy, delays in permitting, and the actual cost of site mitigation would increase the cost of the operations.

The incremental cost and delay in starting operations while mitigations took place would make the PCA a less favorable area to develop mineral material sites. The Forest Service, NPS, state, or local residents may have to acquire gravel or aggregate from more distant sources, increasing the costs of maintaining roads and facilities.

### Effects of Alternative 3 on Mineral Materials

Alternative 3 would allow no new developed sites in the PCA and no increase in capacity above 1998 levels. The alternative would not allow new mineral material sites that are large enough to be defined as developed sites on PCA lands. Existing sites could remain in place until reclamation occurs.

Based on the assumption that future sources of mineral materials are most likely to be in the areas where current operations exist, Alternative 3 could preclude a significant portion of a forest's

future mineral material development. Currently, approximately 35 percent of the sites and sales are in the PCA.

The Forest Service and other users, state or local, would have to acquire gravel or aggregate from distant locations, increasing the costs of road or construction projects. The Forest Service may be forced to buy gravel or aggregate, adding additional costs.

***Effects of Alternative 4 on Mineral Materials***

Alternative 4 is similar to Alternative 3 but precludes development on a larger area. Because the location of many sales and operations are on Alternative 4 lands, this alternative could preclude the majority of future proposed sites on the forests. Currently, approximately 79 percent of the sites and sales are within the Alternative 4 boundary.

Effects would be similar to Alternative 3 but for a larger area. The larger area would increase the potential that road maintenance costs for the Forest Service would increase on the Targhee and Bridger-Teton National Forests.

**3.12.4 Lands with Outstanding or Reserved Rights**

**Affected Environment**

Private parties own some of the minerals on National Forest System lands. Most of the National Forest System lands in the Northern Rockies were reserved from the public domain under the Forest Reserve Act of 1891. Since then, other lands have been acquired.

The titles to some of these lands are encumbered with reservations (sometimes the previous owner reserved the mineral rights). In other cases, mineral rights were separated from the surface estate before the federal government acquired the surface; these mineral rights are outstanding to third parties. A very small percentage of lands on the six GYA national forests has reserved or outstanding rights.

These reserved and outstanding rights represent property interests in the land. Although the federal government owns and administers the surface, the mineral owner has certain rights as well. The most important of these is the right to access and develop the minerals. Other rights may be spelled out in individual deeds. The Forest Service must consider these property interests during planning and implementation.

**Effects on Lands with Outstanding or Reserved Rights**

***Effects of Alternative 1 on Lands with Outstanding or Reserved Rights***

Management direction about lands with outstanding or reserved rights would not be changed under the no action alternative, so there would be no effects.

***Effects of Alternatives 2, 2-Modified, 3, and 4 on Lands with Outstanding or Reserved Rights***

Alternatives 2, 2-Modified, 3, and 4 may add reasonable mitigations. This direction requires considering grizzly bear habitat needs during mineral exploration and development, subject to existing rights.

The Forest Service is limited in its authority to deny developing outstanding and reserved rights. Resource protection measures must be reasonable and cannot foreclose exploration or development. Court cases have determined that mitigation measures cannot unreasonably increase costs or delay operations. Direction in this proposal may or may not be applied to the outstanding reserved mineral rights depending on the cost and reasonableness of the mitigation.

**3.13 Social Environment**

**Introduction**

The GYA is a common geographic reference that also includes the human residents, their communities, and the 20 counties of Idaho, Montana, and Wyoming that encompass this area. Studies recognize the relationship between these communities, their economies and social well

being, and the natural environment of the Greater Yellowstone Ecosystem (Johnson 1998, Hansen et al. 2002, Rasker and Alexander 2003).

This social and economic analysis focuses on 20 counties that encompass the GYA and one additional county affected by Alternative 4 (Figure 105). It is recognized that social and economic effects may extend beyond the analysis area. Regional and national attachments to the GYA are also considered in this discussion.

Grizzly bears and bear management affect people's lifestyles, livelihoods, and values. Lifestyles are affected by the presence of the grizzly bear and the precautions that must be taken to secure foods and be prepared for chance encounters. Agricultural and ranching activities are altered to ensure removal of unnatural food sources and greater monitoring and management of livestock to prevent predation by bears. Livelihoods reliant upon tourism can benefit from grizzly bears, an attribute of the wildness and attraction to the area. With grizzly bears as an integral part of the GYA, most residents have some opinion about the bear, ranging from embracing the wildness and unpredictability of living with grizzlies to disdain over the bears' impacts upon human lives.

Public uses of national forests for recreation, grazing, minerals, timber harvest, and other uses are discussed in other sections of this FEIS.

This social and economic environment section is organized as follows:

**Social Setting**

- Landownership, land settlement, and land uses
- Population trends

**Government Coordination**

- Coordination for GYA and bear management
- Tribal governments

**Attitudes, Beliefs, and Values**

- Perceptions of grizzly bears and bear management
- Environmental and grizzly bear interests
- Multiple use interests

**Lifestyles**

- Rural lifestyles
- Ranching

**Environmental Justice (Executive Order 12898)**

**3.13.1 Social Setting**

Twenty-one counties in Idaho, Montana, and Wyoming comprise the social and economic analysis area (Figure 105). These counties include more than 39 million acres, and approximately 32 percent are private lands (Figure 101 and Figure 105). Beaverhead County, Montana is considered in this analysis because Alternative 4 examines expanding direction to cover additional lands on the Beaverhead National Forest.

The GYA, as commonly referred to by studies, lies within the 21-county area and encompasses about 18 million acres of mostly public ownership (Hansen et al. 2002). Public lands account for approximately 76 percent of the area. The PCA designated for grizzly bear recovery is a smaller area within the GYA and includes 92 percent in public ownership. As grizzly bears extend their range beyond the PCA and the GYA, increasingly more private lands may be affected (Figure 101). These action alternatives apply direction for only National Forest System lands.

**Landownership Patterns**

Grand Teton and Yellowstone National Parks are relatively high in elevation and center on the Yellowstone Plateau. The headwaters of the Missouri-Mississippi, Snake-Columbia, and Green-Colorado river systems drain from the Plateau. Six national forests skirt the flanks of the Plateau,

including 14 mountain ranges. As the mountain ranges give way to the plains and lower elevations, these mountain valleys and lowlands are generally where human settlements are found today (Hansen et al. 2002).

Within these broader basins and valleys, farms and ranches and small rural communities reflect the historical settlement since Europeans moved westward after Lewis and Clark explored in the early 1800s. Some remnants of logging and mining and associated settlements are also interspersed throughout the area. Mining is still active in a few places. Many rural towns got their starts and are still supported to some extent by the traditional uses of ranching, logging, mining, and western culture. Since Yellowstone National Park has a long history as a national treasure, large numbers of summer visitors brought tourism as an early economic base to many communities including the gateway towns such as West Yellowstone, Gardiner, Red Lodge, and Silver Gate/Cooke City in Montana; and Cody and Jackson in Wyoming. More recently, winter recreation, with snow machines and skiing, has become increasingly popular in Yellowstone National Park and the surrounding national forests.

***Treaties and Tribal Uses***

Many tribes used and inhabited areas in the GYA. These tribes—Shoshone-Bannock, Shoshone, Crow, Salish, and Northern Cheyenne—have treaty rights to use the GYA national forests for hunting and gathering. These tribes settled on reservations in the late 1870s and four reservations—Fort Hall, Wind River, Crow, and Northern Cheyenne—lie within or on the periphery of the GYA.

***Community Land Uses under Forest Service Permits***

The proposed action and action alternatives would affect some community facilities that are currently under permit from national forests. The proposed action and other action alternatives include Standard 2 that requires that developed sites stay at their capacities as of 1998 or 2003 levels. This means that proposals to increase a water treatment site, a dam's storage capacity, or increase a government facility, as examples, would not be allowed unless under an exception, i.e., an analysis shows that the changes or indirect increases in human presence do not to affect the bear or its habitat, or through mitigation as described in the Application Rules. The affected areas are in the Island Park area, e.g. Mack's Inn on the Targhee National Forest, the Cooke City area on the Gallatin National Forest, and the Crandall area on the Shoshone National Forest. In Alternative 4, the Grand Targhee sewer system could be affected.

***Population Trends and Changing Land Settlement and Land Uses***

Currently, more than 375,000 people reside within the 21-county area. The population in the analysis area has increased 37 percent over a 30-year period, 1970 to 2000. The largest increase of more than 67,000 people occurred between 1970 and 1980. By 2010, the population is projected to increase from 6 percent (Wyoming analysis area counties) to 17 percent (Idaho analysis area counties).

Population changes vary by county, as shown in Figure 104. Similar to the Rocky Mountains and inland west region, people have been migrating to this area for its amenities (scenic beauty, outdoor recreational pursuits, and less crowding/congestion). The area has diversified from a historical dependency upon agriculture, mining, and logging to increases in service and other occupations. Greater economic and employment opportunities have allowed youth in the area to remain rather than migrating to jobs elsewhere, and these opportunities have also attracted newcomers. The residents of a rural subdivision might include recent arrivals from big east coast cities, midwestern farms, and the nearest small town. Among the in-migrants are retirees, wealthy young adults, and other professionals in computer technology, real estate, and other service industries (Nelson 1999 cited in Hansen et al. 2002, Hansen et al. 2002).

Many new residents desire to live in rural areas such as subdivisions or locations near forests, rivers, or streams. As the population grows and the rural settlement trend continues, the fragmenting of landscapes by human development are concerns to federal governments, county planning, and non-governmental organizations. In part, these private lands are also important to



many wildlife species (Johnson 1998, Rasker and Hansen 2000, Hansen et al. 2002, Pyare et al. 2004). Although some ranchlands are being subdivided for residential use, others are kept intact (or even enlarged) when purchased by non-traditional owners often more interested in their amenity values rather than livestock production or subdividing (see section 3.16).

The kinds of settlement and land uses that occur on private lands affect grizzly bears. Managing sanitation (bear resistant garbage containers) and bear attractants (domestic animal foods, bird feeders) has become common practice in rural areas and towns. The security of the bear and the bear's use of natural food sources can be compromised as rural lands are developed and even sparsely settled. These changes in land use are impacts on the bear regardless of this proposed action and are considered as cumulative impacts.

Figure 102 provides the population counts and predictions for the 40-year period, 1970 to 2010.

**Figure 101. Landownership, in percent, for three increasingly larger land areas: PCA, GYA (GYE), and the social/economic analysis area (21 counties).**

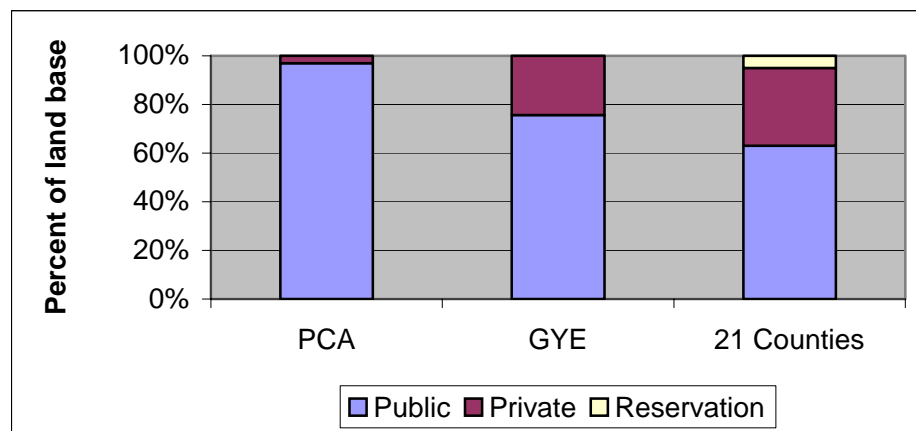


Figure 102. Population counts and projections for analysis area counties (summarized by state).

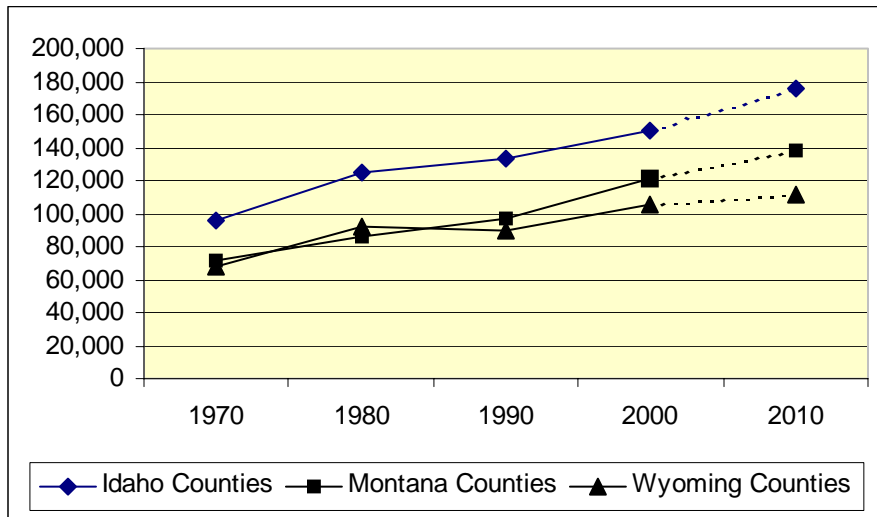


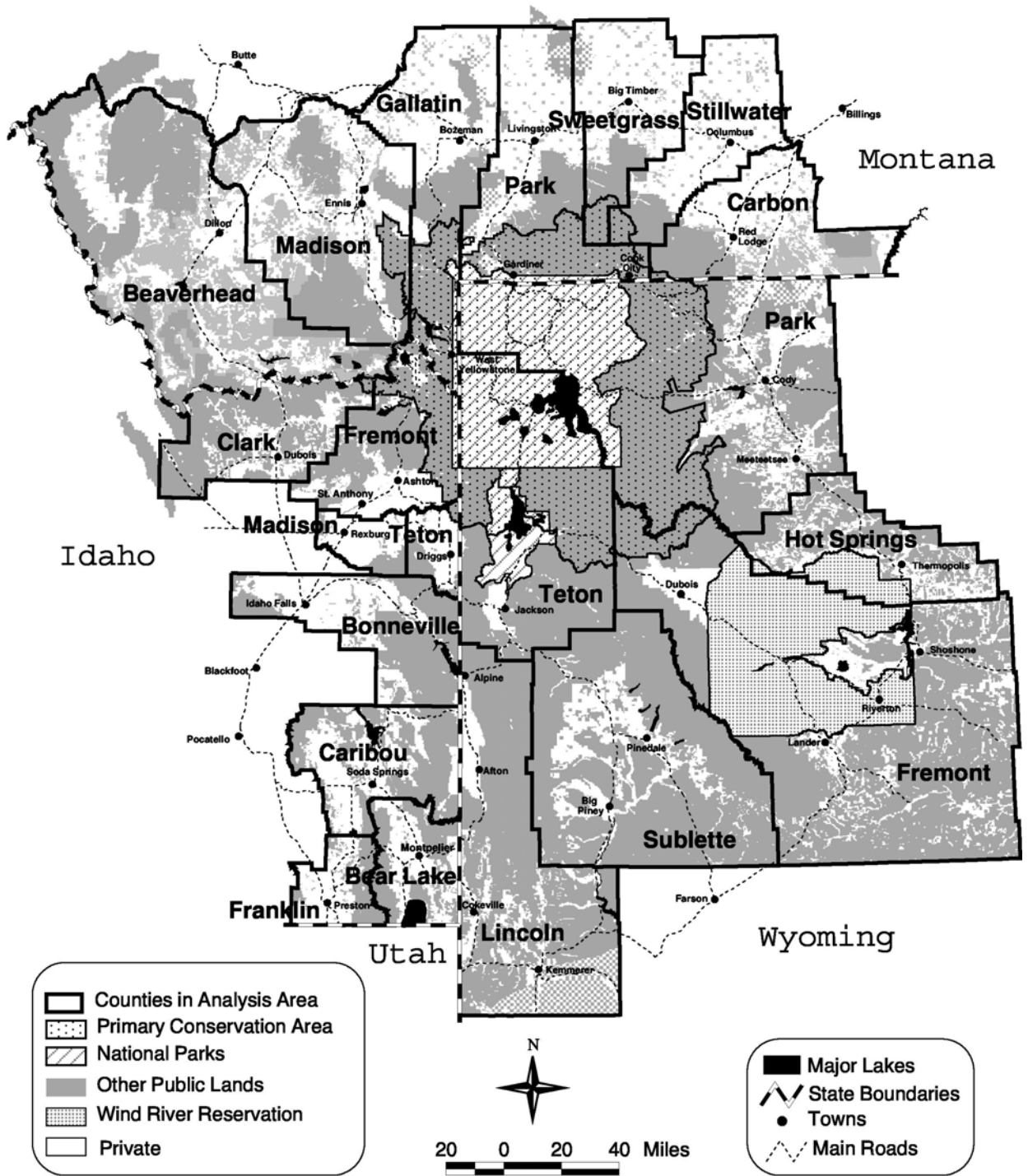
Figure 103. Community infrastructure developed sites within the PCA and in the Alternative 4 area outside the PCA (shown in parentheses).

National forest	Water treatment sites	Substations	Dumps, burn piles, waste transfer sites, sewer systems	City, county, state facilities	Dams
Beaverhead	0	0	0	0	0
Bridger-Teton	0	0	0	0	0
Custer	0	0	0	0	0
Gallatin	0	0	3	0	1
Shoshone	0	0	1	1	0
Targhee	1	2	(1)	2	4
Total	1	2	4 (1)	3	5

Figure 104. Population trends by county.

State/county	1990	2000	% Change 1990-2000	Projected 2010	% Change 2000-2010
<b>Idaho</b>					
Bear Lake	6,084	6,530	7%	7,190	10%
Bonneville	72,207	81,820	13%	97,268	19%
Caribou	6,963	7,251	4%	7,843	8%
Clark	762	887	16%	993	12%
Franklin	9,232	11,416	24%	12,750	12%
Fremont	10,937	11,806	8%	13,736	16%
Madison	23,674	24,842	5%	29,320	18%
Teton	3,439	5,793	68%	6,576	14%
Idaho analysis area	133,298	150,344	13%	175,676	17%
Idaho total	1,006,749	1,273,855	27%	1,497,548	18%
<b>Montana</b>					
Beaverhead	8,424	9,202	9%	9,530	4%
Carbon	8,080	9,552	18%	10,540	10%
Gallatin	50,463	67,831	34%	79,780	18%
Madison	5,989	6,851	14%	7,560	10%
Park	14,562	15,694	8%	17,120	9%
Stillwater	6,536	8,195	25%	9,690	18%
Sweet Grass	3,154	3,609	14%	3,810	6%
Montana analysis area	97,208	120,934	24%	138,030	12%
Montana total	799,065	902,195	13%	984,430	9%
<b>Wyoming</b>					
Fremont	33,662	35,804	6%	37,370	4%
Hot Springs	4,809	4,882	2%	4,840	-1%
Lincoln	12,625	14,573	15%	15,520	6%
Park	23,178	25,786	11%	26,970	5%
Sublette	4,843	5,920	22%	6,690	13%
Teton	11,172	18,251	63%	20,570	13%
Wyoming analysis area	90,289	105,216	17%	111,960	6%
Wyoming total	453,589	493,782	9%	513,930	4%
Analysis area total	365,689	429,105	17%	498,636	13%

Figure 105. Counties and states within the analysis area.



### **Government Coordination**

How people govern themselves is an aspect of the social and economic environment that is important to mention in this FEIS since there are numerous federal and state agencies with particular responsibilities for grizzly bear management. Other governments such as counties, towns, and tribes also have a role in helping with grizzly bear recovery and with public understanding and acceptance of grizzly bears. The governments' active engagement and positive working relationships with citizens and non-governmental organizations can enhance the transition of living with grizzly bears and use of protective measures for the bear and human property and safety.

In contrast, unresolved conflicts among governments can make it difficult to execute policies, manage for the bear, and ensure public safety. Some county governments have expressed concerns over federal management for the bear or bear habitat. As an example, Fremont County, Wyoming, passed a resolution where they "oppose and prohibit the US Forest Service from implementing the proposed Occupancy and Use Restrictions of March 1, 2003 within the boundaries of Fremont County" (Fremont County Commission 2003). This opposition was with regard to a Food Storage and Sanitation Order that the Forest Service issued for the Shoshone and Bridger-Teton National Forests' lands within Fremont, Park, Sublette, and Teton Counties in Wyoming (USDA Forest Service 2003b). The Order was to ensure that unnatural bear attractants were unavailable to grizzly bears. The effort reflects concern about the expanding range of bears in these national forests and counties and the associated threats to human safety. Disagreements over grizzly bear occupation of lands and the management for the bears stress the importance of finding solutions that people can live with, while still providing for bear conservation. This proposal and alternatives to it can be evaluated as to their adherence to interagency agreements, e.g. the Conservation Strategy, as well as the rate and degree of change imposed upon local communities and counties.

### **Agency Coordination**

In 1986, the NPS and the Forest Service formed the GYCC to provide a higher level of public service than they could offer separately. Interagency groups bring together park, forest, and state employees to discuss resources of mutual interest such as recreation use, trumpeter swans, or grizzly bears. This group meets periodically, provides supplemental funding and action items to address common needs and issues, and supports an executive coordinator who tracks the issues and coordinates initiatives.

The IGBC, established in 1983, coordinates grizzly bear management among state wildlife agencies and national parks and forests. Interagency cooperation has helped to bring about widespread use of bear-resistant receptacles, better opportunities to relocate nuisance bears away from livestock grazing allotments, and more consistent public information and regulations. Much of what has been learned about Yellowstone grizzly bears since 1974 has come from research conducted or coordinated by the IGBST. In cooperation with park, forest, and state wildlife managers in Idaho, Montana, and Wyoming, the IGBST has monitored bears throughout the PCA, estimated their population size and trends, and enhanced an understanding of grizzly life history, ecology, and behavior in relation to humans and to other wildlife species. Monitoring of the bear and its habitat is ongoing.

A subcommittee of the IGBC, the YES, focuses on Yellowstone grizzly bear issues, research, and monitoring. Membership includes federal and state agencies as well as county representatives. Semi-annual meetings are held to coordinate among the governments, and these meetings are open to the public.

Through the development of the Conservation Strategy, the Governors of Idaho, Montana, and Wyoming appointed a 15-member citizen roundtable to review the Conservation Strategy (Governors' Roundtable 2000). The group provided unanimous recommendations to the

governors for use in responding to the draft Conservation Strategy. These included support for the PCA, the development of state plans, funding, citizen involvement, education, plan and process clarity, and clarifying the nuisance bear policy.

***Tribal Governments***

Federal agencies have trust responsibilities to tribes under treaty and under law. The forests are required to consult with all federally recognized tribes that had or continue to have traditional uses within the forests' boundaries. Consultations with the tribes listed in Figure 106 (and the Nez Perce Tribe) have been initiated by the forests and are ongoing.

Historically, many tribes used the GYA. Indian people moved through and inhabited the GYA, often following buffalo and other game that provided the resources for their survival. Prior to 1600, the Tukuariaka, a Shoshone band, lived in the areas west of Yellowstone and into the Lemhi Valley. Southwest Montana was a crossroads for multiple tribes, including the Nez Perce and the Sioux, who pursued bison and other game in the valleys and nearby mountain meadows. By the early 1700s, the Shoshone acquired horses that gave them greater mobility and allowed them to push their Flathead and Salish neighbors north and thereby expand their territory well into what is now central Montana (Northern Economics Inc. 2002). In the eastern part of the GYA, evidence indicates that the Shoshone Indians inhabited the area 6,000 to 7,000 years ago. Crow Indians used the area for their winter hunting camps and by the mid-1600s, Shoshone Indians again migrated into the area. As Arapahoe Indians acquired horses in the mid 1700s, they too migrated into the area.

Today, tribal members continue to use the GYA for traditional cultural practices, hunting, fishing, and gathering.

Figure 106. Treaty and trust responsibilities of the six GYA national forests.

National forest	Tribe and Reservation	Treaty and Treaty Rights
Beaverhead	Shoshone-Bannock Fort Hall Reservation, Idaho	Treaty with the Eastern Band Shoshoni and Bannock, 1868 – Fort Bridger Treaty  Hunt...so long as game may be found
	(West of Continental Divide) Confederated Salish and Kootenai Tribes Flathead Reservation, Montana	Hellgate Treaty of 1855
Bridger-Teton	Shoshone Wind River Reservation, Wyoming  Shoshone-Bannock Fort Hall Reservation, Idaho	Treaty with the Eastern Band Shoshoni and Bannock, 1868 – Fort Bridger Treaty  Hunt...so long as game may be found. Includes right to fish (State v. Tinno 1972) “Court agreed that the Indian peoples expected rights to harvest food on the unsettled lands as a means of subsistence and an integral part of their way of life” (Targhee Forest Plan pg. III-87 refers to Hanes 1995).
Custer (Beartooth Ranger District) And Shoshone	Crow Crow Reservation, Montana	Treaty with the Crows, 1868 - Fort Laramie  Hunting (gathering implied)
	Arapaho Wind River Reservation, Wyoming	Treaty with the Northern Cheyenne and Northern Arapaho, 1868 - Fort Laramie  Roam and hunt
	Northern Cheyenne Northern Cheyenne Reservation, Montana	Treaty with the Northern Cheyenne and Northern Arapaho, 1868 - Fort Laramie  Roam and hunt
	Shoshone-Bannock Fort Hall Reservation, Idaho	Treaty with the Eastern Band Shoshoni and Bannock, 1868 – Fort Bridger Treaty  Hunt...so long as game may be found
Gallatin	Crow Crow Reservation, Montana	Treaty with the Crows, 1868 - Fort Laramie  Hunting (gathering implied)
Targhee	Shoshone-Bannock Fort Hall Reservation, Idaho	Treaty with the Eastern Band Shoshoni and Bannock, 1868 – Fort Bridger Treaty  Hunt...so long as game may be found. Includes right to fish (State v. Tinno 1972) “Court agreed that the Indian peoples expected rights to harvest food on the unsettled lands as a means of subsistence and an integral part of their way of life” (Targhee Forest Plan pg. III-87 refers to Hanes 1995).

### 3.13.2 Attitudes, Beliefs, and Values

#### ***Perceptions of Grizzly Bears and Bear Management***

People's acceptance of changing bear demographics and bear management contributes to the ultimate success in perpetuating the bear's recovery, public safety, and ease to which agencies can effectively manage for the bear. Public views regarding the grizzly bear and grizzly bear management have been expressed through the development of the grizzly bear Conservation Strategy, the state grizzly bear management plans, scoping on this proposal, and many other local and GYA efforts. In general, public comments on grizzly bear management efforts diverge in their tolerance for increasing and expanding bear populations and with their acceptance of protection measures. These divergent views are further discussed as environmental views and as multiple use views later in this section. It is recognized that the broader segment of the public may be more moderate in its views; opinion surveys conducted with statistical reliability help with understanding overall public sentiment or with particular segments of the population.

***Opinion surveys.*** Opinion surveys offer the opportunity to gauge the broader populace views. A survey of Wyoming residents, conducted for the Wyoming Game and Fish Department, examined attitudes toward grizzly bears and opinions on the possible removal of the grizzly bear from listing under the ESA (Duda et al. 2001). Several findings were:

- Large majorities of Wyoming residents felt that grizzly bears are a benefit to Wyoming and are an important component of the ecosystems that they occupy.
  - 74% of Wyoming residents agreed that grizzly bears are a benefit to Wyoming
  - 11% disagreed
  - 12% did not know if grizzly bears benefited Wyoming
- Opinions on efforts to increase the populations of grizzly bears in Wyoming were divided between support and opposition. Slightly more (42 percent) Wyoming residents supported efforts to increase the grizzly bear population than opposed (39 percent) such efforts. Support for efforts to increase the grizzly bear population increased considerably (from 42 to 61 percent) when efforts to increase the grizzly bear population were coupled with the idea that groups of wildlife managers would be stationed locally to help track bears, inform and educate people, and resolve conflicts.
- Two of the top three reasons given for opposing efforts to increase the grizzly bear population dealt with the danger grizzly bears can pose to humans (36 percent) and livestock (18 percent).
- There is almost an equal division between Wyoming residents who think they would continue to use (48 percent) and those residents who would discontinue using (44 percent) the outdoor areas where they currently recreate if those areas were occupied by grizzly bears.

Another survey conducted to examine the political and social viability of predator compensation programs in the west offers insights from ranchers and the public in Idaho, Montana, and Wyoming (Montag et al. 2003). Several findings are:

- With regard to views that grizzly bears “are an important part of the ecosystems they occupy”:
  - Nineteen percent, 45 percent, and 25 percent of the livestock owners sampled from 12 community zones in Idaho, Montana, and Wyoming, respectively, agreed with the statement.
  - Fifty-one percent, 63 percent, and 65 percent of the public randomly sampled from Idaho, Montana, and Wyoming, respectively, agreed with the statement.
- With regard to the statement, “I would like to see populations of grizzly bears increase in my area”:



- Ninety-two percent, 81 percent, and 91 percent of the livestock owners sampled from 12 community zones in Idaho, Montana, and Wyoming, respectively, resoundingly disagreed with the statement.
- Sixty-six percent, 57 percent, and 60 percent of the public randomly sampled across Idaho, Montana, and Wyoming, respectively, disagreed with the statement.

The division between support of efforts to increase grizzly bear populations and opposition (as shown in the opinion polls) is also reflected in the differing viewpoints expressed in public involvement in this proposal. Key differences are summarized into two major groups. Again, it is recognized that the broader segment of the public may be more moderate in its views, i.e., supportive of grizzly bear populations and supportive of the human communities and residents affected by increasing grizzly bear populations. The purpose of this analysis is to provide an understanding of the opposing points of view with regard to grizzly bears and grizzly bear management.

#### ***Environmental Views***

During the scoping process for this proposal, approximately 13 wildlife or ecology-based interest groups expressed their concern for the grizzly bear and future management. Several groups commented on the concept of no net loss. “While the aim of maintaining habitat conditions at 1998 levels is laudable, we do not believe the approach is workable, nor is it based on a complete assessment of grizzly habitat needs, current trends in human population or disease in key native foods” (Natural Resource Defense Council scoping comment). Most groups also requested that the agency consider grizzly bear management direction outside the PCA. “We have consistently asked land managers to ‘think beyond the line,’ and protect bear habitat where bears are....With mounting pressures on bear habitat related to loss of key food sources, accelerating private land development on the Forest boundary and resource issues like large-scale oil and gas development, it is critical that the agencies take a hard look at protecting sufficient bear habitat while there is still time to do so” (Greater Yellowstone Coalition scoping comment).

Many individuals expressed their concern that removal of the bear from the endangered species list would be to the detriment of the bear and continued strong federal protection is needed. “I am troubled to hear that the Yellowstone grizzly bear may be removed from the endangered species list and that its habitat may be opened to development.” Although delisting is the responsibility of the USFWS (and not a decision in this proposal), some interest groups view this effort as part of the delisting process and voice objections to the proposal.

#### ***Multiple Use Views***

During scoping, many individuals and several recreation and agricultural state agencies and organizations conveyed concern that recreational uses or economic reliance upon the national forests would be adversely affected by the proposed action and action alternatives. Some people view the proposed direction as increasing regulation and control over human uses and increased governmental costs for implementation. As one person expressed, “This sounds like it is going to be another attempt to close off any remaining roads in our national forests. All in the name of the grizzly bear. The grizzly bear has always been around even when all the logging and mining and cattle grazing was going on. Why should we now have to shut down all these resources and lock up entire forests? I think things should be left alone for awhile just to see how things work out. The grizzly bear will survive and the citizens should be allowed to use our ‘Public Lands.’” As the Idaho State Snowmobile Association expressed, “We value our freedoms highly and every regulation removes a freedom to choose for ourselves. Sometimes regulations are the only choice, but they should always be the last choice.”

#### ***Lifestyles***

Lifestyles can be described as the activities, values, meanings, preferences, and ways of living in a particular place and time.

*Social Environment*

*Rural Lifestyles*

Numerous small towns and communities support the rural lifestyles that many residents highlight as a desired quality of their lives (Figure 107). A rural lifestyle can be described as including the attributes or values of low crime rates, high levels of interpersonal trust, slower pace of life, volunteerism rather than government as a basis for solving community problems, opportunities for community involvement, a sense of belonging, and a high value placed on the quality of nearby surroundings (Northern Economics Inc. 2002). Economically, most of these communities rely upon the national forests or national parks, primarily through the recreation and tourism. Livestock grazing on forest lands during the summer months has been a long, traditional relationship, particularly on the Bridger-Teton, Targhee, and Beaverhead National Forests. For more discussion, see the grazing section at 3.7.

**Figure 107. Communities in the GYA.**

<b>Idaho</b>	<b>Montana</b>	<b>Wyoming</b>
Ashton	Big Sky	Afton
Dayton	Big Timber	Alpine
Driggs	Bozeman	Big Piney
Dubois	Columbus	Buffalo Valley/Moran
Idaho Falls	Cooke City-Silver Gate	Cody
Island Park	Ennis	Crowheart
Kilgore	Gardiner	Dubois
Marysville	Joliet	Jackson
Montpelier	Livingston	Kemmerer
Rexburg	Red Lodge	Lander
Roberts	Sheridan	Meeteetse
Soda Springs	West Yellowstone	Opal
Spencer		Pinedale
Swan Valley		Riverton
Teton		Thermopolis
Tetonia		Wapiti
Victor		

In addition to economic reliance, most of these communities and residents have a close relationship with the forests through recreational pursuits, reliance upon products such as firewood and wild game, or as a part of living in a scenic, rural landscape. Many residents tend to use National Forest System lands in a variety of ways and support the multiple use concept of the forests. From a series of focus group meetings throughout rural communities near the Gallatin National Forest, people felt that there was the possibility for everyone to use the forest, even though not all users should or could use the same resources (Millikin and Walker 1999). Residents also value the small town nature in the sense of knowing everyone and the mutual support and community commitment that often provides a sense of belonging (Northern Economics Inc. 2002). Communities generally describe themselves as accepting people with a live-and-let-live approach. In light of this value, they are concerned about federal government policies and outside interest groups' influences over forest management that, to them, seems extreme and not open to compromise or tolerant of multiple uses (Northern Economics Inc. 2002, Millikin and Walker 1999). While many residents of local communities value their small town atmosphere and values, they are also aware of the pressures of change. Community and county

planning have been more on the forefront in recent years although community members desire to maintain local control.

#### *Ranching*

Ranching is an important part of the history and culture of the lands in GYA and 21-county area. Ranching contributes to rural lifestyles. National Forest System lands have generally served as summer pastures (higher elevation lands) for cattle or sheep while ranchers grow grain or hay on their ranch lands in order to feed their livestock through winter. The ranching life tends to be all encompassing—all family members contribute long hours to year-round tasks. This way of life has often been a difficult one financially as livestock markets fluctuate. An intimate connection between history, family, and land instills a sense of belonging to the country that is not easily deterred by the hard work and financial difficulties (Northern Economics Inc. 2002). The family ranching life, while having been a mainstay to many of the rural areas in the GYA, is also one that is changing. Some ranches are able to transition from one generation to the next or to sell to other similar ranching operations. Studies indicate that a smaller portion of these ranchlands is turning over to new owners such as amenity buyers, corporations, developers, and conservation organizations (Travis et al. 2002).

Approximately 70 cattle and seven sheep allotments were actively used in 2003 within the PCA (Figure 53.). Outside the PCA but within Alternative 4, approximately 280 cattle and 74 sheep allotments were actively used (Figure 54). Commenting on this proposed action, the Wyoming Farm Bureau, which represents agricultural producers throughout the state, expressed, “There are many producers who have been increasingly impacted by grizzly bears on their allotments. Some of these producers have incurred significant economic impacts from grizzly bears.” They also added, “Producers find that many of the management techniques advocated to prevent grizzly bear depredations are ineffective, and are too expensive or both. Increasingly these producers have had to vacate their permits or underutilize them in order to avoid significant economic impacts.” The Wyoming Department of Agriculture also stated, “This project will definitely impact livestock grazing permittees, agriculture producers, landowners, and other citizens” and noted that “Grazing also represents an irreplaceable environmental and social value, contributing to the preservation of open spaces, the visual beauty of the area, and the traditional image of Wyoming and the West.”

### **3.13.3 Effects to the Social Environment**

#### ***Effects Common to All Alternatives***

The human population in the analysis area will continue to grow and recreational uses of the forests will increase. All alternatives have some provisions to protect the bear and could limit human uses. Increasing rural settlement and subdivisions on private lands could impact the bear’s use of habitat and movement between habitats. Regardless of this proposal, expanding bear populations will require public knowledge of how to recreate and live in bear-occupied areas. Bear habituation to humans could become more prevalent with increasing human settlement; habituation poses risks to the bear and to public safety. Alternative 4 establishes security for the bear outside the PCA and ensures provisions for the bear on public lands as populations expand.

#### *Landownership*

As recreation visits increase and overnight stays are not accommodated through public campgrounds or permitted hotels or resorts, development of private lands for motels, campgrounds, and other services would be indirectly influenced to meet the public demands. This would be the case for all alternatives given the increasing use trends compared to the current trend of not increasing public campgrounds and the proposed provisions in the action alternatives to limit further development.

While there are many factors such as market conditions and land values that affect ranchlands, all alternatives require livestock owners with Forest Service permits to make accommodations for

## *Social Environment*

the grizzly bear. These efforts increase the costs of operations and may be one other factor that influences a change from ranchland to another land use.

### *Government Coordination*

Government coordination would continue under all alternatives. The level of coordination between agencies and with the public is currently well organized at the federal and state levels. Information and education programs about living with grizzly bears would continue under all alternatives. Additional partnerships and county involvement could complement those efforts. Consultation with the tribes and consideration of impacts on tribal members would occur under all alternatives. Road access restrictions would impact tribal members who use roads for gathering, hunting, and visiting traditional sites.

### **Effects of Alternative 1 on the Social Environment**

#### *Social Setting*

**Community land uses under Forest Service permits.** Alternative 1 would not affect developments that are under permit on National Forest System lands (Figure 103).

#### *Government Coordination*

Alternative 1 does not implement the Conservation Strategy. Federal and state agencies would not be assured that the Conservation Strategy would be implemented, and confusion may result from outdated direction in the forest plans. County governments may vary in how they are affected by this alternative because each forest may handle additional management requirements for the grizzly bear differently. Under this alternative, the bear would remain listed under the ESA and require more government coordination.

Tribal members who use roads for gathering, hunting, and visiting traditional sites would maintain the current level of use.

#### *Attitudes, Beliefs, and Values*

**Environmental views.** Some interests would be negatively impacted because the current standards are viewed as not addressing expanding bear population needs and not providing an adequate area in case major bear foods diminish. These interests would be supported with the continued listing of the bear under the ESA.

**Multiple use views.** Alternative 1 reflects the existing situation and moderately supports multiple use interests. As grizzly bear/human conflicts occur, bears may be removed from areas not in MS 1, supporting the continuance of existing human uses. These interests would like to see the bear delisted and allow direct state management of bear populations.

#### *Lifestyles*

**Rural lifestyles.** Alternative 1 would not affect the rural way of life in that many outdoor pursuits on National Forest System lands would continue as they currently do. Existing regulations with MS 1, 2, and 3 are already being accommodated.

**Ranching.** Alternative 1 would continue to require grazing operations under existing allotments within the PCA to make accommodations for the grizzly bear. These accommodations include working with governmental agencies to adhere to the Guidelines, reporting conflicts, complying with paperwork and coordination to receive compensation where depredations are proven, removal of unnatural attractants, and increased herd monitoring and maintenance.

### **Effects of Alternatives 2 and 2-Modified on the Social Environment**

#### *Social Setting*

**Community land uses under Forest Service permits.** Alternative 2 and Alternative 2-Modified would maintain the capacity of permitted uses on National Forest System lands (Figure 103); these alternatives require that developed sites stay at their capacities as of 1998 levels. Proposals to increase a water treatment site, a dam's storage capacity, or increase a government facility, as examples, would not be allowed unless under an exception, i.e., an analysis shows that the

changes or indirect increases in human presence do not affect the bear or its habitat, or mitigated according to the Application Rules. The affected areas are in the Island Park area, e.g. Mack's Inn on the Targhee National Forest, the Cooke City area on the Gallatin National Forest, and the Crandall area on the Shoshone National Forest. Communities or other permittees would have to look to private lands, perhaps, to meet their increasing needs. This may be difficult in some cases because the affected areas are largely public lands, and private lands are relatively scarce for the purposes needed. An indirect outcome could also be that land development would be curtailed if analysis showed that water treatment sites, dumps, or waste transfer sites could not expand or be mitigated.

#### *Government Coordination*

These alternatives fully meet the intent of the Conservation Strategy by incorporating interagency agreed-upon direction into forest plans. Federal and state governments responsible for managing the bear would be assured that this direction is an integral part of the management of national forests, and the direction would be consistent across forests. The direction would also be clear for county governments within the GYA. Government relations with particular counties and towns that have permitted facilities on national forests could become strained if a community needs to increase capacity within the PCA and is unable to do so. See the discussion on community-related developments.

Alternative 2-Modified, by including some additional direction for keeping human attractants unavailable to bears, maintaining food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA, facilitates government coordination by addressing bear movement and occupation outside the PCA. Some county governments may be opposed to additional direction outside the PCA.

Tribal members who use roads for gathering, hunting, and visiting traditional sites would maintain the current level of use.

#### *Attitudes, Beliefs, and Values*

**Environmental views.** These alternatives address some environmental interests by ensuring consistent forest plan direction across the six GYA national forests. Environmental interests would feel that Alternative 2 does not fully address their concerns because the alternative allows for some flexibility in applying the standards (through the Application Rules). They would feel that Alternative 2 does not meet expanding bear population needs outside the PCA. Alternative 2-Modified addresses and supports some environmental interests by providing additional guidance for expanding bear populations outside the PCA in areas that are biologically suitable and socially acceptable for grizzly bear occupancy.

**Multiple use views.** These alternatives alter the existing situation with further requirements and could impact multiple use interests in the long term when uses exceed the capacity of the developed site. Shifts among developed and dispersed sites would be allowed under these alternatives and this flexibility could allow meeting multiple use needs. Since the direction applies to only the PCA, multiple uses would continue as they have outside the PCA. Alternative 2-Modified would affect multiple uses outside the PCA through additional direction for keeping human attractants unavailable to bears. Otherwise, multiple uses are not additionally restricted through motorized closures under these alternatives.

#### *Lifestyles*

**Rural lifestyles.** Under Alternatives 2 and 2-Modified, the rural way of life could continue, but in the long term as human uses of the national forests increase beyond the capacities of trailheads, campgrounds, boat launches, etc., uses would be restricted to 1998 levels. Uses could be accommodated outside the PCA and still be within the proximity of the GYA. Some adjustments and projects within the PCA could be allowed under the 1 percent rule or mitigation and thus provide some flexibility to meet needs.

## *Social Environment*

**Ranching.** Alternatives 2 and 2-Modified would continue to require grazing operations under existing allotments to make accommodations for the grizzly bear. These accommodations include working with governmental agencies to report conflicts, complying with paperwork and coordination to receive compensation where livestock depredations are proven, removal of unnatural attractants, and increased herd monitoring and maintenance. Alternative 2-Modified would allow for the retirement of livestock allotments with recurring conflicts inside and outside the PCA with willing permittees. Permittees with allotments with recurring conflicts would be given the opportunity to place livestock in a vacant allotment outside the PCA where there is less likelihood for conflicts with grizzly bears as these allotments become available.

### ***Effects of Alternative 3 on the Social Environment***

#### *Social Setting*

**Community land uses under Forest Service permits.** Alternative 3 would maintain the capacity of permitted uses on National Forest System lands (Figure 103); this alternative requires that developed sites stay at their capacities as of 1998 levels. Proposals to increase a water treatment site, a dam's storage capacity, or increase a government facility, as examples, would not be allowed. The affected areas are in the Island Park area, e.g. Mack's Inn on the Targhee National Forest, the Cooke City area on the Gallatin National Forest, and the Crandall area on the Shoshone National Forest. Communities or other permittees would have to look to private lands, perhaps, to meet their increasing needs. This may be difficult in some cases because the affected areas are largely public lands, and private lands are relatively scarce for the purposes needed. An indirect outcome could also be that land development is curtailed because the water treatment sites, dumps, or waste transfer sites cannot expand.

#### *Government Coordination*

Alternative 3 proposes stricter standards within the PCA. Federal and state governments responsible for managing the bear would be assured that this direction is an integral part of the management of national forests by inclusion into forest plans and that the direction is consistent across forests. The direction would also be clear for county governments within the GYA, although more conflict could occur without some flexibility in shifting or accommodating some uses. As an example, government relations with particular counties and towns that have permitted facilities on national forests could become strained if a community needs to alter the capacities of within the PCA and is unable to do so. See Figure 103 and the previous discussion on community-related developments.

Tribal members who use roads for gathering, hunting, and visiting traditional sites would be impacted by the lack of access to traditional sites.

#### *Attitudes, Beliefs, and Values*

**Environmental views.** Alternative 3 addresses some environmental interests by making no accommodations for additional human uses and projects, and would ensure no loss of bear habitat. Alternative 3 does not fully address the environmental interests because they feel the alternative does not meet expanding bear population needs outside the PCA and does not provide an adequate area in case major bear foods diminish.

**Multiple use views.** Alternative 3 is more restrictive within the PCA and could impact multiple use interests in the long term when use exceeds the capacity of the developed site under Standard 2. A more immediate effect would be the closure of almost 500 miles of motorized routes on five national forests. Current uses would be displaced. There would be no flexibility to make adjustments for projects under Standard 1. Since the direction applies only to the PCA, multiple uses would continue on lands outside the PCA.

#### *Lifestyles*

**Rural lifestyles.** Under Alternative 3, the rural way of life could continue. In the long term, as human uses of the national forests increase beyond the capacity of trailheads, campgrounds, boat launches, etc., uses would be restricted to 1998 capacities. Particular community areas and uses

would be impacted by the closure of almost 500 miles of motorized routes on five national forests. Alternative 3 allows for no adjustments or projects within the PCA and does not provide flexibility to respond to community needs for expansion of infrastructure.

Rural communities and local governments in the areas where road closures are proposed, and within the GYA in general, may further question federal government controls and the validity of such closures. In some cases, this would negatively impact motorized users and in other cases, new opportunities for backpacking, horse packing, hiking, etc. would be created.

**Ranching.** Alternative 3 would continue to require grazing operations under existing allotments to make accommodations for the grizzly bear. These accommodations include working with governmental agencies to report conflicts, complying with paperwork and coordination to receive compensation where livestock depredations are proven, removal of unnatural attractants, and increased herd monitoring and maintenance. Four sheep allotments would be closed out and this would adversely affect the sheep operations relying upon these permitted lands. Cattle allotments with recurring conflicts would be closed and this would adversely affect the ranching operations that use those permits.

#### **Effects of Alternative 4 on the Social Environment**

##### *Social Setting*

**Community land uses under Forest Service permits.** Alternative 4 would maintain the capacity of permitted uses on National Forest System lands (Figure 103); this alternative requires that developed sites stay at their capacities as 1998 levels inside the PCA and 2003 levels outside the PCA in the area identified for Alternative 4. Proposals to increase a water treatment site, a dam's storage capacity, or increase a government facility, as examples, would not be allowed. The affected areas are in the Island Park area, e.g. Mack's Inn on the Targhee National Forest, the Cooke City area on the Gallatin National Forest, and the Crandall area on the Shoshone National Forest, and the Grand Targhee sewer system on the Targhee National Forest. Communities or other permittees would have to look to private lands, perhaps, to meet their increasing need. This may be difficult in some cases because the affected areas are largely public lands, and private lands are relatively scarce for the purposes needed. An indirect outcome could be that land development is curtailed because the water treatment sites, dumps, or waste transfer sites cannot expand.

##### *Government Coordination*

Alternative 4 proposes stricter standards and increases the geographic area to which the standards and guidelines apply. Federal and state governments responsible for managing the bear would be assured that this direction is an integral part of the management of national forests by inclusion into forest plans and that the direction is consistent across forests. The direction would also be clear for county governments within the GYA, although more conflict could occur without some flexibility in shifting or accommodating some uses. Effects of restrictions within the PCA would be similar to Alternative 3, but in addition, local communities and counties would be increasingly concerned about additional restrictions covering the public lands in their counties. Government relations with particular counties and towns that have permitted facilities on national forests could become strained if a community needs to alter the capacities of permitted structures within the PCA and is unable to do so.

Impacts would be the greatest in this alternative to tribal members who use roads for gathering, hunting, and visiting traditional sites.

##### **Attitudes, Beliefs and Values**

**Environmental views.** Alternative 4 would support environmental and wildlife interests because the direction is extended to include lands that have been suggested as important bear habitats. Within the PCA, no accommodations would be made for additional human uses and projects, and this would support environmental interests that want no loss of any habitat.

**Multiple use views.** Alternative 4 establishes habitat standards for a large share of the six national forests and would impact multiple use interests in the long term when use exceeds the capacity of the developed site. A more immediate effect would be the closure of approximately 1,850 miles of motorized routes on the six national forests. Current uses would be displaced. There would be no flexibility to make adjustments for projects under Standard 1. Uses would be affected on a large share of the six national forest area.

*Lifestyles*

**Rural lifestyles.** Under Alternative 4 the rural way of life would be largely impacted in the short term as motorized routes and snow machine areas are closed. Alternative 4 does not allow for adjustments or projects within the area and does not provide any flexibility to meet needs.

The actions by this alternative to close more roads and to include closures on a majority of the six national forests would be controversial. Rural communities and local governments within the GYA would question federal government controls and the validity of such closures. In some cases, this would negatively impact motorized users and in other cases, new opportunities for backpacking, horse packing, hiking, etc. would be created.

**Ranching.** Alternative 4 would increase the affected allotments to include approximately 77 sheep allotments and about 350 cattle allotments. While this alternative acknowledges bear movement outside the PCA, management direction would require that more livestock operations accommodate the bear. These accommodations include working with governmental agencies to report conflicts, complying with paperwork and coordination to receive compensation where livestock depredations are proven, removal of unnatural attractants, and increased herd monitoring and maintenance. Seventy-seven sheep allotments would be closed out and this would adversely affect the sheep operations relying upon these permits. Economically, these operators and associated communities would be adversely affected to the extent that some permittees would need to sell their private lands or convert the land use to something other than livestock. As lands are sold to larger corporations or subdivided for amenity purposes, the rural ranching lifestyle and custom and culture of some of these western communities would be lost. See the economic section for more discussion. Cattle allotments with recurring conflicts would be closed and this would adversely affect the ranching operations that use these allotments. Similar effects to the closing of sheep allotments could occur. This alternative also addresses coordinating closure of bear baiting outside the PCA where conflicts could occur. This type of direction could ensure that fewer attractants are near allotments where conflicts between bear and livestock could potentially develop.

### **3.14 Economic Environment**

#### ***Section 3.14 Changes between Draft and Final EIS***

In this section, the following additions and updates were made:

- The budget to implement
- Clarification on use of county level of data as the basis for economic effects

#### **Affected Environment**

Economic analyses are conducted by the Forest Service to determine what effect the agency's management decisions might have on the local economic environment. Rural areas surrounding forests are often dependent upon forest resources for much of their economic well-being. This dependency can affect local economies, lifestyles, population, and the quality of life of the area. Some sectors of the economy for the 21 counties in the GYA (Figure 105) are dependent upon the natural resources of the national forests. This study considers potential effects of the alternatives on economic variables such as local employment, income, and federal payments to the counties. The 21-county area provides the basis for describing the GYA economy and analyzing the changes in income and employment. Budget to implement is used to measure cost differences between alternatives.



Commodity and amenity benefits from National Forest System lands within the GYA have contributed to the social and economic bases of neighboring communities. Economic dependency is an important feature that can assist managers in measuring the general health of the economy. The effects of change on economic dependency and other important variables are discussed in this section. Getting Ahead in Greater Yellowstone (Rasker and Alexander 2003) discussed the following trends:

#### **Employment**

- The economy in the GYA is growing rapidly, outpacing the states of Idaho, Montana, and Wyoming, as well as the nation as a whole. From 1970 to 2000, more than 143,000 new jobs were created.
- Employment growth in the GYA is concentrated in some industries over others. The largest industries are in the service and professional fields, which account for more than 71 percent of the new jobs.
- The largest employment sectors in 2000 were services (30 percent), retail trade (18 percent), government (12 percent), and construction (9 percent).
- Not all sectors of the regional economy are doing well. Mining grew 0.5 percent from 1970 to 2000 and accounted for 2 percent of all employment in 2000. Farming and ranching lost more than 1,300 jobs in the same period and accounted for 6 percent of employment in 2000.

#### **Income**

- Total personal income has grown in recent years in the GYA, with more than \$5,140 million in new income earned between 1970 and 2000.
- Non-labor income is a combination of dividends, interest and rent, and transfer payments. Growth in this category can be attributed to several factors, among them an increasing number of retirees. It was the fastest growing source of personal income.
- Service and professional industries grew by 39 percent and amounted to 37 percent of all income earned in 2000.
- Services alone accounted for 24 percent of all new income in the last 30 years; government accounted for 12 percent, construction 7 percent, and retail trade 6 percent.
- Growth in traditional industries (agriculture, mining, forestry, and oil and gas development) has been sluggish. In 2000, less than 10 percent of total income in the area was derived from these industries—less than half of what these same industries accounted for in 1970. Farm and ranch income fell by 67 percent since 1970.

#### **Economic Dependency**

Figure 108 displays total industry output, number of jobs, and average employee compensation generated by major industries in 2001 in the GYA. The industries listed in the table are composed of many sectors. The sum of components may not equal the total due to independent rounding. Jobs in Figure 108 are annual average jobs that include part-time, temporary, and full-time employment. Employee compensation is the value of both wages and benefits.

Economic dependency can be measured by various indices and techniques. Income and employment (jobs) by economic sector are the usual units of measure. Economic dependency allows a manager to look at the relative magnitude of the industries affected by changes in national forest management. Economic dependency refers to the degree to which an economy might depend on a limited number of industries. The larger a particular industry's role, the more dependent the economy is on the industry. Economic dependency is estimated by determining the approximate percentage of the total economy of each county that can be attributed to a particular industry. Counties are used because the most reliable and accurate long-term data on the economy is reported at the county level. The findings for each county were then aggregated to the GYA in terms of income and employment.

Agriculture, forestry, cattle ranching, mining, and wood products directly account for about 8 percent of the employment in the GYA. Mining has some of the highest paying jobs in the GYA.

## *Economic Environment*

Agriculture and forestry jobs offered comparatively low employee compensation. All of these industries have some degree of dependency on the GYA national forests. Employment from recreation and tourism related to the GYA national forests, which is also an important component of the regional economy, is much more difficult to estimate, as food services, accommodations, arts, and retail trade all have employment resulting from recreation and tourism.

Effects on communities below the county level are also difficult to estimate. Economic effects for income and employment were developed at the county level because that is the lowest level where economic data, such as income and employment, are available; community level impacts cannot be determined. Numbers simply are not available to quantitatively describe effects below the county level. Communities are recognized in section 3.13.2 and economic reliance is discussed there.

The export of goods and services stimulates economic activity that would not otherwise exist because it cannot be supported by the local economy. In order to produce these extra goods and services, there is more employment and more purchases of local goods and services as inputs into the production process. In turn, the jobs in the exporting industry, and the jobs in the sectors providing the increased inputs, represent an increase in disposable income, which may be spent locally, stimulating more economic activity. These effects of economic activity are defined as:

**Direct effects** are the effects felt by the original industry providing goods and services outside the area.

**Indirect effects** are the effects felt by the local sectors/industries providing inputs of goods and services to the directly affected industry in order to fulfill export demand.

An **induced effect** is the effect of an increase in local income from export-related jobs in the directly and indirectly affected industries.

### *Livestock Grazing*

Some jobs and income in the GYA are either directly or indirectly attributable to livestock grazing on the national forests. Total employment for livestock varies between cattle grazing and sheep grazing. Income varies from \$850,000 to \$957,000 in labor income per 100,000 AMs. Jobs in the sheep grazing sector may include part-time jobs. Figure 109 displays income and employment per 100,000 AMs for the GYA.

**Figure 108. Total industry output, total employee compensation, total number of jobs, and average annual employee compensation by major industry for the 21 counties in the GYA<sup>27</sup>.**

<b>Industry</b>	<b>Industry output (million dollars)</b>	<b>Employee compensation (million dollars)</b>	<b>Number of jobs</b>	<b>Average employee compensation</b>
Agriculture, forestry, fishing, and hunting	686.674	81.753	10,044	8,140
Cattle ranching and farming	605.916	53.964	6,336	8,517
Wood products	124.072	22.150	787	28,160
Mining	1,163.286	229.092	4,508	50,821
Utilities	360.075	41.341	1,165	35,473
Construction	2,288.411	673.485	28,845	23,348
Manufacturing	2,138.515	337.060	11,701	28,806
Wholesale trade	703.222	244.786	7,780	31,464
Transportation and warehousing	561.702	181.932	5,203	34,970
Retail trade	1,180.163	438.277	27,134	16,152
Food and beverage stores	218.064	81.816	4,486	18,238
Information	426.765	94.436	3,472	27,202
Finance and insurance	811.915	180.203	7,649	23,559
Real estate and rental	1,066.918	69.590	10,048	6,926
Professional- scientific and tech services	1,034.211	512.461	17,543	29,212
Management of companies	32.930	19.263	376	51,185
Administrative and waste services	350.484	113.867	7,463	15,257
Educational services	147.951	73.992	3,520	21,022
Health and social services	1,053.492	422.761	17,338	24,383
Arts- entertainment and recreation	159.258	22.220	4,127	5,384
Other amusement- gambling- and recreation industries	213.883	56.784	3,363	16,883
Accommodation and food services	1,094.451	282.772	25,003	11,310
Other services	940.845	207.117	14,222	14,563
Government	2,420.619	1,254.307	35,785	35,051
<b>Totals</b>	<b>19,783.819</b>	<b>5,695.431</b>	<b>257,898</b>	<b>22,084</b>

<sup>27</sup> Base economic data for the study area were estimated using IMPLAN Professional Version 2.0, Minnesota IMPLAN Group, Inc. The economic impact area was defined to include 21 counties in Idaho, Montana, and Wyoming. Based on 2003 data.

**Figure 109. Jobs and income per 100,000 AMs for the GYA<sup>28</sup>.**

<b>Employment (jobs per 100,000 AMs)</b>				
<b>Sector</b>	<b>Direct</b>	<b>Indirect</b>	<b>Induced</b>	<b>Total</b>
Cattle	25	21	8	54
Sheep	19	5	1	28
<b>Labor income (dollars per 100,000 AMs)</b>				
<b>Sector</b>	<b>Direct</b>	<b>Indirect</b>	<b>Induced</b>	<b>Total</b>
Cattle	400,800	388,000	168,600	957,400
Sheep	81,260	58,200	29,960	169,540

About 414,000 AMs of sheep and 422,000 AMs of cattle were grazed on the six GYA national forests in 2003. This resulted in about 350 jobs and \$4.7 million of labor income that is associated with grazing on the GYA national forests either directly or indirectly (including induced jobs). Relative to direct jobs in the cattle ranching and farming industries in Figure 108, about 183 jobs of the 6,336 jobs, or 3 percent, are attributed to livestock grazing on these national forests.

#### *Wood Products*

Some jobs and income are attributable to timber harvesting from the GYA national forests, which provides employment in the logging and sawmill sectors. About 24 jobs and over \$700,000 of personal income are directly or indirectly generated for every million board feet of timber harvest through the logging and sawmill industries. These are averages for the 21-county area in the GYA.

**Figure 110. Jobs and income per million board feet of timber harvest in the GYA<sup>29</sup>.**

<b>Employment (jobs per MMBF)</b>				
<b>Sector</b>	<b>Direct</b>	<b>Indirect</b>	<b>Induced</b>	<b>Total</b>
Logging	10	1	1	12
Sawmills	9	2	1	12
<b>Labor income (dollars per MMBF)</b>				
<b>Sector</b>	<b>Direct</b>	<b>Indirect</b>	<b>Induced</b>	<b>Total</b>
Logging	270,000	23,400	19,700	313,100
Sawmills	300,000	76,400	30,300	406,700

About 13 million board feet were harvested, on average, between 2000 to 2003 for the six GYA national forests. This resulted in about 310 jobs and \$9.5 million of labor income that is associated with timber harvesting on the GYA national forests either directly or indirectly (including induced jobs). Relative to direct jobs in the wood product industries in Figure 108, about 240 jobs of the 787 jobs, or 30 percent, are attributed to timber harvesting on these national forests.

<sup>28</sup> Impacts were estimated using IMPLAN Professional Version 2.0, Minnesota IMPLAN Group, Inc. County level inventory, marketing, and income information were collected from the National Agricultural Statistical Service state Web sites at <http://www.usda.gov/nass/>; USDA Forest Service 2003c (for grazing statistical survey).

<sup>29</sup> Impacts were estimated using IMPLAN Professional Version 2.0, Minnesota IMPLAN Group, Inc. Direct response coefficients obtained from a primary data survey of the Rocky Mountain west done for the 2000 Strategic Plan (Alward et al. 2003). Indirect and induced effects were estimated using IMPLAN.

*Oil, Gas, and Minerals*

Jobs and income are also attributable to oil and gas leasing and mineral development. As noted previously, mining provides some of the highest paying jobs in the GYA. Figure 111 shows the income and employment resulting from a drilled oil and gas well in the GYA.

**Figure 111. Jobs and income for a drilled well in the GYA<sup>30</sup>.**

	<b>Direct</b>	<b>Indirect</b>	<b>Induced</b>	<b>Total</b>
Jobs (number) per drilled well	6	3	3	12
Labor income (dollars) per drilled well	232,800	92,700	65,300	390,800

As of 2005, there are no active oil and gas developments inside the PCA or within the Alternative 4 area, which is the best estimate of the area that is biologically suitable for the grizzly bear. Fourteen oil and gas wells are active on the GYA national forests, with all wells located in the Wyoming Range on the southern end of the Bridger-Teton National Forest outside the Alternative 4 area. On average, these active wells contribute about 168 jobs and \$5.5 million of labor income associated with oil and gas production. Recent national energy needs have resulted in an increase in oil and gas development on BLM lands adjacent to the Bridger-Teton National Forest.

*Recreation and Tourism*

The national forests in the GYA provide a variety of recreational experiences, ranging from day visits to destination recreational trips. Lodging, food, services, outfitting and guiding, and retail trade all are dependent to varying degrees on people visiting and recreating on the national forests. Figure 112 describes employment response to 1,000 recreation visits for both wildlife and non-wildlife related activities. Overnight off-forest use in the 21-county area generates nearly double the number of total jobs when compared with overnight on-forest use.

Changes in recreation and tourism are difficult to estimate in relation to grizzly bear presence or absence. No data or studies are available that indicate recreation and tourism would decline or increase because bears are present in an area. According to a survey of Wyoming residents conducted by Wyoming Game and Fish, there is an almost equal division between Wyoming residents who think they would continue to use (48 percent) and those residents who would discontinue using (44 percent) the outdoor areas where they currently recreate in those areas occupied by grizzly bears (see section 3.13.2).

**Payments to Counties from Forest Programs**

Counties containing National Forest System lands receive payments from the federal government to compensate for critical services they provide to both county residents and visitors to these federal lands. In 1908, Congress enacted the Twenty-Five Percent Fund Act that requires 25 percent of the revenues derived from National Forest System lands be paid to states for use by the counties in which the lands are situated for the benefit of public schools and roads. Since 1908, the affected counties have received these payments.

The Secure Rural Schools and Community Self-Determination Act was enacted in October 2000. The purpose of this act was to stabilize payments to counties. Under this law, for fiscal years 2001 through 2006, counties have the choice of receiving either 1) the 25 percent payment as under the Act of 1908, or 2) an amount equal to their proportion of the average of the state's three highest 25 percent payments from fiscal year 1986 through fiscal year 1999.

A reduction in timber harvest volume or livestock grazing under any of the alternatives would not have an effect on the 25 percent payments to counties. All counties in the study area have chosen to receive payment under the Secure Rural School and Community Self-Determination Act of

<sup>30</sup> Impacts were estimated using IMPLAN Professional Version 2.0, Minnesota IMPLAN Group, Inc., and were based upon the 2001 U.S. average cost of drilling an oil and gas well of \$943,200. Source: U.S. Department of Energy, Energy Information Administration, "Table 4.7 Costs of Crude Oil and Natural Gas Wells Drilled, 1960-2001" (<http://www.eia.doe.gov/emeu/aer/resource.html>) accessed April 27, 2004.

2000, which has locked in these payments for six years. Payments in lieu of taxes would not be affected.

**Payments to States**

Twelve and a half percent of the value of the oil and gas produced from federal lands is collected as royalties and paid to the respective state. Lease rental and lease bonus bids also provide income to the respective state. Of the money collected for oil and gas rent and for royalty or bonus payments for public domain lands, 50 percent is returned to the U.S. Treasury and 50 percent is given to the state in which the oil and gas is produced. States or counties usually receive ad valorem and severance taxes from oil and gas activities.

**Effects on the Economic Environment**

Many factors influence and affect the local social and economic environment. Population growth, economic growth, and economic diversity of individual counties and communities all affect local economies, as well as management of National Forest System lands within the counties. The figures below summarize employment and income changes for each alternative for livestock grazing and timber harvesting. Changes in employment and income related to oil and gas leasing, minerals, and recreation and tourism are discussed in a narrative.

*Figure 112. Employment resulting from wildlife and non-wildlife related visits for 1,000 recreation trips on GYA national forests<sup>31</sup>.*

<b>Wildlife related trips (hunting, fishing, viewing)</b>					
<b>Type of visitor</b>	<b>Type of visit</b>	<b>Direct jobs</b>	<b>Indirect jobs</b>	<b>Induced jobs</b>	<b>Total</b>
Local	Day use	0.3	0	0	0.4
	Overnight off-forest	1.1	0.1	0.2	1.3
	Overnight on-forest	1.4	0.1	0.2	1.7
Non-local	Day use	0.4	0	0.1	0.5
	Overnight off-forest	3.2	0.3	0.5	4.0
	Overnight on-forest	2.1	0.2	0.3	2.6
<b>Non-wildlife related visits (camping, hiking, etc.)</b>					
<b>Type of visitor</b>	<b>Type of visit</b>	<b>Direct jobs</b>	<b>Indirect jobs</b>	<b>Induced jobs</b>	<b>Total</b>
Local	Day use	0.3	0	0	0.3
	Overnight off-forest	1.5	0.1	0.2	1.9
	Overnight on-forest	1.0	0.1	0.2	1.3
Non-local	Day use	0.5	0.1	0.1	0.7
	Overnight off-forest	3.2	0.3	0.5	4.0
	Overnight on-forest	1.8	0.2	0.3	2.2

<sup>31</sup> Impacts were estimated using IMPLAN Professional Version 2.0, Minnesota IMPLAN Group, Inc. and were based on recreation visitor expenditure profiles from the National Visitor Use Monitoring Survey (NVUM). Impact estimates were generated on a per million local (resident) and non-local recreation visits (Stynes and White 2005). Expenditure profiles in the NVUM documentation are on a per party per trip basis. Average party size was used to convert the impact results into a per person (visits) basis.

**Figure 113. Reduction in employment and income due to changes in livestock grazing for each alternative by forest.**

National forest	Employment (numbers of jobs)				Income (millions of dollars)			
	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4
Beaverhead	0	0	0	7	0	0	0	0.04
Bridger-Teton	0	0	0	33	0	0	0	0.31
Custer	0	0	0	0	0	0	0	0
Gallatin	1	1	1	1	0.01	0.01	0.01	0.01
Shoshone	0	0	1	1	0	0	0.01	0.01
Targhee	1	1	1	33	0.01	0.01	0.01	0.21
Total	2	2	3	75	0.01	0.01	0.03	0.57

Figure 114. Reduction in employment and income due to changes in timber harvesting for each alternative by forest.

National forest	Employment (jobs)				Income (millions of dollars)			
	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4
Beaverhead	0	0	0	12 to 70	0	0	0	0.4 to 2.1
Bridger-Teton	0	0	1 to 8	7 to 42	0	0	0	0.2 to 1.3
Custer	0	0	0	1 to 3	0	0	0	0 to 0.1
Gallatin	0	0	4 to 25	16 to 96	0	0	0.1 to 0.8	0.5 to 2.9
Shoshone	0	0	7 to 40	9 to 56	0	0	0.2 to 1.2	0.3 to 1.7
Targhee	0	0	21 to 126	52 to 308	0	0	0.7 to 3.9	1.6 to 9.4
Total	0	0	34 to 200	98 to 575	0	0	1.0 to 6.1	3.0 to 17.6

Figure 115. Total reduction in employment and income due to changes in livestock grazing and timber harvesting for each alternative by forest.

National forest	Employment (jobs)				Income (millions of dollars)			
	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4	Alt 1	Alt 2, Alt 2-Mod	Alt 3	Alt 4
Beaverhead	0	0	0	19 to 77	0	0	0	0.44 to 2.14
Bridger-Teton	0	0	1 to 8	40 to 75	0	0	0	0.51 to 1.61
Custer	0	0	0	1 to 3	0	0	0	0 to 0.1
Gallatin	1	1	5 to 26	17 to 97	0.01	0.01	0.11 to 0.81	0.51 to 2.91
Shoshone	0	0	8 to 41	10 to 57	0	0	0.21 to 1.21	0.31 to 1.71
Targhee	1	1	22 to 127	85 to 341	0.01	0.01	0.71 to 3.91	1.81 to 9.61
Total	2	2	37 to 204	173 to 650	0.01	0.01	1.03 to 5.93	3.58 to 23.2



**Effects of Alternatives 1, 2, and 2-Modified on the Economic Environment**

The overall economic effects of Alternatives 1, 2, and 2-Modified are expected to be similar.

Related to sheep grazing, Alternatives 1, 2, and 2-Modified would phase out four remaining sheep allotments inside the PCA on the Targhee and Gallatin National Forests, resulting in the reduction of about two jobs in those alternatives. This phase out of sheep grazing is not mandatory but based on willing permittees. Even with willing permittees, it is possible that sheep grazing on these allotments would be phased out by the end of the decade. Options include substitute pastures for the permittee or buy-out or waiver of the permit. Removal of the entire sheep grazing permit may affect overall ranch viability and may result in the additional reduction of AMs if substitute grazing areas were not available.

Related to cattle grazing, no change would be expected to income and employment in Alternatives 1 and 2. Under Alternative 2-Modified, allotments with recurring conflicts that cannot be resolved through modification of grazing practices could have some additional effects on livestock grazing income and employment if they are retired, as described in Guideline 2. This applies to cattle allotments inside the PCA and both sheep and cattle outside the PCA. Retirement of grazing allotments would be with willing permittees only. It is difficult to predict whether these allotments would be closed because the direction recommends the retirement of the allotment if the permittee is willing, and does not recommend a mandatory closure. If the permittee is unwilling to retire the allotment, grazing would continue. Five cattle allotments have recurring conflicts with grizzly bears, with three of those allotments located inside the PCA. If those three allotments (or the portions with recurring conflicts) were retired (with about 1,600 AMs), a reduction of about one job and \$20,000 in labor income would result. Only one existing sheep allotment outside the PCA has been documented with recurring conflicts. The retirement of this 3,000 plus AMs allotment would result in a reduction of about one job and \$5,000 in labor income.

Employment and income related to timber harvesting would likely be nearly the same in Alternatives 1, 2, and 2-Modified. Alternatives 2 and 2-Modified may affect the ability to accomplish two or more projects in a subunit and may limit the size of projects.

Because of the protections by statutory rights and the 1872 General Mining Law, employment and income resulting from hardrock minerals programs are not expected to change, although Alternatives 2 and 2-Modified would add additional costs for mitigation. The additional costs may preclude some small miners from developing their claims.

Because the only leases in the PCA are suspended, no change is expected between Alternatives 1, 2, and 2-Modified in relation to income and employment associated with oil and gas leasing within the next decade. There would be no change in gas leasing rental or bonus income within the next decade. Alternatives 2 and 2-Modified would likely result in reduced income and employment because of restrictions on full field development. If leasing would occur and full field development were requested, standards on developed site and secure habitat would apply. Permanent mitigation would be needed for full field development. If permanent mitigation were not available to meet the secure habitat and developed sites standards, full field development would be delayed until mitigation could occur. Seismic and exploratory wells could still occur because of the temporary nature of those activities, although exploratory wells would require mitigation if secure habitat were reduced.

Effects on employment and income related to recreation and tourism may vary between Alternatives 1 and Alternatives 2 and 2-Modified. For Alternative 1, very little or no site development has occurred in the past decade within the recovery zone, even though site development could occur in MS 2 and MS 3. This would represent a trend for assuming that site development or expansion would be nearly the same in Alternative 1 as for Alternative 2, which would maintain the number and capacity of developed sites at or below 1998 levels. With no increase in developed sites allowed in Alternatives 2 and 2-Modified without mitigation and, based on past trends, little or no site expansion in Alternative 1, the effects of the these

alternatives would be the nearly the same on income and employment related to recreation and tourism.

For Alternatives 2 and 2-Modified, increased demand for recreation in developed sites would not be accommodated by increasing capacity unless capacity is reduced in other locations and shifted within a subunit. Private lands may be developed in response to increasing demand. Development on private land to support recreation and tourism activities would result in greater income and employment than if the development occurred on National Forest System lands. Currently, non-local overnight use results in nearly double the income and employment when compared with that same type of use on-forest (Figure 112).

***Effects of Alternative 3 on the Economic Environment***

Effects on income and employment are greater in Alternative 3 than in Alternatives 1, 2, and 2-Modified, especially related to timber harvesting and oil and gas leasing activities.

Alternative 3 would have a direct and immediate impact to the existing sheep operators holding grazing permits within the PCA for four allotments, and the cattle operators that graze on allotments with historic recurring livestock/grizzly bear conflicts within the PCA (portions of three allotments). Alternative 3 would eliminate the four remaining sheep allotments and portions of three cattle allotments within three years, resulting in the loss of about three jobs and the associated incomes. Any loss of grazing AMs in excess of 10 percent could have a significant economic impact to the livestock operator, to the point of making use of the allotment or even the total operation unprofitable. Entire removal of the cattle grazing permit may affect overall ranch viability and may result in the additional reduction of AMs if substitute grazing areas were not available.

Income and employment related to timber harvesting would be reduced anywhere from 34 to 200 jobs due to about a 10 percent reduction in access to suitable acres for timber harvesting throughout all six GYA national forests. The economic effects from timber harvesting would be greatly affected by how much timber harvest substitution occurs on both National Forest System lands and corporate/private lands, and by what roadless policy is in place. Timber harvesting from 2000 to 2002 has been low relative to the past 15 years; those jobs may have been lost possibly due to roadless policies, use of imported lumber, and other factors that have resulted in less timber harvesting in the last few years, as evidenced by mill closures in areas adjacent to the GYA. The low end of effects could result in the loss of over 30 jobs; at the high end, up to 200 jobs could be lost or not created in Alternative 3.

Because of the protections by statutory rights and the 1872 General Mining Law, employment and income resulting from hardrock minerals programs are not expected to change. Alternative 3 may add some costs for mitigation, similar to Alternative 2.

Because Alternative 3 would preclude any new oil and gas leasing, any economic benefits from the new oil and gas leasing would be foregone. This includes rent from oil and gas leasing and income, employment, and returns to the U.S. Treasury if field development would occur. Existing leases would continue. Development proposed on existing leases may be delayed while mitigations were put in place. Because the only leases in the PCA are suspended, there would be no immediate economic effects; economic effects would occur through foregone oil and gas leasing and development opportunities.

Increased demand for recreation in developed sites would not be accommodated by increased capacity. Private lands may be developed in response to increasing demand. Development on private land to support recreation and tourism activities would result in greater income and employment than if the development occurred on National Forest System lands. Currently, non-local overnight use results in nearly double the income and employment when compared with that same type of use on-forest (Figure 112).

**Effects of Alternative 4 on the Economic Environment**

Effects on income and employment are the greatest in Alternative 4 for livestock, timber harvesting, oil and gas, and recreation activities.

For effects on livestock grazing, the difference between Alternative 4 and Alternative 3 is the extent of the impact. Alternative 3 applies only to those allotments or parts of allotments within the PCA. Alternative 4 would apply to an expanded area and would have a direct and immediate impact to the 77 existing allotments and associated sheep operators holding grazing permits within Alternative 4 and at least the five cattle allotments and operators that graze on allotments with historic recurring grizzly bear/livestock conflicts within Alternative 4. Alternative 4 would require the removal of cattle from those allotments with recurring grizzly bear/livestock conflicts. This removal would result in a reduction in either livestock numbers or season of use, equivalent to the capacity of the affected pasture. The loss of this grazing capacity may require that the remainder of an affected allotment be combined with an adjacent allotment to maintain an economically viable livestock operation. Closure of the allotment could result if the remainder of an affected allotment is not large enough to be economically viable and it is not possible to combine it with an adjacent allotment. Any loss of grazing AMs in excess of 10 percent could have a significant economic impact to the livestock operator, to the point of making use of the allotment or even the total operation unprofitable.

Related to all grazing, Alternative 4 would reduce employment by approximately 75 jobs due to closure of sheep allotments and elimination of cattle grazing allotments that have recurring conflicts. Entire removal of these allotments may affect overall ranch viability and may result in the additional reduction of AMs if substitute grazing areas were not available.

The implementation of the food storage orders forestwide may slightly increase livestock operation costs. Because this alternative allows for greater opportunity for grizzly bears to occupy habitats outside the PCA, operators may incur increased costs due to livestock depredation.

Income and employment related to timber harvesting would be reduced anywhere from 98 to 575 jobs due to about a one-third reduction in access to suitable acres for timber harvesting throughout all six GYA national forests. The economic effects from timber harvesting would be greatly affected by how much timber harvest substitution occurs on both National Forest System land and corporate/private land, by what roadless policies were in place, housing starts, the exchange rate on the dollar, e.g., lumber imported from Canada accounted for one-third of the U.S. lumber market in 2002 (Buckles et al. 2002), and other factors. Timber harvesting from 2000 to 2002 has been low relative to the past 15 years; those jobs may have been lost possibly due to roadless policies and other factors that have resulted in less timber harvesting in the last few years, as evidenced by six mill closures in areas adjacent to the GYA, such as in Belgrade, MT, Newcastle and Saratoga, WY, and Rexburg, ID (Spelter 2002). The low end of effects could result in the loss of nearly 100 jobs; at the high end, up to 575 jobs could be lost or not created in Alternative 4.

Because of the protections by statutory rights and the 1872 General Mining Law, employment and income resulting from hardrock minerals programs are not expected to change. Alternative 4 may add some costs for mitigation, similar to Alternative 2.

Because Alternative 4 would preclude any oil and gas leases in a larger area, additional economic benefits from oil and gas leasing would be foregone, including rent from oil and gas leasing and income, employment, and returns to the U.S. Treasury if field development would occur. Development would be precluded on approximately 1.5 million additional acres. While there are no full production oil and gas developments within Alternative 4, Alternative 4 does encompass some areas that have a high potential for oil and gas development. It is difficult to estimate a number of wells eliminated by Alternative 4 since a low number of wells has been drilled in the GYA, but several wells could be precluded by this alternative. This could be anywhere from no effects to up to several wells foregone, resulting in about 12 jobs and \$390,841 in annual income per well.

For Alternative 4, increased demand for recreation in developed sites would not be accommodated by increasing capacity. This is a similar effect in Alternative 3, but Alternative 4 would affect a larger area. Private land may be developed to respond to the increased demand. Development on private land to support recreation and tourism activities may result in greater income and employment than if the development would occur on National Forest System lands. Currently, non-local overnight use results in nearly double the income and employment when compared with that same type of use on-forest (Figure 112). Lack of development to increase recreation capacity over a larger area than Alternatives 2 and 3 may result in reduced visitation in the next decade because the national forests could not accommodate the increased use projected for the GYA (section 3.9.3). Developed recreation sites unique to national forests, such as downhill skiing areas, would not expand and likely could not be replaced by developments on private land. This lost opportunity for expansion would result in foregone opportunities for future income and employment.

Employment and income associated with dispersed recreation use may be affected if limits on parking and other developed sites used to support dispersed recreation are limited. These limits would not allow any increase in use if these areas were at capacity.

Overall, Alternative 4 would have the most economic impact of any alternative, either through the loss of jobs and income associated with the reduction in current production of outputs, or through the jobs and income foregone by precluding oil and gas development and limits on recreational site capacity. Anywhere from 38 to 204 jobs and from \$8.6 million to \$23.2 million in labor income would be reduced by reductions in the livestock grazing and timber harvesting programs. Jobs and income foregone from oil and gas leasing could be significant. Effects on recreation and tourism would vary.

### **Budget to Implement**

Costs were developed for monitoring, implementation, restricting road access, law enforcement, and sanitation.

Additional implementation costs would occur for Alternatives 3 and 4, where roads are either permanently restricted or decommissioned to increase secure habitat to 70 percent and to improve secure habitat in inventoried roadless areas. Permanent road restrictions are less expensive to implement than road decommissioning. Complete road decommissioning, which includes recontouring and obliteration, costs \$1,000 to \$5,000 per mile. A permanent road closure costs \$200 to \$1,400 for installation of a barrier at the entrance to the road. For the purposes of this analysis, it is assumed that only barriers would be installed in order to meet the objective of road closures implemented within five years to increase secure habitat. Road recontouring and obliteration could occur later; it should be noted that these actions would cause some temporary increases in sedimentation due to culvert removal and recontouring of roads. Costs would be much higher than installing a barrier, but maintenance costs would be reduced over time.

For road restrictions, the average segment length of road to be closed is estimated to be five miles. One barrier would be needed for each segment, with a one-time cost of \$800 per barrier. The 487 miles of road to be closed in Alternative 3 would result in about 97 barriers; the 1,850 miles of road to be closed in Alternative 4 would result in 380 barriers.

Sanitation costs include installation and maintenance of such items as bear boxes, bear poles, and bear resistant dumpsters.

Monitoring costs are the nearly the same for Alternatives 1, 2, and 3, slightly higher for Alternative 2-Modified, and much higher for Alternative 4. Alternative 2-Modified has added monitoring items that require monitoring changes in secure habitat, recurring conflicts on livestock grazing allotments, and whitebark pine occurrence, productivity, and health. All these added monitoring items would occur both inside and outside the PCA in areas that are biologically suitable and socially acceptable for grizzly bear occupancy. Alternative 4 would require additional costs for monitoring changes in motorized access route density and habitat

effectiveness outside the PCA within the boundary for Alternative 4. GIS databases would have to be created to evaluate these criteria outside the PCA.

For Alternatives 2, 2-Modified, 3, and 4, cost saving would be achieved through reduced consultation and less preparation and analysis time for biological assessments, although analysis of effects and biological evaluations would still occur because the grizzly bear would be a sensitive species. Figure 116 displays costs by alternative. Alternatives 1 and 2 would have the lowest annual cost and no initial cost of implementation; Alternative 4 would have the highest annual cost and cost of implementation due to the increased area of application of habitat standards and sanitation requirements.

**Figure 116. Annual Forest Service monitoring costs and cost saving by alternative (thousands of dollars).**

	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
Total for modeling (includes secure habitat, motorized access route and habitat effectiveness monitoring)	96.5	96.5	126.5	96.5	300.0
Monitoring livestock conflicts and developed sites	10.0	10.0	15.0	15.0	23.0
Spring carcass surveys	4.0	4.0	4.0	4.0	4.0
Whitebark pine cone transects and other whitebark pine monitoring	10.0	10.0	30.0	10.0	10.0
Annual monitoring report	1.0	5.0	5.0	5.0	5.0
Food storage infrastructure	98.0	98.0	98.0	98.0	98.0
Human/bear conflict mgmt/sanitation	215.0	215.0	215.0	215.0	330.0
Outreach and education	125.0	125.0	125.0	125.0	125.0
Average annual budget	559.5	563.5	618.5	568.5	895.0
Annual savings	0.0	60.0	60.0	60.0	60.0
Annual net costs	559.5	503.5	558.5	508.5	835.0

**Figure 117. One-time implementation Forest Service costs by alternative (thousands of dollars).**

	Alternative 1	Alternative 2	Alternative 2 - Modified	Alternative 3	Alternative 4
Road restriction <sup>1</sup> (part of decommissioning)	0.0	0.0	0.0	78.0	304.0
Sanitation (installation of poles, containers, bear boxes, signage, and garbage facilities)	362.5	362.5	362.5	362.5	600.0
Update of Access and CEM models and associated databases	355.0	355.0	445.0	355.0	750.0
Total	717.5	717.5	807.5	795.5	1,654.0

<sup>1</sup>It is assumed road recontouring and obliteration could occur later. Total costs for Alternatives 3 and 4 to complete road recontouring and obliteration would range from \$1.46 million in Alternative 3 to \$5.55 million in Alternative 4, assuming a cost of \$3,000 per mile. It is also assumed the one-time costs could take place over a one- to five-year period.

Under all alternatives, the Forest Service would continue to work cooperatively with other agencies in the management of the grizzly bear and grizzly bear habitat. Total costs for implementing Alternative 2 are described in the Conservation Strategy, as the three states incur costs and benefits for state management of the grizzly bear.

All action alternatives incorporate this adaptive management process to ensure continued coordination in sustaining the recovered grizzly bear population. Alternative 2-Modified goes beyond the direction in the Conservation Strategy by providing guidance for coordination with states in implementing state management plans for grizzly bear occupancy outside the PCA.

Participation in YGCC activities would include identifying management, research, and financial needs to successfully implement the Conservation Strategy

### **3.15 Civil Rights and Environmental Justice (Executive Order 12898)**

#### ***Affected Environment***

Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies (Executive Order 12898). Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies. Meaningful involvement means that potentially affected community residents have an appropriate opportunity to participate in decisions about a proposed activity and that the concerns of the participants will be considered in the decision making process.

In particular, this analysis examines:

- Consultation with tribes with treaty rights within the analysis area and the impacts of this proposal upon tribal members
- Low-income populations and minority populations in the analysis area

See the discussions on treaty and trust responsibilities in section 3.13. Tribes were notified of this proposal during the scoping process and the DEIS comment period.

The 2000 census for the 21-county analysis area was used to identify minority populations and populations below the poverty level (Environmental Justice Enviromapping). Most counties have less than 20 percent of their populations at or below the poverty level. Madison County, Idaho (Rexburg) is the exception with 30 to 40 percent of the population below the poverty level. Most counties have less than 10 percent as a minority population. Fremont and Hot Springs Counties in Wyoming have 10 to 30 percent of their population as a minority (these counties include the Wind River Reservation). In Idaho, Butte, Fremont, and Teton Counties are composed of 10 to 30 percent minorities with Clark County (less than 1,000 in population) showing a 30 to 40 percent minority population.

#### ***Effects on Civil Rights and Environmental Justice***

Minority and low-income populations would not be disproportionately impacted under any alternative. The forest plans, inclusive of this proposal, would continue to honor treaty rights such as hunting, fishing, and gathering. Low-income populations would have the same access and opportunities for using the GYA national forests as other populations. Notice of this proposal was provided to local county populations through the 45-day scoping period in 2003 and in 2004 during the 90-day comment period on the DEIS. Tribes were provided with notice of the proposal, and consultation was conducted by the national forests.

No civil rights effects associated with age, race, creed, color, national origin, or gender have been identified. Public input from all persons and groups, regardless of age, race, income status or other social and economic characteristics has been considered.

### **3.16 Cumulative Effects**

#### **Introduction**

The following discussion of cumulative effects is a synopsis and continuation of the analysis of effects previously presented in this chapter. Cumulative effects are those effects that, when viewed with past, other present, and reasonably foreseeable actions, may have cumulative impacts and should be discussed in the same environmental analysis.

#### ***Section 3.16 Changes between Draft and Final EIS***

In this section, the following additions and updates were made:

- Evaluation of the cumulative effects related to private land development on grizzly bears
- Evaluation of the cumulative effects of commercial livestock grazing on grizzly bears
- Evaluation of the cumulative effects on grizzly bears from land management activities, including recreation, logging, and oil and gas development
- Cumulative effects on grizzly bears from wolves
- Evaluation of the cumulative effects on grizzly bears as related to the uncertainty of the science of grizzly bear habitat, population, global warming, and genetics

#### **3.16.1 Cumulative Effects on the Grizzly Bear**

##### ***Cumulative Effects on Grizzly Bears from Hunting***

Limited hunting of grizzly bears under the jurisdiction of state wildlife management agencies may occur when the bear is delisted. Harvest levels would follow state management plans and would adhere to mortality limits identified in the Conservation Strategy, which are designed to sustain the recovered grizzly bear population.

Hunting is the primary method for regulating wild ungulate numbers in the GYA. Since elk calves and winter-killed elk and other ungulates are one of the four major foods for grizzly bears (section 3.3.1), hunting can reduce the availability of this food source. With few exceptions, all GYA elk herds are above population objectives (Daryl Meints personal communication, Tom

Lemke personal communication, Doug Brimeyer, USDA Forest Service 2005c). Primarily due to drought, populations in several herd units have been on a downward trend. On the other hand, hunting of ungulates can have the indirect but cumulative effect of providing additional attractants and foods to the bear, particularly during the time of year that bears are actively searching for food stores before hibernation. Risks to bears and hunters would continue as they use the same habitats. Restrictions on hunting in grizzly bear habitat would have both favorable and detrimental effects to the bear. Restrictions could result in fewer hunter-related grizzly bear mortalities, but also could reduce the availability of carcasses and gut piles for grizzly bears (Haroldson et al. 2004).

Bear baiting for black bear hunting outside the PCA could have detrimental impacts to grizzly bears, particularly as populations increase and expand outside the PCA. Grizzly bears attracted to black bear bait sites could be mistakenly killed. Depending on the bait used, some grizzly bears could learn to associate humans with food and become human food-conditioned. Human food-conditioned bears have a higher potential for conflicts with humans, often resulting in mortality for those bears. Alternative 4 would increase efforts to eliminate black bear baiting in areas occupied by grizzly bears.

***Cumulative Effects on Grizzly Bears from Wolves***

When gray wolves were reintroduced into the GYA from 1995 to 1996 it was predicted that wolves could reduce the number of winter-killed ungulate carcasses available to bears, that adult grizzly bears would likely usurp wolf-killed ungulate carcasses from wolves, and that wolves may kill grizzly bear cubs. To date there have been only two documented incidents of wolves killing grizzly bear cubs (Gunther and Smith 2005). The only other grizzly bear mortality related to wolves was a yearling female grizzly bear that was accidentally killed in a trapping operation for wolves (Haroldson and Frey 2003). Smith (2005) reported numerous instances of grizzly bears taking over wolf-killed ungulate carcasses and suggests that wolves are beneficial to bears as they provide carcasses for them to scavenge. There is little evidence that wolves are reducing the availability of winter-killed ungulates for grizzly bears.

A study in progress of the Yellowstone northern range elk herd and the survival of elk calves (Barber et al. 2005) determined that wolves were having less of an impact on elk calf survival than bears. Bears accounted for approximately 55 to 60 percent of all deaths for all tagged elk calves during the first 30 days of life, while coyotes and wolves each accounted for approximately 10 to 15 percent of tagged calf deaths. Wolves might be expected to be a significant factor in limiting recruitment of elk calves into the Yellowstone population if much of wolf predation is added to other mortality sources (Barber et al. 2005).

***Cumulative Effects on Grizzly Bears Related to other Planning and Rule Making Efforts***

Cumulatively, the lynx amendment, Gallatin National Forest travel planning effort, Yellowstone National Park snowmobile study, and other related efforts described in section 1.5 would generally improve habitat conditions for the grizzly bear.

The Travel Management Final Rule announced in November 2005 (USDA Forest Service 2005e) requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. Four of the six GYA national forests already restrict motorized travel to designated routes. Moving to designated routes would have no effect or a beneficial effect if existing routes remain or are reduced. If the few remaining open motorized areas are limited to designated routes, this could increase secure habitat for the bear.

Based on direction in the National Fire Plan, the Healthy Forests Initiative, and the Healthy Forests Restoration Act of 2003, the Forest Service has initiated proposals for maintaining or restoring healthy forests and lands by reducing heavy fuel loading and insect and disease risks. Management of vegetation and reduction of fuel loadings is generally emphasized around structures, called the wildland urban interface. This initiative has the potential to increase timber harvest over past levels in some areas. All projects would be subject to the habitat standards identified for each alternative. Because most harvest activities occur near structures, which is not



considered important grizzly bear habitat, impacts to the bear are minimal. Further, standards for grizzly bear cover were not developed for the Conservation Strategy or for this proposal because changes in the distribution and quantity and quality of cover are not necessarily detrimental to grizzly bears.

The National Elk Refuge and Grand Teton National Park draft EIS and Elk Management Plan (USDI FWS NPS 2005) described in section 1.5 could result in a reduction in the numbers of elk and bison available to grizzly bears. In Yellowstone National Park from March through May, ungulate carrion (mostly elk and bison) is an important food source (Mattson 1997). This is not currently the case in Grand Teton National Park. Elk and bison in the Jackson herds have a low winter mortality rate due to the supplemental feeding program on the National Elk Refuge and in the Gros Ventre Range. Grizzly bears in Grand Teton National Park do not appear to depend as heavily on meat in the early spring compared to grizzlies to the north in Yellowstone National Park. Similarly, grizzly bears have not been documented preying on elk calves in Grand Teton National Park, although it likely occurs (State of Montana 2000).

Since 2000, the Forest Service has had various roadless management policies in place. In 2005, the Department of Agriculture announced the adoption of a Final Rule that established a process for governors to propose locally supported regulations for conserving inventoried roadless areas within their states (USDA Forest Service 2005f). These areas contain a high percentage of secure grizzly bear habitat. Involvement by the governors in this process could affect secure habitat outside the PCA.

The Forest Service Roads Analysis process (USDA Forest Service 1999a) requires that the Forest Service examine the road network and give priority to reconstructing and maintaining needed roads and decommissioning unneeded roads. This policy is complementary to access management objectives in grizzly bear habitat and will be a tool for implementing access management decisions.

#### ***Cumulative Effects on Grizzly Bears Related to Private Land Development***

Private lands inside and outside the PCA have generally not been managed for grizzly bear occupancy, although bears have occupied some areas. Management of human foods and other attractants on private lands is an ongoing problem. Approximately 45 percent of the recorded grizzly bear/human and grizzly bear/livestock conflicts from 1992 through 2004 occurred on private lands (Figure 7). Only about 2 percent of the PCA is in private ownership, but 20 percent of all known and human-caused mortality between 1983 and 2002 occurred on private lands inside the PCA. Outside the PCA, 62 percent of the mortality occurred on private lands. Private land outside the PCA constitutes about 23 percent of the current grizzly bear distribution (Schwartz et al. 2005c). Even with this level of conflict and mortality on private lands, the grizzly bear population has continued to grow and reach recovery levels. Grizzly bear mortalities occurring on private lands would be monitored by the respective state wildlife management agencies and applied toward the total allowable mortality limits.

Increasing rural settlement and subdivisions on private lands would occur under any alternative. These changes could adversely affect grizzly bear use of habitat and movement between habitats. New developments would increase the availability of attractants and the potential for grizzly bear/human conflicts and mortality. Bear habituation to humans could become more prevalent with increasing development on private lands; habituation poses risks to bears and to public safety. Private land development could also be influenced by national forest activities and conservation efforts on public lands. Proper management of attractants on private lands adjacent to public lands managed for the grizzly bear occupancy is key to the long-term persistence of the grizzly bear in the GYA.

Management practices on state, corporate, and small private lands may present barriers or pose risks to grizzly bear movements between the GYA and northern ecosystems. Changes in land settlement and increased highway developments will continue to affect the bear. The IGBC has

established formal technical groups to address connectivity issues throughout the Northern Rockies.

The Conservation Strategy recognizes that “federal land management and state wildlife management agencies have no direct management authority over private lands and do not have the ability to respond to all private land development by management actions on public lands. As private lands are developed and as secure habitat on private lands declines, state and federal agencies will work together to explore options that address impacts from private land development.” The Conservation Strategy includes direction to monitor private land status and condition. The states have agreed to assist private non-profits and other entities to categorize and prioritize potential lands suitable for permanent conservation. One county commissioner from Montana, one from Wyoming, and one from Idaho represent GYA counties on the YES and the YGCC that would coordinate grizzly bear management under the Conservation Strategy. Sanitation working groups have been formed for each state that include a county commissioner, committee members from the state wildlife management agencies, and the Forest Service, primarily to develop programs for resolving grizzly bear/human conflicts in the private/public land interface.

Although some ranchlands are being subdivided for residential use, others are kept intact (or even enlarged) when purchased by non-traditional owners often more interested in their amenity values rather than livestock production or subdividing. Not all private lands are a detriment to bears. Some private lands provide a significant contribution by accommodating bear movements and presence.

According to a study on ranchland dynamics in the GYA, ranchland is in an unprecedented state of flux (Travis et al. 2002). Large sections of GYA ranchlands are already or soon will be in the hands of relatively new owners and many of these new owners place a higher value on amenities and investment than on livestock production. Amenity ranch sales over the last decade have affected the broader ranchland market, with prices well above agricultural value. More than 500,000 acres changed hands in five GYA counties that were studied between 1990 and 2001, with the vast majority of the sales going to two classes of buyers: traditional ranchers (34 percent of the acreage) and amenity buyers (27 percent of the acreage). Both ranch subdivision and agglomeration are underway in the GYA. The study concludes that unless ranchlands are placed under some form of conservation easements, the current transition probably implies a long period of instability in ranchland status and uncertainty over the role ranches play in preserving habitat in the future.

Several non-governmental organizations have emphasized the GYA in their efforts to protect land. Conservation easements, land acquisition, stewardship agreements, and grassbanks have been used in a science-based, non-confrontational approach with landowners to protect important lands in the GYA. As of July 2004, over 450,000 acres of private lands in the GYA (about 5 percent of the private lands in the GYA) have been conserved with easements through such organizations as The Nature Conservancy, The Trust for Public Lands, The Conservation Fund, Rocky Mountain Elk Foundation, Montana Land Reliance, Vital Ground, Teton Regional Land Trust, Jackson Hole Land Trust, and Gallatin Valley Land Trust (Copeland 2004). These organizations continue to actively work in the GYA and are protecting private lands with conservation easements at the rate of 25,000 to 45,000 acres per year.

***Cumulative Effects on Grizzly Bears from Commercial Livestock Grazing***

All alternatives provide various mechanisms for retirement or closure of allotments that experience recurring conflicts between grizzly bears and livestock, as discussed in section 3.3.5. Minimizing grizzly bear/livestock conflicts is integral to all alternatives. Under all alternatives, commercial livestock grazing would continue at some level on all the GYA national forests.

Livestock grazing could impact bison and elk populations and the availability of these wild ungulates to foraging grizzly bears. Ungulates (primarily elk calves and winter-killed elk, bison, and other ungulates) are one of the four major foods for grizzly bears in the GYA (section 3.3.1).

Livestock grazing on National Forest System lands and particularly on private lands has the potential to impact bison populations. Almost the entire Yellowstone bison population's summer range is in Grand Teton and Yellowstone National Parks. A few bison summer on the North Fork of the Shoshone River on the Shoshone National Forest in the absence of cattle grazing. Bison leaving Yellowstone National Park, primarily in winter, are subject to hazing and removal to avoid brucellosis transmission to domestic livestock grazing on private and public lands (State of Montana 2000). Brucellosis is a bacterial-caused disease of the reproductive tract that is common in elk and bison in the GYA. The Interagency Bison Management Plan FEIS (State of Montana 2000) determined that the bison population would likely be maintained at about 3,000 animals, which is the number above where bison are most likely to respond to heavy snow or ice by attempting to migrate to the lower elevation lands outside the Park in the western and northern boundary areas. Severe winters could result in more bison leaving the Park and subject to removal. Grizzly bears that den in the Pelican and Hayden Valleys in the Park depend on bison carrion and are most likely to be affected by changes in bison populations.

Elk also have the potential to transmit brucellosis to domestic livestock. Concerns are primarily associated with elk and livestock mingling on cattle and elk winter range on private lands. Wyoming lost its brucellosis-free status in 2004 where cattle in close proximity to an elk feeding ground contracted brucellosis. A pilot project is underway to trap and remove brucellosis infected female elk at a feeding ground in Sublette County, Wyoming. This could result in reduced elk numbers for grizzly bears if the program proves successful and is expanded to other feed grounds. Montana and Idaho do not have winter feed grounds for elk.

There is a potential for brucellosis transmission from elk to cattle on Forest Service and BLM summer grazing allotments where elk parturition and cattle turnout dates overlap. Mingling of elk and cattle on identified allotments on National Forest System lands in Wyoming has not been documented (Dean et al. 2004).

Livestock grazing on National Forest System lands also could negatively influence elk populations in the GYA through direct competition for forage and space. Dietary overlap and feeding habitat overlap between domestic livestock and elk has been studied extensively in many areas throughout the Rocky Mountains (Tortenson et al. 2006, Stewart K.M. 2002, Sheehy and Vavra 1996, Yeo et al. 1993, Clark et al 2000, Skovlin 1983). In general, elk and cattle share similar preferences for forage, but habitat overlap both in time and space varies depending on many factors such as timing, location, pattern and intensity of livestock grazing, livestock stocking rates, slope, elevation, tree cover, winter severity, snow depths, and human activity associated with livestock grazing. Whether foraging relationships between elk and cattle are complementary, competitive, or benign depends on site-specific conditions. Summer range and forage for elk in the GYA are not limited and livestock grazing would not significantly affect summer forage availability for elk. A large portion of the elk population in the GYA summers on NPS or National Forest System lands in the absence of domestic livestock grazing.

The greatest potential for impacts to elk populations from cattle grazing in the GYA likely occurs on elk winter ranges grazed by cattle during the summer and fall. Current research suggests that cattle grazing on elk winter range should be managed carefully to avoid negative impacts to wintering elk populations (Yeo et al. 1993, Clark et al. 2000, Skovlin 1983). In their study in Wyoming, Tortenson et al. (2006) noted that cattle use likely benefits elk when forage utilization by cattle on elk winter range does not exceed moderate levels. While competition for space and forage between elk and cattle has been well researched and documented, researchers have not been able to extrapolate the direct effects to local elk numbers due to the complex interactions affecting elk population levels.

Wildlife forage needs are considered in all decisions regarding domestic livestock grazing on National Forest System lands. Goals and/or objectives are included in forest plans or through other mechanisms such as a memorandum of understanding to cooperate with state wildlife agencies in meeting their wildlife population objectives. Total ungulate use, by both wildlife and

livestock, must be kept within the carrying capacity of the suitable available habitat. In most instances, forage allocation for domestic livestock is consistent with the need to meet the population objectives established by the state wildlife agencies. Allotment management plans, required for all domestic livestock allotments on National Forest System lands, recognize the importance of winter range to elk and other ungulates. With few exceptions, elk populations in the GYA in Idaho, Montana, and Wyoming are at or above objectives set by the respective state wildlife management agencies (Daryl Meints personal communication, Tom Lemke personal communication, Doug Brimeyer, USDA Forest Service 2005c). Primarily due to drought, populations in several herd units have been on a downward trend.

National forests in the GYA are moving toward an adaptive management process for livestock management decisions on National Forest System lands. The approach is to make better use of monitoring information to determine if management changes are needed and how to make those changes. Resource objectives are established and allowable use standards (including riparian stubble height and riparian shrub allowable use standards) are developed and monitored. If monitoring determines that the desired condition is not being met then management changes are considered (Quimby 2001). Allowable use standards and stubble height requirements are becoming standard practice to maintain riparian and winter range conditions.

Yeo et al. (1993) noted that elk grazed in close proximity to cattle when humans were not present and that human activities associated with cattle grazing caused shifts in habitat use by elk. The secure habitat and developed site standards under all action alternatives have the potential to restrict or reduce human uses in habitats used by elk, reducing the potential for disturbance or displacement caused by human presence and associated activities. The livestock standard under all action alternatives and the livestock grazing guideline under Alternative 2-Modified reduce or eliminate some domestic livestock grazing, reducing competition and disturbance from domestic livestock and associated human activities during the grazing season on National Forest System lands. The standard for maintaining critical food sources under Alternatives 3 and 4 and the guideline for maintaining the productivity of the four key foods for grizzly bears under Alternative 2-Modified have the potential to improve some elk and other big game winter habitats.

Domestic livestock may also compete directly for forage with grizzly bears. Succulent vegetation is the preferred diet of domestic sheep and also important to grizzly bears. The greatest potential for food competition between bears and domestic sheep is in the spring and early summer when few other foods are available to grizzly bears. Interactions between sheep and bears usually result in conflicts, which is a more serious problem than food competition (Jorgensen 1983). There is also likely some competition for succulent forage between cattle and grizzly bears. As with domestic sheep, the bigger issue is associated with grizzly bears that kill cattle. Grizzly bears that kill domestic livestock are often removed by state wildlife management agencies. Inside the PCA, all sheep allotments would either be phased out or closed in all action alternatives. Alternative 2-Modified and Alternative 4 provide for the retirement or closure of allotments outside the PCA that experience recurring conflicts with grizzly bears. Alternative 2-Modified provides for the retirement under the condition of willing permittees as opportunities arise.

While grizzly bear/livestock conflicts are a major issue in long-term conservation of the grizzly bear, the Yellowstone grizzly bear population has increased and expanded its range with existing levels of livestock grazing on National Forest System and private lands. Forest plan direction and state best management practices provide the framework for proper grazing practices to minimize impacts on forage and sustain other resource values, including wild ungulates. State and federal coordination will continue to address concerns related to brucellosis transmission between domestic and wild ungulates.

***Cumulative Effects on Grizzly Bears from Land Management Activities, including Recreation, Logging, and Oil and Gas Development***

Under Alternatives 2 and 2-Modified, all management activities inside the PCA are guided by the habitat standards that limit changes to developed sites and secure habitat. Logging and recreation activities would continue at 1998 levels. Oil and gas development is unlikely inside the PCA due to the low amount of availability and the mitigation required under the habitat standards.

Alternatives 3 and 4 would reduce levels of recreation and logging below 1998 levels and oil and gas development would be prohibited. Under Alternative 1 logging and oil and gas development and the number of developed sites inside the PCA could increase above 1998 levels, primarily in Management Situations 2 and 3.

Under Alternatives 1, 2, 2-Modified, and 3, existing management area direction in the Alternative 4 area outside the PCA would be the same way these areas have been managed for the last 17 years. Under Alternative 1, with the bear as a listed species, there are no direct requirements in forest plans for habitat protection outside the PCA. Project consultation with USFWS could result in some habitat mitigation or protections of individual bears. In most instances, habitats outside the PCA would be managed similarly under these alternatives. Approximately 72 percent (4.3 million acres) of the almost six million acre area is secure habitat. Seventy-one percent of that secure habitat is long-term secure. Generally, new motorized access routes would not be constructed in areas defined as long-term secure habitat. The other 29 percent (1.2 million acres) of the secure habitat would be approximately three million acres more secure habitat and over two million acres more long-term secure habitat than that being used by bears outside the PCA from 1990 through 2004.

Under Alternatives 1, 2, 2-Modified, and 3, most of the 1.2 million acres of short-term secure habitat in this area outside the PCA would likely remain secure. Some secure habitat may be lost, but if past trends are any indication, road miles are expected to decline and secure habitat to increase. In the past 17 years, over 1,400 miles of road have been decommissioned in the GYA national forests, with less than 400 miles of road being constructed, a net reduction of over 1,000 miles of road. In all areas outside the PCA the net reduction in miles of road has contributed almost 3 percent to the current level of secure habitat. Similarly, the average acres treated per year by timber harvest outside the PCA have been on a downward trend. Road construction and associated timber harvest have been limited in recent years in part due to the roadless policies in place from 2000 through 2005. Most of the short-term secure habitat is managed under direction in existing forest plans that limits the development of new motorized access routes. This direction will continue. Approximately 37 percent of the short-term secure habitat is open to leasing for oil and gas where surface occupancy is allowed. Much of this area has a very low to moderate potential for occurrence. There are only eight active leases on approximately 7,000 acres in the Alternative 4 area outside the PCA (section 3.12.2 and Figure 80). Under these alternatives, the several million acres of secure habitat in the Alternative 4 area outside the PCA that is not yet occupied by grizzly bears could allow for range expansion to help maintain grizzly numbers if carrying capacity declines in other areas of the GYA.

Outside the PCA in the Alternative 4 area these management activities under Alternative 4 would be reduced below current levels and the amount of long-term secure habitat increased. Alternative 4 would provide protection and enhancement direction to more habitats for bears, increasing connectivity options between important habitats inside the GYA and possibly increasing the potential for connectivity to other ecosystems. Should the long-term availability of important foods be reduced, the carrying capacity of the GYA for grizzly bears would decline. The additional secure habitat under Alternative 4 might allow the GYA to support bears throughout a larger area than the other alternatives. Under all alternatives, there are wilderness areas, other management prescriptions, and inventoried roadless areas that would provide additional secure habitat outside the PCA. Existing food storage regulations would remain under all alternatives and be expanded forestwide under Alternative 4.

As discussed in section 3.13, large-scale changes in land management such as the closure of 1,900 miles of motorized routes in Alternative 4 would have significant impacts upon rural communities and motorized users. These changes can stress the public's tolerance for accommodating grizzly bear expansion and occupation. Some of these management changes have the potential to trigger a backlash effect. The alternatives that result in the greatest restriction of public access may result in a higher risk of illegal shooting mortalities. Similarly, management of grizzly bears under the ESA generates a similar perception of "locking up public lands." Whether the increased risk of backlash outweighs the potential benefits to bears from the various alternatives is unknown, because this relationship has not been scientifically documented.

Fuels treatments, under the National Fire Plan, could benefit grizzly bear habitat by creating young stands that could potentially provide spring foraging areas for grizzly bears. Treatments near developed areas could draw bears into these areas and increase the potential for grizzly bear/human conflicts.

Off-road vehicle use has been restricted to designated routes in the Montana GYA national forests (USDI BLM and USDA Forest Service 2001); all other forests in the GYA restrict use to designated routes, with a few exceptions. The few areas within the GYA on the Bridger-Teton and Caribou-Targhee National Forests that are not restricted to motorized travel routes will need to comply with the Travel Management Final Rule (USDA Forest Service 2005e) that governs off-highway vehicles and other motor vehicle use on national forests. This Final Rule requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. All national forests are expected to comply with the Final Rule within the next four years.

Under all alternatives, Yellowstone and Grand Teton National Park provide additional relatively undisturbed habitat for grizzly bears (39 percent of the PCA). The national parks do not allow hunting or livestock grazing and vegetation management activities are limited to occasional tree removal along major roads. Most grizzly bear mortality in the national parks is due to management removals of habituated or human food-conditioned bears and road kills.

***Cumulative Effects on Grizzly Bears as Related to Uncertainty of the Science of Grizzly Bear Habitat, Population, Genetics, and Climate Change***

*Grizzly Bear Habitat and Population*

The Conservation Strategy and the information presented in this FEIS are based on the best available science. Grizzly bears are difficult to study and monitor due to many factors. There is some level of uncertainty associated with the results of all studies of grizzly bears and their habitat in the GYA. Uncertainty is inherent to science (Schwartz 2001). Assumptions and methods vary between studies; conclusions on a specific topic by different authors may vary. While most studies have determined that the grizzly bear population has been increasing between 3 percent and 7 percent annually since the early 1980s, Pease and Mattson (1999) suggested that the population had changed very little. Eberhardt and Cherry (2000) reviewed Pease and Mattson (1999) and concluded that the real differences they postulated (i.e., that the population had changed very little) are not nearly as profound as claimed once the statistical uncertainties are acknowledged.

Boyce et al. (2001) completed a critical review of population viability analyses. They noted that previous population viability analyses on the GYA grizzly population have varied in numbers of bears determined to be necessary to ensure persistence, with some analyses predicting extinction. Results vary based primarily on assumptions and objectives. The population viability analysis conducted by Boyce et al. (2001), based on recent data, suggests a very optimistic probability that the GYA grizzly population will persist for 500 years. They caution that optimistic projection is uncertain without the completion of a habitat-based population viability analyses. A habitat-based population viability analysis has not been attempted. Although there are a number of studies linking the demographic performance of the GYA grizzly bear population to components of habitat, particularly the foods, it is difficult to estimate precisely how many bears are needed to

maintain a recovered grizzly bear population and how much and what kind of habitat is required to support that population. This is especially difficult in relationship to potential changes in habitat due to climate change, fluctuations in annual food availability, and associated dynamics of grizzly bear social structure at various bear densities.

Recognizing that grizzly bears are opportunistic omnivores and that a landscape's ability to support grizzly bears is a function of overall habitat productivity, the distribution and abundance of major food sources, the levels and type of human activities, grizzly bear social systems, bear densities, and stochasticity (random variation), there is no known way to deductively calculate minimum habitat values (USDI FWS 2005a). The CEM was originally assumed to be a tool that could be used to determine a minimum habitat effectiveness threshold for each BMU and subunit in the GYA. Efforts have not been successful in determining the threshold values. The IGBST currently has a contract with Montana State University to evaluate the model's content, and a funded project to link components of demographics (reproduction and survival) to output from CEM in an effort to determine if links exist.

The Recovery Plan and the Conservation Strategy identify the recovery zone and the PCA, respectively, as the areas necessary to sustain the recovered grizzly bear population. The PCA has been the focus of habitat management for grizzly bears for the last three decades and all action alternatives have identified this as the minimum area that will be maintained at the 1998 baseline to support the recovered grizzly bear population. The 1998 baseline was chosen because it was known that the habitat values inside the PCA at that time had adequately supported an increasing grizzly bear population. As of 2004, approximately 10 to 14 percent of the grizzly bears live outside the PCA. Habitats managed under current forest plan direction that would continue under Alternatives 2, 2-Modified, and 3 have and would continue to allow for grizzly bear occupancy in many areas outside the PCA. Many respondents have commented that more area is needed to support the grizzly bear population in the GYA. Alternative 4 proposes increased habitat protection outside the PCA; there is no known way to deductively calculate the amount of habitat and the quality of that habitat needed to support a specific number of grizzly bears. Doak (1995) argued that habitat degradation could result in severe population declines that are not likely to be identified by simply monitoring the population. There is a time lag in the response of the population to loss or degradation of habitat. Even though the amount of wilderness, NPS lands, and other long-term secure habitat in the GYA serve to limit the possibility of severe habitat degradation, monitoring the adherence to habitat standards is integral to all the action alternatives. There is also a level of uncertainty associated with the persistence of the four major foods for the bear. Reduction in the availability of these foods, particularly whitebark pine, army cutworm moths, ungulates (primarily elk and bison), and spawning cutthroat trout could have negative effects on the grizzly bear population. Each of these food sources is limited in distribution and subject to natural annual fluctuations in abundance and availability. Because of this natural variability, threshold values of abundance for each food have not been established (USDI FWS 2005a).

These four food items will be monitored either directly or indirectly on an annual basis, as outlined in the Conservation Strategy. Alternative 2-Modified proposes additional monitoring for whitebark pine. Monitoring these important foods provides managers with some ability to predict annual seasonal bear habitat use, and estimate, prepare for, and avoid grizzly bear/human conflicts due to a shortage of one or more foods (USDI FWS 2005a).

The long-term persistence of whitebark pine is threatened from the white pine blister rust and the mountain pine beetle. Blister rust has been in the GYA since the 1940s and no major die-offs of whitebark pine due to blister rust have been noted. Mountain pine beetle, on the other hand, is currently causing considerable mortality of mature whitebark pine in the GYA. Several interagency efforts are underway to monitor the health of whitebark pine within the GYA. See section 3.6 for a more in depth discussion on the status of whitebark pine in the GYA.

## *Cumulative Effects*

Several factors have the potential to impact cutthroat trout populations in Yellowstone Lake (USDI FWS 2005a):

- In 1994, nonnative lake trout were discovered in Yellowstone Lake. Lake trout are efficient predators of juvenile cutthroat trout and, on average, consume 41 cutthroat trout per year.
- In 1998, the parasite that causes whirling disease was found in juvenile and adult cutthroat trout collected from Yellowstone Lake.
- The intermountain west has experienced drought conditions for the past six years, which has resulted in increased water temperatures, lowered lake levels, and a reduction in peak stream flows, all of which negatively affect cutthroat trout spawning success.

This combination of lake trout, whirling disease, and drought conditions in Yellowstone Lake poses a threat to cutthroat trout populations. Recent research has suggested that female grizzly bears feed little on cutthroat trout and the potential effect of the loss of this major food may not be significant demographically (Felicetti et al. 2004, USDI FWS 2005a).

Numbers of army cutworm moths could be affected by pesticide use in agricultural lands. Robison et al. (submitted) evaluated chemical levels in army cutworm moths in the GYA in 1999 and 2001 and determined that grizzly bears are not at risk from pesticides transported by moths. They did note that if there are future changes in chemical control of army cutworm moths, the moths at bear foraging sites should be collected and tested again. There are no data to support the notion that moth numbers will decline in future years.

The availability of elk and bison for grizzly bears is influenced by a number of factors, including population management strategies, predation, habitat and weather conditions, disease, and other factors. (See previous sections on the cumulative effects of livestock grazing, wolves, and hunting on grizzly bears.) Models by Schwartz et al. (2005b) suggested cub and yearling survival improved following severe winters, likely due to increased abundance of spring carrion. Mattson (1997) found females that ate ungulate carcasses lost more cubs than females not using this food.

While these four foods are the most important to bears, the actual impacts to grizzly bears from declines in these foods are debatable. Annual availability fluctuates widely and bears have learned to utilize alternative foods during times when these foods are in short supply. During years of low availability of whitebark pine and army cutworm moths, bears often spend more time at lower elevations and have more conflicts with humans and experience a higher level of mortality. Recent studies (Haroldson et al. 2005, Schwartz et al. 2005c) support this relationship, but indicate that changes in the abundance of whitebark pine nuts had the least impact on female survival and population growth for independent females living inside Yellowstone National Park, followed by those living outside Yellowstone National Park but within the PCA. Changes in the abundance of whitebark pine nuts had the greatest effect on the survival of female grizzly bears living outside the PCA, with most mortality on or near private lands.

Weather conditions play a key role in the yearly availability of foods for bears, which in turn affects female fecundity and cub survival (Schwartz et al. 2005b). Regardless of the amount of habitat protection, weather conditions would still influence the basic productivity of the land and the foods available to bears and ultimately the carrying capacity of the landscape for grizzly bears.

### *Genetics*

Most of the current science and three decades of monitoring by the IGBST suggest that the GYA grizzly bear population has been increasing in both numbers and distribution and the prognosis for long-term persistence is optimistic. The effects of inbreeding in small, isolated populations must also be considered. Metzgar and Bader (1992) suggested that corridors or linkage areas be maintained between existing grizzly populations and that managers set 2,000 as the minimum population target for grizzly bears in the Northern Rockies. This number has been used frequently in the press and by conservation groups as the number of bears needed in the GYA to ensure persistence. Miller and Waits (2003) also discuss concerns regarding the number of bears needed



to maintain genetic diversity and demonstrate that the GYA grizzly bear population has relatively low levels of genetic variability. They found that the Yellowstone grizzly bear population is not in the troubling genetic condition it was once thought to be and no immediate action is necessary. The GYA grizzly bear population is much larger now than it was 30 years ago, but long-term maintenance of genetic variability in an isolated population requires gene flow. Miller and Waits (2003) demonstrate that there has been only a slight decline in genetic diversity of the Yellowstone grizzlies since the early 1900s, and that the Yellowstone population was not as genetically diverse as that in the NCDE grizzly bear population even as far back as 1910. It appears that linkage between Yellowstone and areas to the north has always been limited. Miller and Waits noted, "...it is likely that gene flow into the Yellowstone ecosystem from the north was historically restricted." This suggests that transfer of genetic material between the GYA and other grizzly bear populations was not a regularly occurring event, even before there was much development. No movement of grizzly bears in or out of the GYA has been documented.

Maintaining or creating linkage zones between grizzly bear ecosystems is a multifaceted issue. Human developments, towns, and highways would preclude grizzly bear occupancy, limit movements in many areas, and provide a significant potential source of conflicts and bear mortality. Ensuring occupancy by female grizzly bears between existing bear populations would require significant changes in human uses and developments, primarily on private lands. Only one or two effective migrants per generation from other grizzly bear populations are adequate to maintain or increase the level of genetic diversity in the Yellowstone grizzly bear population. It does not matter how bears get into the ecosystem but rather that they effectively integrate their genes into the population. If immigration does not occur within several decades, then translocation of bears into the GYA should be conducted. The Conservation Strategy has adopted this approach. The Conservation Strategy states, "If no genetic material is found and no movements detected by 2020, then plans will be prepared to translocate two or more grizzly bears from other populations beginning in 2022."

#### *Climate Change and Vegetation*

The potential effect of global warming or climate change on grizzly bears and their habitat in the GYA is a key concern, particularly how warming may affect the abundance of the four key foods. The average temperature of the earth has increased by 0.6° C over the past 100 years (Walther et al. 2002). Consequences of this warming are varied. Global warming may result in a warmer and drier climate in the GYA. The certainty that the GYA will receive less precipitation has a moderately low degree of certainty. Some computer models project a warmer and wetter climate, but the trend over the 20<sup>th</sup> century was toward warm and dry (Cross 2006). Global warming will likely result in changes to community and trophic (relating to nutrition) structure, with increases in some plant species and communities and declines in others. The consequences of such changes will likely result in shifts in species abundance and distribution (Walther et al. 2002). The progression of such change is unknown. Adaptive management programs, such as those proposed in the Conservation Strategy, will consider such changes as they occur.

Although the prevailing thought is that in the GYA temperatures will increase and precipitation will decrease, there is a low degree of certainty involved in predicting changes in precipitation, since regionally, rainfall may increase, decrease, or stay the same (Cross 2006). Several other impacts associated with changing climate further complicate the picture and decrease the level of certainty when making projections. For instance, CO<sub>2</sub> has a beneficial fertilization effect on plants and also enables plants to use water more efficiently. These effects might enable some species to resist the adverse effects of warmer temperatures or drier soils. Further decreasing the certainty of making projections are the effects of disturbance agents. Forest fires are likely to become more frequent and severe if soils become drier. Changes in insect populations would further increase stress on forests (Cross 2006).

Although there is moderate certainty that temperatures will increase, there is low certainty in projecting how much they will increase over time. With that in mind, a projected 2°C (3.6°F)

warming could shift the ideal range for many North American forest species by about 300 km (200 miles) to the north (Cross 2006).

Whitebark pine, a high elevation, five-needle pine, has a thick phloem (complex tissue in the vascular system of higher plants) and is a preferred host of mountain pine beetle. One of whitebark pines natural defense mechanisms against beetles is that it is able to survive at high elevations where the growing season is normally too short for beetles to reproduce in a single season. Warmer temperatures and prolonged growing seasons could improve the ability of bark beetles to maintain high population levels at elevations where whitebark pine exists (Cross 2006). Mountain pine beetle is currently causing considerable mortality of mature whitebark pine in the GYA. Epidemic infestations of mountain pine beetle have occurred periodically during the last century in many areas of the Rocky Mountains (Tomback et al. 2001 and Walsh 2005).

Whitebark pine populations in the GYA are threatened by the presence of white pine blister rust. Blister rust has been in the GYA since the 1940s and no major die-offs of whitebark pine due to blister rust have been noted.

Increasing temperatures associated with climate change could eventually lead to decreases in range availability for whitebark pine (Romme and Turner 1991) and increases in large, stand replacing fires. It is generally assumed that fire, especially low to mixed intensity fire, favors whitebark pine over other tree species and the exclusion of fire results in the successional replacement of whitebark by shade tolerant species (Tomback et al. 2001). Recent work by Walsh (2005) suggests that fire suppression is not a major concern for many whitebark pine forests in the GYA and that stand structure is well within the historic range of variability. Walsh (2005) also notes, "At landscape scales mountain pine beetle infestations may have similar ecological consequences as spatially extensive mixed-severity fires, as beetles rarely kill all trees in a stand."

The impact of this mortality is difficult to discern and depends on the values under consideration. This type and level of mortality of whitebark pine has been previously observed and would not be considered outside of historical precedence. Other factors, such as white pine blister rust and warming temperatures, may influence the occurrence and abundance of whitebark pine in different ways than past bark beetle epidemics (DeNitto 2006).

*Climate Change and Aquatic Systems*

For many of the same reasons discussed with projecting changes in vegetation, the certainty of the changes in aquatics is low (Cross 2006).

Some projected changes include (Cross 2006):

- Changes in the depth of mountain snowpacks and glaciers, and changes in their seasonal melting, can have powerful impacts on areas that rely on freshwater runoff from mountains. Rising temperatures may cause snow to melt earlier and faster in the spring, shifting the timing and distribution of runoff. These changes could affect the availability of freshwater for natural systems.
- Changes in stream flow and higher water temperatures could affect insects and other invertebrates that live in streams and rivers, with repercussions up the food chain for fish, amphibians, and waterfowl.
- Increased temperatures will have considerable impact on total runoff and the timing of runoff in arid and semiarid lowland regions. A warming climate will also result in the shrinking or loss of mountain glaciers at the higher elevations. With increasing temperatures, winter flows will increase and summer flows will drop.
- Water temperatures will rise. Cold-water species of plants and animals have varying abilities to adapt to changes in water temperature and decreases in dissolved oxygen and other dissolved gases. Algae, for instance, would benefit from increased water temperatures but the proliferation of algae would further upset the balance of dissolved gases, stressing fish and other animals.

- Due to their glacial history, the Rocky Mountains and the Yellowstone area feature many lakes. Due to topography and precipitation, the Yellowstone area features many low-order streams. Warming and attendant changes in the water cycle will affect lake levels, water temperature, and stratification regimes. Timing of runoff will likely occur earlier in the year, which will have consequences on stream biota (flora and fauna) (especially salmonids [salmon and trout]), including blow outs and down cutting (during the spring), loss of spawning beds, and loss of riparian vegetation.

In addition to the potential threats to Yellowstone cutthroat trout discussed previously, global warming may further impact these populations due to changes in timing of runoff and increasing water temperatures. Again, the certainty of these changes' occurring is low.

*Summary of Cumulative Effects on the Grizzly Bear*

Alternatives 2-Modified, 3, and 4 include direction and guidance for maintenance and enhancement of important foods for bears. Any long-term reductions in the availability of these foods could reduce the number of bears the habitat in the GYA could support. The preferred alternative, based on the Conservation Strategy, incorporates an adaptive approach that is designed to monitor and respond to changing conditions. The potential loss of major foods is a concern and the abundance of these foods would also be monitored as part of the Conservation Strategy. If problems should occur, management strategies would be modified through appropriate interagency cooperative efforts.

Although there is no guarantee how the Yellowstone grizzly bear population will respond to decreases in whitebark pine crops or cutthroat trout, should they occur, it is anticipated that bears would compensate by shifting their foraging strategies to other foods such as forbs, fungi, ungulates, and small mammals. If there are reductions in any of these foods, there will likely be gradual reductions over decades and spanning generations of grizzly bears, thereby making adjustments to other foods gradual (USDI FWS 2005a).

In other areas such as the NCDE, where grizzly bears historically relied heavily on whitebark pine seeds, distributions and sighting records on the periphery of this ecosystem indicate that the population, at least in those areas, has continued to increase and thrive since the 1980s despite severe declines in whitebark pine communities in the last 50 years (USDI FWS 2005a).

Grizzly bear use of cutthroat trout has varied dramatically in the last three decades, most likely corresponding to fluctuations in the trout population, but the Yellowstone grizzly bear population has continued to increase and expand (USDI FWS 2005a).

The GYA grizzly bear population is the most studied population of grizzly bears anywhere in the world. Even with this level of scrutiny, there is some level of uncertainty associated with the future of the bear. Social and political interests tend to use uncertainty to promote personal or political agendas (Schwartz 2001), yet social and political support is critical to the long-term persistence of the grizzly bear in the GYA. The best approach to ensure a healthy grizzly bear population is to monitor both population and habitat parameters closely and respond with adaptive management. The Conservation Strategy outlines the adaptive management process and the standards for population monitoring and management. All the action alternatives in this FEIS include habitat standards and monitoring that provide various degrees of protection to grizzly bear habitat. Habitat management is dynamic and new information is constantly being developed. As such, all action alternatives embrace this adaptive management approach—as conditions change, so will management direction. Future changes, based on monitoring and evaluation, will involve public collaboration.

### **3.16.2 Cumulative Effects on Timber Management**

The effects of the secure habitat standard on timber harvesting are discussed in section 3.6.1. The lynx amendment is considering alternatives that would defer precommercial thinning. This would have an effect on areas with lodgepole pine less than 40 years old in the suitable timber base and

in lynx habitat. All of the PCA is potential lynx habitat, but only 12 percent of the area is suitable timber. The Targhee National Forest would be most affected by this standard, which may reduce timber yields on lodgepole pine stands in the future.

Other tools, such as prescribed fire, would be used to meet resource objectives in these areas. The proposed action and alternatives to the proposed action would have a limited cumulative effect on the timber program.

### **3.16.3 Cumulative Effects on Grazing**

Effects of all the action alternatives on livestock grazing are discussed in section 3.7. The lynx amendment may further restrict how grazing occurs if utilization guidelines were not being met in willow and aspen communities. Management of livestock within the PCA does have guidelines for grazing in these habitat types, so the lynx amendment is not expected to have any additional impacts on grazing.

Livestock operations are affected by wolves and wolf management as well as by grizzly bears and bear management. Generally, some conservation measures can work for both species, but each may pose added impacts on ranching operations.

Other events may impact grazing, including the transmission of wildlife diseases, such as brucellosis, to domestic cattle. Wyoming currently does not have brucellosis-free status and the costs of livestock operations would be expected to increase due to increased testing and monitoring of livestock herds.

### **3.16.4 Cumulative Effects on Recreation**

Within the last five years, approximately 400 miles of road have been decommissioned on the Targhee National Forest to comply with the road density direction in the 1997 Revised Forest Plan. The Gallatin National Forest is currently updating a travel plan that will amend their 1987 Forest Plan, and other forests are currently revising or scheduled for revisions in the near future (Figure 3). It is likely that the revised plans will further define and possibly limit motorized access to address wildlife security needs, better manage conflicting recreation uses, and protect areas from resource damages. Motorized use within the PCA will most likely reach the capacity of the lands available for that use, and further demand will need to be accommodated outside the PCA.

The few areas within the GYA on the Bridger-Teton and Caribou-Targhee National Forests that are not restricted to motorized travel routes will need to comply with the Travel Management Final Rule (USDA Forest Service 2005e) that governs off-highway vehicles and other motor vehicle use on national forests. This Final Rule requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. All national forests are expected to comply with the Final Rule within the next four years.

The lynx amendment to forest plans may have additional effects on winter recreation such as limiting activity in lynx habitat. These habitats may also be near bear denning areas and would provide greater security to the bear as well.

Yellowstone National Park is implementing changes to winter use—National Forest System lands could be affected if snow machine use shifts outside the Park.

### **3.16.5 Cumulative Effects on Minerals**

Cumulatively, Alternatives 2, 2-Modified, 3, and 4 could add more environmental protections through mitigation requirements that would maintain secure habitat and limit developed sites, potentially increasing costs to mineral developers. For oil and gas leasing, these measures may prohibit full field development inside the PCA if mitigation is not possible. For areas of the GYA

west of the continental divide, costs have likely increased due to the environmental protections required under INFISH and PACFISH<sup>32</sup>.

Processing of mineral operations under the 1872 General Mining Law is not discretionary. If the numbers of developed sites are below the 1998 levels per bear subunit, mitigation needed for the proposed hardrock mineral operations may have to be permitted before discretionary projects proposed by the Forest Service. If the number of developed sites is at the limit, companies proposing hardrock mineral exploration or development would have to be given the chance to remove other types of developed sites or remove access routes in order to mitigate their proposed operations. Mitigation can be requested but operators cannot be precluded from exercising their right to mineral exploration and development on their claim(s) under the 1872 General Mining Law. Hardrock mineral development could still occur as a statutory right.

### **3.16.6 Cumulative Effects on the Economic and Social Environment**

Rural communities and economies are changing regardless of this proposal; changes in population, public land uses, and land settlement all have an impact upon public lands and the bears' use of habitat. Alternative 4 would have the largest cumulative effect on the social and economic environment due to the reductions in income and employment associated with livestock grazing, timber harvesting, and mineral development.

Some people felt that any further restrictions on grazing may affect the viability of livestock operations. If livestock operations were not economically viable, ranch owners may be forced to sell their ranches. Several factors beyond just the challenges of grazing permitted livestock on public lands could cumulatively affect agricultural operations. Sale of ranches may be more linked to efforts to stay competitive in a global market. The national livestock industry continues to consolidate operations—a trend that adds up to diminishing returns for remote, marginal, independent operations like those in the GYA (Travis et al. 2002). Some ranchlands are being subdivided for residential use, while others are kept intact (or even enlarged) when purchased by non-traditional owners often more interested in their amenity values than livestock production.

A University of Wyoming study notes that the aging of agricultural operators and the lack of young people entering the industry could also affect retention of lands for agricultural purposes. Agricultural profitability and the decline of profitability is another factor noted. Finally, agricultural land prices are increasing as open spaces, the amenities, and potential development profits of other land uses attract buyers other than those in the agricultural industry (Taylor 2003).

## **3.17 Resource Commitments**

### **3.17.1 Relationship between Short-term Uses of the Environment and Long-term Productivity**

Short-term uses are those expected to occur on the forests over the next ten years. These uses include but are not limited to recreation use, grazing, mineral development, timber harvest, and prescribed burning. Long-term productivity refers to the capability of the land to provide resource outputs for a period of time beyond the next ten years. The minimum management requirement established by regulation (36 CFR 219.27) provides for the maintenance of long-term productivity of the land.

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<sup>32</sup> INFISH is management direction to protect habitat and populations of resident native fish outside of anadromous fish habitat in eastern Oregon, eastern Washington, Idaho, western Montana, and portions of Nevada (USDA Forest Service 1995a). (Anadromous fish ascend rivers to the sea for breeding.) PACFISH is management direction to protect habitat and populations of anadromous fish habitat in anadromous fish producing watersheds on federal lands in eastern Oregon and Washington, Idaho, and portions of California (USDA Forest Service USDI BLM 1995b).

## *Other Required Disclosures*

Management requirements prescribed by forestwide standards and guidelines would be met under all alternatives. Minimum requirements ensure that long-term productivity of the land would not be impaired by short-term uses.

All action alternatives propose protective measures for habitat for the grizzly bear through adoption of standards and guidelines. Because of this, no impairment of long-term productivity would be expected.

Monitoring applies to all alternatives. If monitoring and subsequent evaluation indicate that standards and guidelines are insufficient to protect long-term productivity, the plans will be amended. Although all alternatives were designed to maintain long-term productivity, there are differences between alternatives in the long-term availability or condition of resources. There may also be differences between alternatives in long-term expenditures necessary to maintain desired conditions. These types of differences between the alternatives are described in chapters 2 and 3.

### **3.17.2 Irreversible and Irrecoverable Commitment of Resources**

Irreversible and irretrievable commitment of resources is defined in Forest Service Handbook 1909.15 Environmental Policy and Procedures.

The irreversible commitment of resources means that nonrenewable resources are consumed or destroyed. Examples include mineral extraction, which removes nonrenewable minerals, and potential destruction of such things as heritage resources by other management activities.

The irretrievable commitment of resources is opportunities foregone—trade-offs in the use and management of forest resources. The irretrievable commitment of resources can include the expenditure of funds, loss of production, or restrictions on resource use. Decisions made in a forest plan do not represent actual irreversible or irretrievable commitment of resources. A forest plan determines what kinds and levels of activities are appropriate on the forest; it does not make site-specific or project decisions. The decision to irreversibly or irretrievably commit resources occurs

- When the Forest Service makes a project or site-specific decision
- When Congress acts on a recommendation to establish a new wilderness or to include a river in the Wild and Scenic River System

All action alternatives propose protective measures for habitat for the grizzly bear through adoption of standards and guidelines. No changes are made in suitability decisions, management area allocations, or recommendations for wilderness or other special areas. Because of this, no irreversible or irretrievable commitment of resources are anticipated in any of the alternatives.

### **3.18 Other Required Disclosures**

The NEPA at 40 CFR 1502.25(a) directs “to the fullest extent possible, agencies shall prepare draft environmental impact statements concurrently with and integrated with ...other environmental review laws and executive orders.”

The alternatives are programmatic in nature, consisting of direction and guidance that would be applied to future management activities. They do not prescribe site-specific activities on the ground. Standards in the alternatives do not allow more actions that could affect the environment than do existing plans.

#### ***American Indian Religious Freedom Act and Tribal Treaty Rights***

No effects on American Indian social, economic, or subsistence rights are anticipated.

#### ***Prime Farmland, Rangeland, or Forestland***

None of the alternatives would adversely affect prime farmland or rangeland. National Forest System lands are not considered prime farmland.

**Effects on Floodplains or Wetlands**

None of the alternatives would adversely affect floodplains or wetlands. Existing management direction for these resources would be maintained.

**Effects on Heritage Resources**

The alternatives do not propose management direction that affects heritage resources. When site-specific projects are proposed, a cultural inventory of some degree would be conducted to prevent damage, mitigate unforeseen damage, or prevent impacts to sites in compliance with applicable requirements.

**Effects on Water Quality**

Section 303(d) of the Clean Water Act requires states to evaluate water quality in light of state water quality standards, report those stream segments that are impaired, and require development of total maximum daily load of pollutants. The states of Idaho, Montana, and Wyoming have identified impaired stream segments on National Forest System lands and are working with the agencies to determine how to reduce pollutants' impacts and meet total maximum daily load requirements.

The alternatives could result in either the same or fewer ground-disturbing activities, such as less timber harvesting or commercial grazing. Therefore, the alternatives would not indirectly result in further degradation of 303(d) listed waters.

**Effects on Special Areas**

Special areas include designated wilderness areas, proposed wilderness, special interest areas, research natural areas, and wild, scenic, and recreational river corridors. These areas are generally to be managed to maintain their existing character. The alternatives do not change the overall management direction of these areas.

### **3.19 Analysis of Significance under the NFMA**

The purpose of this proposed action is to incorporate management direction into plans to ensure conservation of habitat to support continued recovery of the grizzly bear population in the GYA. The NFMA significance determination is based on a review of the degree to which management direction for the area covered by a forest plan is being changed. The NFMA provides that forest plans may be amended in any manner, but if the amendment results in a significant change in the plan, additional procedures must be followed. Forest Service Handbook 1909.12 Land and Resource Management Planning, section 5.32, identifies four factors to consider in determining whether an amendment is significant.

**Factor 1: Timing**

*Identify when the change is to take place. Determine whether the change is necessary during or after the plan period or whether the change is to take place after the next scheduled revision of the forest plan.*

NFMA requires that forest and grassland plans be revised every 15 years. All but one of the plans has been in place since 1987. The Targhee National Forest completed its plan revision in 1997, and the remaining plans are scheduled to be revised in the next few years—for most plans, it is late in the current planning period (Figure 3).

As stated in Forest Service Handbook 1909.12 Land and Resource Management Planning, “the later the change, the less likely it is to be significant for the current forest plan.” During revision, units may revisit the management direction added by this amendment, and incorporate local information. Timing is not considered to be a significant factor for any of the alternatives.

**Factor 2: Location and size**

*Determine the location and size of the area involved. Define the relationship of the affected area to the overall planning area.*

There are approximately 10.5 million acres within the six GYA national forests. Most of the management direction proposed in the alternatives would modify the direction in land allocations that allow for development such as road construction. Of the 10.5 million acres of National Forest System land, approximately 3.4 million acres (PCA) are affected by the proposed action. Seventy-eight percent of the current management of the area is fully consistent with the proposed action because of wilderness or backcountry allocations. This means about 6 percent of the 10.5 million acres would be most affected by new management direction. Location and size are not considered to be significant factors except for Alternative 4, which would affect 77 percent of the GYA national forests.

**Factor 3: Goals, objectives, and output**

*Determine whether the change alters long-term relationships between the levels of goods and services projected by the forest plan. Consider whether an increase in one type of output would trigger an increase or decrease in another. Determine whether there is a demand for goods and services not discussed in the forest plan.*

The proposed action would add one goal to forest plans: conservation of habitat to support the continued recovery of the grizzly bear. This goal is consistent with other goals in existing plans and other legal requirements to provide habitat needs for threatened and endangered species. The proposed action would add several standards requiring consideration of secure habitat for the grizzly bear. The additional standards provide more guidance in relation to secure habitat, developed sites, and grazing but are consistent with current standards in management of the grizzly bear.

Alternatives 1, 2, and 2-Modified would not substantially alter outputs for grazing, timber, minerals, transportation systems, and developed recreation areas. These activities would not be prohibited but would need to be mitigated appropriately as described in either the Guidelines or the habitat standards, depending on which alternative is selected. In general, none of these alternatives would significantly change the status quo. Alternatives 3 and 4 would alter outputs for grazing, timber, and minerals, as summarized in Figure 10. For Alternative 4, these changes may be considered substantial.

**Factor 4: Management prescriptions**

*Determine whether the change in a management prescription is only for a specific situation or it would apply to future decisions throughout the planning area. Determine whether or not the change alters the desired future condition of the land and resources or the anticipated goods and services to be produced.*

None of the alternatives would change the management area designations in existing forest plans; to varying degrees, the alternatives would change the levels at which certain management activities occur. Changes in activity levels for Alternatives 1, 2, and 2-Modified are not likely to notably change. Activity levels for Alternatives 3 and 4 would result in considerable change.

**Summary**

Considering the four factors, adopting Alternatives 1, 2, or 2-Modified would not result in significant changes under the NFMA to the six forest plans. None of the alternatives would result in significant changes under the NFMA because relatively minor changes in plan direction on a small proportion of the national forests would occur. The new direction under Alternatives 2 and 2-Modified would be a refinement of existing direction to maintain habitat for the grizzly bear, and would not alter management area designations or expected outputs. Alternatives 3 and 4 could alter long-term outputs. Alternative 4 may substantially alter the level of goods and services projected by the forest plan.



## Chapter 4 Consultation and Coordination

### 4.1 Preparers

#### *Interdisciplinary Team Members—Core Team*

<b>Name</b>	<b>Agency Location</b>	<b>Position Responsibility</b>	<b>Education and experience</b>
Dave Cawrse	Forest Service Shoshone National Forest	Resource staff IDT leader  Vegetation and economics analyses	B.S. Forest Resource Management Ohio State University  M.S. Forest Economics Colorado State University  Master of Forestry University of Montana  26 years in forest management and planning
Kerry McMenus	Forest Service Region 1 Regional Office	Coordinator Inventory, Monitoring, and Assessment  Recreation and social analyses	B.S. Psychology Montana State University  M.S. Forestry Michigan State University  30 years planning
Kim Barber	Forest Service Shoshone National Forest	Wildlife biologist  Wildlife and GIS analyses BA/BE preparation	B.S. Zoology Weber State College  M.S. Wildlife Science Utah State University  21 years planning and wildlife biology
Mark Orme	Forest Service Caribou-Targhee National Forest	Wildlife biologist  Wildlife analysis BA/BE preparation	B.S. Forestry University of Idaho  M.S. Wildlife Management University of Idaho  30 years planning and wildlife biology
Susie Douglas	Forest Service Shoshone National Forest	Writer/editor  Document editing and preparation	B.A. English Saint Mary College  11 years writing/editing

**Interdisciplinary Team—Extended Team**

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Leslie Vaculik	Forest Service Region 1 Regional Office	Leasable mineral specialist  Minerals and oil and gas analyses
Pete Benneyfield	Forest Service Beaverhead-Deerlodge National Forest	Hydrologist  Soil and water analyses
Rick Connell	Forest Service Shoshone National Forest	Assistant forest fire management officer  Fire and fuels analyses
Rose Lehman	Forest Service Caribou-Targhee National Forest	Botanist  Sensitive plants and noxious weeds analyses
Susan Winter	Forest Service Inventory and Monitoring Institute	Economist  Data for economic analysis

**Steering Team Members (oversight and advisory group)**

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Jerry Reese	Forest Service Caribou-Targhee National Forest	Forest supervisor (retired)
Kniffy Hamilton	Forest Service Bridger-Teton National Forest	Forest supervisor
Larry Timchak	Forest Service Caribou-Targhee National Forest	Forest supervisor
Nancy Curriden	Forest Service Custer National Forest	Forest supervisor
Steve Solem	Forest Service Region 4 Regional Office	Director Planning, Appeals, and Litigation
Tom Reilly	Forest Service Beaverhead-Deerlodge National Forest (formerly)	Forest supervisor

## **4.2 Distribution of the Final Environmental Impact Statement**

This FEIS has been distributed to individuals who specifically requested a copy of the document. The FEIS, Executive Summary, and/or Web link were sent to the following individuals, federal agencies, federally recognized tribes, state and local governments, and organizations.

See chapter 5 for public comments and responses to those comments. A list of agencies, organizations, and individuals that commented on the DEIS is in the project record.

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## Chapter 5 Responses to Comments

This chapter shows responses to public comments received by the Forest Service regarding the Draft Environmental Impact Statement (DEIS) for the Forest Plan Amendments for Grizzly Bear Conservation for Six National Forests in the Greater Yellowstone Area.

The 90-day comment period ended November 12, 2004. The Forest Service received 675 original responses and 44,984 organized campaign responses. These responses were analyzed using a process called content analysis. The content analysis was completed in February 2005. Responses to comments are detailed in this chapter. All correspondence is retained in the project file.

Although this summary and accompanying list of public concerns attempts to capture the full range of public issues and concerns, it should be used with caution. Respondents' comments do not necessarily represent the sentiments of the public as a whole. The summary attempts to provide fair representation of the wide range of views submitted. In considering these views, it is important for the public and decision makers to understand that this process does not attempt to treat input as if it were a vote. Instead, the content analysis process ensures that every comment is considered at some point in the decision process.

### Content Analysis Process

Content analysis is a method adapted by a specialized Forest Service unit, the Content Analysis Team, for analyzing public comment on a variety of land and resource management policies and proposals. This method employs both qualitative and quantitative approaches. It is a systematic process designed to provide a mailing list of respondents, isolate specific comments by topic in each response, evaluate similar comments from different responses, and summarize like comments as specific concern statements. The process also provides a relational database from which various types of reports can be generated while linking comments to original letters.

Through the content analysis process, analysts strive to identify all relevant issues, not just those represented by the majority of respondents. The breadth, depth, and rationale of each comment are especially important. In addition to capturing relevant factual input, analysts try to capture the relative emotion and strength of public sentiment behind particular viewpoints, in order to represent the public's viewpoints and concerns as fairly as possible. Analysts organize the concern statements to facilitate systematic review and response by decision makers.

### About this Chapter

This chapter is an overview of public comments on the DEIS and forest plan amendment and a discussion of respondents' main areas of concern. This summary is not intended to provide an exhaustive account of public concerns. For detailed concerns and site-specific comments, see the public concerns areas. The formal list of public concerns identified during the content analysis process is organized topically into six areas:

- Process and Planning includes comments on the decision making process and public involvement
- Alternatives and Environmental Impact Statement includes comments directed specifically to the alternatives and DEIS
- Natural Resource Management includes requests for specific area, wildlife, domestic livestock, and other resource management
- Transportation and Recreation Management includes comments on motorized access, road and trail impacts, and recreational impacts in the GYA
- Land Management includes requests for special land designations
- Social Concerns includes comments related to demographics, economic impact, and public education.

Each formal statement of concern is associated with one or more sample comments, which provide respondents' specific perspectives and rationales regarding that concern. Sample comments can be found in the Summary of Public comment report, available at [http://www.fs.fed.us/r2/shoshone/projects/planning/forest\\_projects/grizzly\\_bear\\_amendment/gb\\_deis\\_content\\_analysis.pdf](http://www.fs.fed.us/r2/shoshone/projects/planning/forest_projects/grizzly_bear_amendment/gb_deis_content_analysis.pdf). For each sample comment in the report, a letter number is provided, enabling the reader to track and review the original response. The list of concerns is intended to capture the full range of concerns regarding this project. This chapter provides a topical review of voluminous comment in a format that aids in careful consideration and agency response.

Forest Service responses, in italics, follow each concern area.

### **Overview of Public Comment**

Public comment on the DEIS was far-reaching, often highly detailed, and represented a wide range of values and perspectives with respect to grizzly bear management and area management in general.

Respondents expressed different views regarding the proposed forest plan amendments in the DEIS. In general, people took one of two positions: preservation management as an objective of the Forest Service with support for continued federal protection of grizzly bears, or multiple use management of national forests with support for delisting grizzly bears as this is seen as a positive step toward more state and local management of public lands.

Many respondents felt Alternative 2 was the best option for grizzly bears and the GYA because it allowed for multiple use management of public lands. These writers assert the Forest Service, as mandated in the NFMA, should manage for "sustained yields of multiple use." A number of respondents value motorized recreational use of public lands and feel Alternative 2 adequately accounted for this recreational activity. Additional multiple uses of value included livestock grazing rights and natural resource development. Other writers suggest Alternative 2 is supported by science and maintains consistency with other Forest Service plans. As one respondent stated, "More restrictive policies and standards are not required for grizzly management," and "The recovered population is no longer threatened or endangered."

Others believed Alternative 1 is the best option because current forest plans provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population; what is not broken does not need to be fixed. "The current plans are working—they brought about the recovery." There is a perception that Alternatives 2, 3, and 4 would impose more restrictions on multiple uses of public lands.

On the other hand, a number of respondents viewed Alternative 4 as the best alternative, given its emphasis on protected grizzly bear habitat. These writers stated Alternative 4 is the environmentally preferred option and it is the only option to provide adequate protection for long-term grizzly bear survival.

A number of others mentioned the Forest Service should prohibit resource development and livestock grazing on public lands in the interest of preserving natural wildlife and wild and pristine areas. One respondent described the Forest Service as the "stewards of our natural, national heritage." Still another respondent expressed the philosophy of many preservation management respondents that limitations on human uses are a worthwhile sacrifice "in order for the grizzly to survive and continue its protection."

These different views frame the significant number of requests made by the public. Respondents submitted many requests for modification of alternatives regarding grizzly bear management and the proposed management of the GYA. These numerous requests relative to specific areas of management, in conjunction with all other concerns raised by the public, reveal how important Yellowstone grizzly bears and the GYA are to the public.



## Decisionmaking and Planning Process

### **Decisionmaking**

#### **Decisionmaking process and methods**

1. The Forest Service should make an integrated forest plan revision, as required by law.
  - To include new information in addressing grizzly bear conservation needs
  - With fair evaluation of actions and concise disclosure of decisionmaking rationale
2. The Forest Service should focus on the implementation of its management plans and minimize time spent in the planning phase.

#### **Response**

*Amendments to the existing forest plans are the appropriate way to incorporate management direction for the grizzly bear because the proposed action does not propose to change management prescriptions or alter management area boundarie and does not propose to alter the desired future condition of the land and resources. Rationale for completing forest plan amendments rather than forest plan revisions is discussed under analysis of significance under the NFMA, FEIS section 3.19.*

*Chapter 3 discloses the effects of the proposed action and all alternatives studied in detail and has been updated to include new information on grizzly bear conservation needs, specifically on grizzly bear mortality and food sources.*

*The Forest Service has limited the amount of time spent in the planning phase by incorporating analysis for all six GYA national forests into one environmental impact statement, rather than producing six environmental impact statements, allowing more focus on implementation of the management plans.*

#### *Decisionmaking authority*

3. The Forest Service should assert its proper decisionmaking authority.
  - Despite pressure from commercial interests
  - Despite pressure from politicians and private industry
  - Despite pressure from the administration
  - Despite pressure from conservation interest groups
  - To meet public needs
4. The Forest Service should recognize that the administration favors commercial interests.
  - Which threatens our heritage

#### **Response**

*The purpose of the proposed action is to ensure conservation of habitat to sustain the recovered grizzly bear population. Efforts to recover the grizzly bear population have been ongoing since 1975 when the grizzly bear was listed as a threatened species under the ESA. The development of the Conservation Strategy began in 1993. Management efforts directed toward recovery and the development of the Conservation Strategy have been ongoing through various administrations, with input from many different public interests. The Forest Service does intend to meet the purpose and need while informing and involving the public through the NEPA process, using proper and appropriate public input.*

#### *Coordination and consultation with other agencies*

5. The Forest Service should coordinate with local governments.
6. The Forest Service should make its plans and proposals available to all local elected officials.
7. The Forest Service should create a transboundary grizzly bear recovery process in collaboration with relevant agencies.

## Responses to Comments

8. The Forest Service should coordinate with Idaho Fish and Game and the Idaho Department of Transportation to address grizzly bear habitat connectivity.
9. The Forest Service should address grizzly bear management challenges between Canada and the United States.
10. The Forest Service should consult with the Fish and Wildlife Service.
  - To develop an adequate grizzly bear management plan
  - To address Endangered Species Act compliance
11. The Forest Service should share information regarding grizzly use of private lands among other agencies.
  - To protect grizzly bear habitat and resolve human-grizzly bear conflicts
12. The Forest Service should address the potential effects of travel restrictions on Natural Resource Conservation Service surveying activities.

### **Response**

*The Forest Service has cooperated with agencies and local governments, including counties, in the development of the EIS and has made all Forest Service planning efforts related to the grizzly bear readily available to the public, as required by NEPA. All recent public documents are available at the Web site*

[http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb\\_internet.htm](http://www.fs.fed.us/r1/wildlife/igbc/Subcommittee/yes/YEamend/gb_internet.htm)

*A transboundary recovery process has essentially been in effect for the grizzly bear in the GYA (FEIS section 1.1). The Forest Service will continue coordination with the State of Idaho through membership in the YES. At the international level, Canadian interests are represented on the IGBC. The Yellowstone grizzly bear population is the only population of grizzlies in the lower 48 states not connected with Canadian populations. Recovery efforts for the Cabinet-Yaak, Selkirk, Northern Continental Divide, and North Cascades grizzly bear populations are coordinated with Canada.*

*The Forest Service consulted with the USFWS on this proposal. The USFWS has addressed threats to habitat, threats to population through disease or other forms of take, adequate regulatory mechanisms, and other factors as part of a Status Review (USDI FWS 2005a). Information would continue to be shared through the YGCC, should the grizzly bear be delisted. Local governments would be represented on the YGCC by three county commissioners, one each from Idaho, Montana, and Wyoming. The commissioners would provide input to the YGCC and keep local government agencies informed (FEIS section 3.13.1). This coordination is common to all action alternatives.*

*For Alternatives 1, 2, and 2-Modified, no effects are anticipated on access needs for Natural Resource Conservation Service snow surveying activities. Alternatives 3 and 4 could decrease administrative access needed for Natural Resource Conservation Service snow surveying (FEIS section 3.10).*

### *Consistency with other plans*

13. The Forest Service should ensure that grizzly bear habitat is managed both inside and outside the Primary Conservation Area in accordance with the Conservation Strategy.
14. The Forest Service should reconcile conflicting information in the Draft EIS and Targhee Forest Plan with regard to grizzly bear mortality rates.

### **Response**

*All the action alternatives incorporate the habitat standards from the Conservation Strategy inside the PCA. The Forest Service would cooperate with states in implementing state management plans outside the PCA and would monitor the key items related to management of bear habitat, including secure habitat, livestock allotments, developed sites, habitat effectiveness, and whitebark pine. Any decline in population would be evaluated with all other monitoring*

*information, which would be summarized on an annual basis by the IGBST and submitted to the YGCC. Significant deviations could result in a Status Review of the grizzly bear.*

*The DEIS quoted the 1994 report which stated that nine grizzly bears had been killed in the Plateau BMU on the Targhee National Forest. The 1997 Revised Targhee Forest Plan stated that six grizzly bears had been killed in the same BMU. The documented mortality records were rechecked and the correct number is six. The error has been corrected in the FEIS.*

*Consistency with other regulations, policies, and laws*

15. The Forest Service should maintain consistency with the National Forest Management Act.
  - Including Subpart A - National Forest System Land and Resource Management Planning, Sec. 219.1 - Purpose and Principles
  - In addition to the National Environmental Policy Act
16. The Forest Service should comply with Executive Order 13112.
  - To control noxious weeds and invasive species
17. The Forest Service should recognize the importance of Sections 7 and 9 of the Endangered Species Act has in protecting the grizzly bear.
18. The Forest Service should comply with federal environmental justice requirements.
19. The Forest Service should comply with the goals of multiple use policies and laws.
20. The Forest Service should ensure that all national forests maintain consistency with the Roadless Area Conservation Rule.
21. The Forest Service should address the effect of Idaho's Bill Number 844 on the implementation of the standards proposed in the Draft EIS.

**Response**

*The six forest supervisors for the GYA national forests will decide for their respective national forests. Because the actions are similar for this proposal, one EIS can be used to disclose the effects of the actions*

*See section 3.10 in the FEIS for discussions of how lands will be managed with roads and of the long-term effects on long-term resource management.*

*The Forest Service complies with Executive Order 13112 in the control of noxious weeds.*

*Concerning Sections 7 and 9 of the ESA, the Forest Service complies with consultation requirements and prohibited acts of the ESA. The Forest Service prepared biological assessments to comply with Section 7 requirements.*

*All alternatives were developed within the framework of existing laws, including the Multiple Use Sustained Yield Act, the ESA, and the NFMA. Regarding management of roadless areas, the Forest Service will comply with the Final Rule (USDA Forest Service 2005f).*

*Environmental justice is discussed in the context of fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development and implementation of this amendment (FEIS section 3.15). The impacts of potential motorized routes closures on motorized users were considered, although motorized users are not considered a minority or part of environmental justice. Effects on motorized use are discussed in the FEIS in section 3.9.4.*

*Idaho House Bill No. 844 was introduced into the Idaho House of Representatives in 2004. This bill dealt in part with federally granted rights-of-way on public lands, also known as "2477 rights-of-way." This bill was not passed by the Idaho Legislature and did not become law. Therefore, this bill does not affect implementation of the standards and guidelines in the FEIS.*

**Decisionmaking philosophy**

22. The Forest Service should favor bears in grizzly bear management decisions.

*Responses to Comments*

23. The Forest Service should prioritize the protection of the environment in grizzly bear management decisions.
  - Despite pressure from interest groups
  - To preserve nature for future generations
24. The Forest Service should favor human needs in grizzly bear management decisions.
  - Because humans have a place in the natural environment
  - Including decisions to close motorized roads and trails
  - Including the need for recreational roads and trails
25. The Forest Service should manage public lands for local communities.
26. The Forest Service should manage public lands for tourism.
27. The Forest Service should accurately represent the role of ecology in sustained yield and multiple use management without elevating the importance of species diversity above congressional mandates.

**Response**

*The purpose of the proposed action is to ensure conservation of habitat to sustain the recovered grizzly bear population. Efforts to recover the grizzly bear population have been ongoing since 1975 when the grizzly bear was listed as a threatened species under the ESA. The development of the Conservation Strategy began in 1993. Management efforts directed toward recovery and the development of the Conservation Strategy have been ongoing through various administrations, with input from many different public interests*

*Multiple use management emphasis*

28. The Forest Service should emphasize multiple-use of public lands.
  - To avoid limiting individual freedoms
  - To meet the needs of the public
  - To provide balance between protection of the environment and human needs
  - While maintaining current Yellowstone Park boundaries
  - Because grizzly bear recovery is at an adequate level
  - To adequately provide for motorized recreationists needs

**Response**

*All alternatives analyzed in detail comply with the Organic Act, the Multiple Use Sustained Yield Act, and the NFMA.*

*Ecosystems management emphasis*

29. The Forest Service should incorporate natural ecological processes in managing grizzly bear habitat.
30. The Forest Service should adopt a broader vision of ecosystem connectivity to provide for likely environmental changes.

**Response**

*Alternative 4 was developed in response to comments requesting the Forest Service to extend grizzly bear habitat protection beyond the PCA. The purpose was to address the potential future loss of major bear foods, increase the probability of habitat connectivity with other ecosystems, improve linkage and connectivity between key habitats within the six GYA national forests, and further reduce the potential for grizzly bear/human conflicts and bear mortality throughout the GYA (FEIS section 2.1.5). In Alternative 4, ecological processes such as fire would have a greater role in changing composition and structure of the landscape because road closures could lead to longer response times and larger fires across the GYA based on current fire management capabilities. Alternative 2- Modified also considers habitat guidance outside the PCA for accommodating an expanding grizzly bear population.*

**Public Involvement**

**Use of public comment**

31. The Forest Service should avoid using public comments as a voting process.

**Response**

*The Forest Service does not count the numbers of respondents as numbers of votes, but rather considers the content of responses in modifying or adding alternatives. While the number of people commenting may indicate strength of support, the Forest Service does not always choose the popular alternative but rather the alternative that best meets the purpose and need within the various applicable laws.*

**Agency communication**

32. The Forest Service should present any decision to restrict or close access to the public prior to approval or action.

33. The Forest Service should simplify the EIS to increase general public involvement.

*This amendment does not make any site-specific decisions to restrict or close access. Any site-specific actions to restrict access would go through NEPA and a public comment period. The EIS was simplified as much as possible. A summary of the FEIS is available.*

**Adequacy and availability of information**

34. The Forest Service should request that the Department of the Interior disclose land use statistics to the public.

35. The Forest Service should disclose all potential effects of its decisions on human use in compliance with the National Environmental Policy Act.

**Response**

*This amendment focuses on habitat management for National Forest System lands as managed by the USDA Forest Service. All significant effects on the physical, biological, and economic and social environments, including human uses, are described in the FEIS.*

**Public meetings**

36. The Forest Service should schedule public meetings at times that will allow for higher attendance.

**Response**

*Meetings were scheduled to best meet the needs of the public – usually from 4 to 7 p.m. (immediately after work or shortly after dinner). The Forest Service was also available upon request to meet with groups.*

**Collaboration**

37. The Forest Service should expand public involvement in grizzly bear management.

38. The Forest Service should provide incentives for community leadership development to teach non-lethal deterrent methods and sanitation measures.

39. The Forest Service should collaborate with non-governmental organizations to create a grizzly bear recovery team.

40. The Forest Service should collaborate with independent scientists to review the science used in grizzly bear management plans.

41. The Forest Service should sponsor a workshop to improve grizzly bear monitoring methods in collaboration with scientists and conservationists.

42. The Forest Service should consult with conservation groups and local forests to address concerns regarding grizzly bear habitat connectivity.

43. The Forest Service should collaborate with motorized recreationists.

- To ensure sensitivity to the needs of grizzly bears
- To perform and obtain funding for trail maintenance

## Responses to Comments

- To arrive at a more balanced management perspective
  - Because the written comment process is intimidating to the public
  - Because the National Environmental Policy Act encourages direct coordination
  - Because mailings and telephone interviews do not accurately represent public land users
  - In the travel planning process
44. The Forest Service should cooperate with livestock producers.
- To develop grazing plans that would mitigate depredation by grizzly bears
  - To communicate the potential effects of the proposed actions

### **Response**

*Public involvement has been extensive in the development of the Conservation Strategy, the DEIS, and this FEIS. Public meetings were held throughout the GYA in the development of the Conservation Strategy; five more were held on the DEIS. Nearly 100,000 comments were received on scoping before preparation of the DEIS and during the comment period for the DEIS.*

*The IGBST is the science team focused on research and monitoring of the Yellowstone grizzly bear population and its habitat. It is comprised of individuals from various state and federal agencies in the GYA. Individuals from non-governmental organizations have not been included, partly because of the advisory nature of the IGBST study team to federal land management agencies. The Federal Advisory Committee Act requires such committees to be comprised of government agency employees unless legislatively authorized to include non-agency members.*

*Some financial incentives are available in the form of grants to local communities to address sanitation concerns adjacent to bear habitat. Rural Community Assistance grants are sometimes available for these purposes. Information, education, and training on the use of deterrents such as bear pepper spray are available to field going personnel on GYA national forests and to outfitters, guides, and others with permits for using the National Forest System lands in the GYA. The IGBC has a policy recommending that individuals use bear pepper spray as a deterrent.*

*Independent scientists were requested by the USFWS to review the genetic management for the grizzly bear as described in the Conservation Strategy, resulting in a peer-reviewed article published in the National Academy of Sciences (Miller and Waits 2003). See the response to comments 45 and 46.*

*Concerns on habitat connectivity were raised during scoping and led to the development of Alternative 4. Input from independent scientists and non-governmental organizations was used in the development of this alternative.*

### **Use of Science**

45. The Forest Service should make decisions based upon science.
- Despite political pressure
  - Despite pressure from the administration
  - To better serve the public
46. The Forest Service should reevaluate the scientific basis used to justify grizzly bear delisting.
- Because of additional unstudied cumulative effects
  - To ensure grizzly bear recovery

### **Response**

*The proposed action was based on the best available science. The Conservation Strategy—the basis for the habitat standards in the proposed action—was developed through a cooperative effort with biologists and scientists from the USFWS, U.S. Geological Survey, Forest Service, BLM, and the Idaho, Montana, and Wyoming state wildlife management agencies. All relevant scientific peer-reviewed information was considered in the development of the Conservation*

*Strategy and the FEIS. A listing of that information can be found in appendix H. Input from other scientists and the public was solicited throughout the development of the Conservation Strategy. The Yellowstone grizzly bear population and its habitat have been the consistent focus for research and monitoring by the IGBST for 30 years. The IGBST was a key player in the development of the Conservation Strategy; all information generated through this long-term research and monitoring effort was directly available in the development of the Conservation Strategy. Alternative 2-Modified incorporates some additional direction and guidance for grizzly bear habitat management beyond that noted in the DEIS and the Conservation Strategy.*

*Alternatives 3 and 4 propose higher levels of habitat protection than identified in the Conservation Strategy. The boundary of Alternative 4 was delineated based on peer-reviewed scientific publications that suggested this area could be occupied by grizzly bears.*

*Work on the Conservation Strategy progressed through several national and state administrations. The direction for the development of the Conservation Strategy did not change course with changes in administration. The purpose of the Conservation Strategy and these amendments is to ensure the conservation of habitat to sustain the recovered grizzly bear population and not to benefit any special interest (FEIS section 1.2).*

*The habitat standards proposed in the FEIS are just part of the larger package of the Conservation Strategy, which contains population standards and monitoring requirements as well as the individual state grizzly bear management plans. Hunting, under state direction, may indeed be a part of the future management of the Yellowstone grizzly bear population; mortality quotas and grizzly bear population numbers must be maintained at the levels identified in the Conservation Strategy. Food sources would be monitored, as would the adherence to the habitat standards. All monitoring information would be summarized annually by the IGBST and reviewed by the YGCC. Deviations from identified standards or changes in the availability of important foods could lead to a Biology and Monitoring review or Status Review, depending on the circumstances. The Conservation Strategy is designed to be an adaptive document and would be reviewed and updated as necessary to incorporate new science. See chapter 6 of the Conservation Strategy for a complete description of how the Conservation Strategy would be implemented.*

*See section 3.16 in the FEIS for a discussion of cumulative effects on the grizzly bear population. The population monitoring information in the FEIS has been updated to include IGBST data from 2004 (section 3.3.2).*

*The decision to delist the grizzly bear is the responsibility of the USFWS; the USFWS will consider the habitat protections for the grizzly bear identified in the preferred alternative in this FEIS, along with the Conservation Strategy, the state grizzly bear management plans, NPS habitat direction, and many other factors in that process.*

**Adequacy of analysis**

47. The Forest Service should conduct an accurate analysis of the cumulative effects of the current proposal.
48. The Forest Service should consider that its analysis of the effects of the proposal is adequate.
49. The Forest Service should compare natural environmental impacts to human-caused impacts in its analysis.
50. The Forest Service should use current information in the Final EIS.
51. The Forest Service should clarify the maps and figures in the Draft EIS.

**Response**

*The cumulative effects analysis has been updated in section 3.16 in the FEIS. Chapter 3 presents the environmental impacts of the proposal and the alternatives in comparative form, which defines the issues and provides a clear basis of choice among options. Current information is used in the FEIS, which includes updated mortality data. Maps and figures have been added.*

### **Agency organization, funding, and staffing**

52. The Forest Service should ensure adequate staffing and funding of law enforcement.
  - To properly implement grizzly bear management policies
53. The Forest Service should direct funding to rural communities to reduce human-grizzly bear conflicts.
54. The Forest Service should ensure adequate funding is available to implement grizzly bear management plans.
  - To ensure that adequate habitat quality is maintained
  - Including monitoring and relocation programs
  - Including enforcement of plans
55. The Forest Service should ensure that states have adequate plans to fund grizzly bear management plans after delisting occurs.
56. The Forest Service should ensure individual employee prioritization of grizzly bear protection.
57. The Forest Service should establish criteria for the selection of expert scientists.

#### **Response**

*The budget to implement the various alternatives is discussed in section 3.14 of the FEIS. Outreach and education, grizzly bear/human conflict management and sanitation, and monitoring are recognized as costs of implementation. Law enforcement is assumed to remain at the same level that has occurred while the bear populations met recovery objectives. Grants are available for local communities to assist in resolution of grizzly bear/human conflicts through the State and Private Forestry division of the Forest Service; other sources of grants may be available. Federal dollars designated for management of National Forest System lands would not be available for states or communities to use. The interdisciplinary team ensured that the environmental analysis was accomplished with scientific integrity using best available science. Any methodologies used and scientific and other sources were appropriately referenced; criteria for selection of expert scientists were not part of the decisions to be made. The Conservation Strategy was based on the best available science (see response to comments 45 and 46).*

### **EIS Document Considerations**

#### **Multiple and general concerns**

58. The Forest Service should avoid the premature removal of Endangered Species Act protections.
59. The Forest Service should minimize the chance of relisting the grizzly bear if delisting occurs.
60. The Forest Service should not add the grizzly bear to the sensitive species list upon delisting.
61. The Forest Service should turn over the creation of management plans to grizzly experts in the event that the grizzly bear is delisted.
62. The Forest Service should augment the grizzly population in the Selway and Bitterroot ranges under full Endangered Species Act protections.

#### **Response**

*The USFWS has responsibility for removing a species from protection under the ESA. If the grizzly bear were delisted, monitoring would focus on evaluation of implementation of the habitat standards identified in the Conservation Strategy. Monitoring of other important habitat parameters would provide additional information to fully evaluate the status of the habitat for supporting the recovered grizzly bear population and the effectiveness of habitat standards. Upon delisting, all monitoring information would be submitted to the IGBST on an annual basis and included as part of the Annual Report, as required by the Conservation Strategy. Concerns created from either population or habitat monitoring could result in a Biology and Monitoring*



*Review by the IGBST. The YGCC would meet twice a year and evaluate the need for changes in management direction. The Conservation Strategy could be updated by the management agencies every five years or as necessary, allowing public comment in the updating process. Similarly, the land management plans for the GYA national forests could be updated as needed. A complete description of evaluation, reporting, and monitoring is included in chapter 6 of the Conservation Strategy.*

*Once the grizzly bear is removed from protection under the ESA, it would be designated a Forest Service sensitive species (Forest Service Manual 2670.22, 2670.32, 2672.1, and 2672.11).*

*Augmentation of the Selway-Bitterroot grizzly bear population is not part of the purpose and need for sustaining the recovered Yellowstone grizzly bear population.*

**Purpose and Need and Scope**

63. The Forest Service should continue to propose grizzly management activities as stated in the Purpose and Need section of the Draft EIS.
64. The Forest Service should include quotes from those in favor of Alternative 4 in the Draft EIS section entitled “Economic Effects of Grazing.”
65. The Forest Service should include a detailed map to determine where the Primary Conservation Area boundaries lie along the eastern Centennial Mountains.
66. The Forest Service should include a glossary or definitions page in future EIS drafts.
67. The Forest Service should update the Draft EIS to reflect current management language.

**Response**

*In section 3.13.2 of the FEIS, attitudes, beliefs, and values of different groups are sometimes best expressed by the use of quotes. The FEIS attempts to display a balanced view of the different groups throughout chapter 3.*

*Maps that are more detailed are part of the planning record. A detailed map was sent to the commenter.*

*The FEIS has been updated to reflect current management language for the Caribou-Targhee National Forest. The FEIS includes definitions for uncommonly used terms and a list of acronyms used in the document (appendix I).*

**Other grizzly management plans**

68. The Forest Service should address the inadequacies of post-delisting state management plans.
69. The Forest Service should not entrust the state of Montana with grizzly bear management.
  - Because the Montana plan is inadequate
  - Because the Montana plan wrongly identifies its tools for grizzly management
  - Because the Montana plan proposals for grizzly habitat management are ineffective
  - Because the Montana plan proposals for population monitoring are ineffective
  - Because the Montana plan policies favor development
  - Because the Montana plan does not protect grizzlies from humans
  - Because the Montana plan does not commit to protection of livestock and property damage
  - Because the Montana state plan manages grizzlies outside the Primary Conservation Area as game animals
70. The Forest Service should ensure Montana clarifies vague references in their state plan.
71. The Forest Service should ensure that Montana clarifies its hunting policies

**Response**

*State plans are included as Appendices K, L, and M of the Conservation Strategy, and are summarized in section 1.1 of the FEIS. Changing state plans is outside the scope of the purpose and need. The proposed action focuses on habitat management for sustaining the recovered*

grizzly bear population; population management is the responsibility of the states once the USFWS delists the grizzly bear.

**Technical and editorial**

72. The Forest Service should clarify on page 155 which forests will have to close roads and the mileage of these closed roads.
73. The Forest Service should fill in the blank field present in the chart on page 41 under Standard for Food Sources under Alternative 2.

**Response**

*Forests that would have to close roads and the associated miles for Alternatives 3 and 4 are displayed in section 3.10 of the FEIS. The blank field in figure 8 of the DEIS indicated that there was no direction proposed for food sources in Alternative 2. Alternative 2-Modified contains direction on food sources.*

**ESA Delisting**

**Delisting of the grizzly bear**

*Delisting—general considerations*

74. The Forest Service should continue with plans to designate the grizzly bear as recovered.
75. The Forest Service should not delist the grizzly bear from the endangered species list.

*Delisting—planning considerations*

76. The Forest Service should delist the grizzly bear from the endangered species list.
  - So states can manage the grizzly bear
77. The Forest Service should not delist the grizzly bear from the endangered species list.
  - To be consistent with the Endangered Species Act
  - Because there is not an adequate post-delisting plan which responds to changes in the environment or habitat quality
  - Because there is little chance of relisting the grizzly if population plummets

*Delisting—trust and integrity considerations*

78. The Forest Service should not delist the grizzly bear from the endangered species list.
  - Because states are more vulnerable to pressure from corporations and politicians
  - Because states lack the resources to manage the grizzly after delisting

*Delisting—public involvement/support considerations*

79. The Forest Service should not delist the grizzly bear from the endangered species list.
  - Because of those who contributed to grizzly bear recovery efforts

*Delisting—balanced management considerations*

80. The Forest Service should delist the grizzly bear from the endangered species list.
  - Because it is in the best interest of the grizzly bear as well as resource users

*Delisting—resource management considerations*

81. The Forest Service should delist the grizzly bear from the endangered species list.
  - And also allow for protection of the livestock industry
82. The Forest Service should not delist the grizzly bear from the endangered species list.
  - To prevent oil and gas development
  - Because of continual human encroachment on animal habitat

*Delisting—environmental and wildlife considerations*

83. The Forest Service should delist the grizzly bear from the endangered species list.
  - Because the population is expanding

- Because the grizzly has met its recovery goals
  - Because potential risks with regard to food sources will always exist
84. The Forest Service should not delist the grizzly bear from the endangered species list.
- To protect our natural resources
  - To protect all wildlife
  - To protect natural diversity
  - Because the grizzly is a national treasure
  - To ensure the grizzlies' long-term recovery
  - To prevent grizzly extinction
  - Because of threats to grizzly habitat
  - Because grizzlies play a pivotal role in ecosystem balance
  - To protect all western grizzly populations
  - Because population numbers are too low
  - Because of declining food sources
  - Because of high mortality rates
  - Because grizzly populations are only at 1% of their former numbers

*Delisting—recreational considerations*

85. The Forest Service should not delist the grizzly bear from the endangered species list.
- To prevent hunting of the grizzly
  - Because individual states may allow hunting

*Delisting—social considerations*

86. The Forest Service should not delist the grizzly bear from the endangered species list.
- To protect our own vitality
  - Because grizzlies have a value to individuals
  - To leave a legacy for future generations
  - Because humans are the stewards of the natural world

*Delisting—economic considerations*

87. The Forest Service should not delist the grizzly bear from the endangered species list.
- Because our environment is more important than any negative financial effects

**Response**

*There were many comments with suggestions and opinions about whether the Forest Service should delist the grizzly bear from the list of threatened or endangered species under the ESA. The Forest Service, an agency of the U.S. Department of Agriculture, does not have the authority to determine whether the grizzly bear should be delisted or remain listed under the ESA. The USFWS, an agency of the U.S. Department of the Interior, has jurisdiction over species covered by the ESA. This distinction is clearly identified in sections 1.1, 1.2, 1.5, and 1.7.2 of the FEIS. The purpose of this FEIS is management of grizzly bear habitat on six national forests, as stated in section 1.2.*

**Alternatives General**

**Implementation of multiple alternatives**

88. The Forest Service should implement Alternative 1 or 2.
- To maintain current acreage of multiple-use lands
89. The Forest Service should not implement Alternatives 1, 3, or 4.
90. The Forest Service should implement Alternative 3 or 4.
- Because they protect grizzlies
  - Because their Standard 8 oil and gas restrictions are better than Alternative 1 or 2

## Responses to Comments

- Because their motorized access restrictions are better than Alternative 1 or 2
91. The Forest Service should not implement Alternative 3 or 4.
- Because they are too extreme
  - Because other plans will not put the grizzly at risk
  - Because they do not emphasize multiple use management
  - Because they only protect the activities of special interests
  - Because increased regulation and restrictions are not needed
  - Because linkage corridors are not needed
  - Because they are not needed to protect the grizzlies
  - Because grizzlies are dangerous to humans
  - Because they eliminate grazing allotments
  - Because there would be a loss of off-road vehicle recreation opportunity
92. The Forest Service should implement a mix of Alternatives 3 and 4.
93. The Forest Service should not implement any of its four alternatives.
- Because a reduction of habitat and grizzly bears is needed

### **Response**

*The Forest Service will implement the alternative that best meets the purpose and need, which is described in section 1.2 of the FEIS as:*

- *Ensure conservation of habitat to sustain the recovered Yellowstone grizzly bear population*
- *Update the management and monitoring of grizzly bear habitat to incorporate recent interagency recommendations and agreements, as described in the Conservation Strategy*
- *Improve consistency among GYA national forests in managing grizzly bear habitat*
- *Ensure the adequacy of regulatory mechanisms for grizzly bear habitat protection upon delisting as identified in the Recovery Plan*

*Alternative 2-Modified is the preferred alternative. The rationale for the selected alternative and why other alternatives were not selected will be discussed in the Record of Decision.*

### **Modification of alternatives**

94. The Forest Service should eliminate subjective statements from the alternatives.
95. The Forest Service should reexamine Standard 4 under Alternatives 2, 3, and 4.
- Because there is a funding and enforcement problem
  - Because the mortality threshold has been exceeded

### **Response**

*Subjective statements, particularly on sheep grazing and plants, were edited. Standard 4, which states that the IGBC Guidelines and management by situations would no longer apply, was not included in the Alternative 2-Modified.*

## **Alternative 1**

### **Implementation of Alternative 1**

#### *Implementation—general considerations*

96. The Forest Service should implement Alternative 1.
97. The Forest Service should implement Alternative 1.
- Because current plans are adequate
  - To improve consistency among Greater Yellowstone Area national forest management strategies
  - Because it can incorporate recent interagency recommendations and agreements
  - To ensure the adequacy of regulatory mechanisms as identified in the Recovery Plan

98. The Forest Service should not implement Alternative 1.

- Because national forest plans may be outdated

99. The Forest Service should implement Alternative 1.

- Because it emphasizes multiple use management

**Response**

*See responses to comments 88-93 and 102-103.*

*Implementation—general access considerations*

100. The Forest Service should implement Alternative 1.

- Because loss of roads will have negative effects on forest-related activities

**Response**

*No roads are expected to be lost, or decommissioned, in Alternatives 1, 2, and 2-Modified (FEIS section 3.10). Some roads are expected to be decommissioned in Alternatives 3 and 4. These are indirect effects projected for project level implementation of the standard for secure habitat.*

*Implementation—resource management considerations*

101. The Forest Service should not implement Alternative 1.

- Because grizzlies have prospered under current management
- Because it does not provide certainty for grazing allotments

**Response**

*See responses to comments 88 to 93 and 102 and 103.*

*Implementation—wildlife considerations*

102. The Forest Service should implement Alternative 1.

- Because it conserves habitat to sustain the grizzly population

103. The Forest Service should not implement Alternative 1.

- Because other alternatives are better for the grizzly
- Because the grizzly would retain its status under the Endangered Species Act

**Response**

*The Forest Service reviewed many comments about implementing or not implementing Alternative 1. Alternative 1 is the no action alternative, which is the grizzly bear habitat management direction currently found in existing forest plans. Under Alternative 1, all GYA forest plans have goals that provide suitable and adequate amounts of habitat for recovery of a viable grizzly bear population as identified in the Recovery Plan (FEIS section 2.1.1). The existing grizzly bear management direction in Alternative 1 was developed with the bear listed under the ESA, which also required consultation with the USFWS. As required by law, the Forest Service developed and analyzed other alternatives that incorporate the best available science about management of grizzly bear habitat and/or expands the amount of area that would receive grizzly bear habitat management direction. All action alternatives incorporate the habitat management direction contained in the Conservation Strategy and Alternatives 2-Modified and 4 propose additional management direction for areas outside the PCA. All action alternatives are proposed to go into effect when all partner agencies have signed the Conservation Strategy, the Final Rule delisting the Yellowstone grizzly population has been published in the Federal Register, and the Record of Decision has been signed for the Forest Plan Amendment for Grizzly Bear Habitat Conservation for the Greater Yellowstone Area National Forests (FEIS section 1.5). If the grizzly bear is not delisted, existing forest plan direction for grizzly bears (Alternative 1) will remain in place. Alternative 2-Modified is the preferred alternative. The rationale for the selected alternative and why other alternatives were not selected will be discussed in the Record of Decision.*

## Responses to Comments

### *Implementation—recreational considerations*

104. The Forest Service should implement Alternative 1.

- Because more grizzlies will impact recreation

#### **Response**

*The Forest Service is committed to sustaining a recovered grizzly bear population in the GYA. The Forest Service also recognizes the importance of public acceptance of grizzly bears toward “the ultimate success in perpetuating the bear’s recovery, public safety, and ease to which agencies can effectively manage for the bear” (FEIS section 3.13.2). Grizzly bear presence in an area can reduce some people’s use based on their comfort level with bears. Information and education along with active bear management to minimize conflicts can also alleviate some of these concerns (FEIS sections 3.9.4 and 3.13.2). Alternatives 1, 2, and 2-Modified focus management for the bear within the PCA and do not propose additional restrictions on access. Alternative 2-Modified is also proactive toward managing grizzly bear habitat as bear populations naturally expand beyond the PCA. Alternatives 3 and 4 propose additional restrictions on access and closing motorized routes, which would reduce opportunities for hunting and fishing.*

### *Implementation—social considerations*

105. The Forest Service should not implement Alternative 1.

- Because a larger grizzly population would further aggravate problems in local areas

#### **Response**

*Comment letter #879 articulates the contributions of a local business toward accommodating grizzly bear populations as well as the economic and social impacts upon this business regarding increasing measures to ensure the safety of its owners, staff, and clientele. The Forest Service recognizes the importance of public acceptance of grizzly bears toward “the ultimate success in perpetuating the bear’s recovery, public safety, and ease to which agencies can effectively manage for the bear” (FEIS section 3.13.2). In all action alternatives, habitat measures with active management of grizzly populations by the states would occur to ensure public safety and to minimize grizzly bear/human conflicts. Grizzly bear/human conflicts would continue to be actively monitored and addressed through the YGCC (FEIS sections 1.1, 1.4, and 3.13.1).*

*Grizzly bear numbers are expected to stabilize or increase inside the PCA and bears will likely increase in occupation and use of habitats outside the PCA under all alternatives (FEIS section 3.3.6). Under Alternatives 2, 2-Modified, and 3, management direction outside the PCA would be based on the states’ definitions of socially acceptable and biologically suitable lands for the grizzly bear. Alternative 4 allows expansion of grizzly bears without consideration of the states’ definitions of socially acceptable habitats.*

### *Implementation—economic considerations*

106. The Forest Service should implement Alternative 1.

- Because it has the least impact on local economies
- To minimize the effects to the economy

#### **Response**

*Many factors influence and affect local social and economic environments. Population growth, economic growth, economic diversity, and the management of National Forest System lands all affect local economies. One to two jobs could be lost in Alternatives 1, 2, and 2-Modified. Effects on economics are discussed in the FEIS section 3.14.*

#### **Inadequacies and Modifications of Alternative 1**

107. The Forest Service should accurately and reasonably evaluate the no action alternative.

108. The Forest Service should modify Alternative 1.

- To comply with the National Environmental Policy Act

**Response**

*Alternative 1, the no action alternative, fully complies with NEPA. It is described in section 2.1 of the FEIS and analyzed in chapter 3.*

**Alternative 2**

**Implementation of Alternative 2**

*Implementation—general considerations*

109. The Forest Service should implement Alternative 2.

- Because it allows for handling problems on a case by case basis

110. The Forest Service should not implement Alternative 2.

- Because it is environmentally and economically unfit

**Response**

*Alternative 2 was designed to address the purpose and need and to comply with national policy and direction. No site-specific actions that could be perceived as environmentally and economically unfit are proposed.*

*Implementation—planning considerations*

111. The Forest Service should implement Alternative 2.

- Because it does not place more constraints than those already imposed
- Because it coincides with the grizzly bear Conservation Strategy
- Because it will make forest plans uniform
- Because otherwise state plans will be inconsistent with the amended forest plans
- Because it is scientifically sound
- Because it maintains current management which has proven to be successful
- Because Alternatives 3 and 4 do not adequately ensure responsible management

112. The Forest Service should not implement Alternative 2.

- Because it fails to address the problems in the Conservation Strategy
- Because the legal, scientific, and economic data is flawed

**Response**

*Alternative 2 represents adoption of the habitat standards as described in the Conservation Strategy. The Conservation Strategy was based on the best available science (see response to comments 45 and 46). Alternative 2 was developed within the framework of existing laws, including the Multiple Use Sustained Yield Act, the ESA, and the NFMA. Alternative 2 was modified to better reflect concerns on grizzly bear habitat management. The rationale for the selected alternative and why other alternatives were not selected will be discussed in the Record of Decision.*

*Implementation—public involvement/support, balanced management, and general access considerations*

113. The Forest Service should implement Alternative 2.

- Because it is most consistent with the desires of local residents
- Because locals are willing to work with land management agencies

114. The Forest Service should implement Alternative 2.

- Because it allows for balanced management
- Because maintenance of forests and fuel management needs can be coordinated with grizzly bear needs
- Because industry needs can be coordinated with grizzly bear needs

115. The Forest Service should implement Alternative 2.

- Because it allows temporary roads

**Response**

*Alternative 2 represents adoption of the habitat standards as described in the Conservation Strategy and would allow multiple use while sustaining the recovered grizzly bear population. The rationale for the selected alternative and why other alternatives were not selected will be discussed in the Record of Decision.*

*Implementation—resource management considerations*

116. The Forest Service should not implement Alternative 2.

- Because it allows land managers discretion of secure habitat designation
- Because it has too many loopholes for development to occur

**Response**

*Alternative 2 maintains secure habitat at or above the 1998 level. There is some discretion as to where secure habitat occurs, but little discretion on how much, because secure habitat cannot drop below 1998 levels in any BMU subunit. Development would be limited inside the PCA as developed sites cannot increase over 1998 levels and secure habitat cannot drop below 1998 levels. For secure habitat, temporary changes in secure habitat can occur but cannot exceed 1 percent of the acreage of the largest subunit within that BMU.*

*Implementation—environmental and wildlife considerations*

117. The Forest Service should implement Alternative 2.

- Because more space for the grizzlies can be problematic
- Because recovery targets have been met
- Because the genetic viability of grizzly bears can be maintained
- Because the designated Primary Conservation Area adequately represents the historic grizzly bear range
- Because the snow vehicles aid the environment
- Because the number of females with cubs of the year were more than double target in 2002

118. The Forest Service should not implement Alternative 2.

- Because it would allow for loss of wildlands
- To protect wildlife habitat
- Because it is inadequate for grizzly bear recovery
- Because it does not adequately protect grizzly habitat
- Because it restricts the grizzly population
- Because it does not consider global warming and its effects on the grizzly
- Because it does not include enough habitat in the Primary Conservation Area
- Because it cuts off Greater Yellowstone grizzlies from other habitats
- Because it increases the likelihood of inbreeding
- Because it does not protect wildlife highway crossings
- Because road decommissioning is the principal consideration in grizzly conservation

**Response**

*Concerns about problems associated with more space for grizzly bears are discussed in detail in the FEIS (section 3.13). There will be continued emphasis on working with the states to identify areas that are socially acceptable for grizzly bears outside the PCA.*

*The status of the grizzly bear population in relation to recovery targets, including females with cubs-of-the-year, is displayed in section 3.3.3 of the FEIS. Currently, the number of females with cubs-of-the-year is more than twice the number specified in the Recovery Plan. The Recovery Plan and the Conservation Strategy identify the population and habitat requirements to meet and sustain a recovered grizzly bear population. The grizzly bear population is currently meeting the requirements for a recovered population. The purpose of this FEIS is to incorporate the habitat*



*management direction from the Conservation Strategy into forest plans to sustain the recovered grizzly bear population. State grizzly bear management plans, which are part of the Conservation Strategy, state that grizzly bears would be managed in areas that are biologically suitable and socially acceptable outside of the PCA. The Alternative 4 area outside the PCA is very similar to the area identified in the Wyoming Grizzly Bear Management Plan as being the biologically suitable and socially acceptable area for management of grizzly bear populations in Wyoming. For Idaho and Montana, the Conservation Strategy identifies the larger areas where biologically suitable and socially acceptable determinations will be made. Further refinements would likely take place on a case-by-case basis as these areas are occupied by grizzly bears. The Forest Service would work with the states as these areas are identified.*

*Concerns about genetic viability and associated issues of habitat connectivity and linkage zones are presented in section 3.3.1 in the FEIS. The Conservation Strategy recommends translocation of two or more bears from other ecosystems by 2022 if genetic analysis shows no movement into the GYA from the NCDE. The Conservation Strategy also recognizes that roads and highways may impact bear movements, and requires that monitoring and surveys be conducted before road and highway designs are initiated.*

*The PCA does not represent the historic grizzly bear range, but represents the recovery zone defined in the Recovery Plan. The recovery zone and Recovery Plan are discussed in section 1.1 of the FEIS.*

*Concerns about snow vehicles and grizzly bears are discussed in section 3.3.2 of the FEIS. In consultation with the USFWS, it was concluded that the level of take of grizzly bears that has and would result from snow machine use is low, based on the best available recent and long-term Yellowstone grizzly bear population information, the amount of protected and unprotected denning habitat available in the Yellowstone ecosystem, the location and characteristics of most grizzly bear den sites, the expert opinions of grizzly bear researchers in the Yellowstone ecosystem, and the best available information on grizzly bear denning.*

*The protection of all wildlands (also referred to as roadless areas by some respondents) and wildlife habitat on the GYA forests is not the purpose and need of this FEIS. The purpose and need of this FEIS is stated in section 1.2, which is to provide for the conservation of grizzly bear habitat to sustain the recovered Yellowstone grizzly bear population.*

*The effects sections in the FEIS (sections 3.3 and 3.16) contain more discussion on the potential impact to grizzly bears due to changes in the availability of grizzly bear food sources from global warming and other factors. It is recognized that global warming may affect the future availability of key foods for grizzly bears. Alternative 2-Modified includes direction for maintaining the productivity of the four key grizzly bear foods to the extent feasible and includes guidance to monitor the occurrence, health, and productivity of whitebark pine inside and outside the PCA. The Conservation Strategy also identifies required monitoring for the four key grizzly bear foods. The IGBST would prepare its Annual Report and evaluate the need for a Biology and Monitoring Review based on deviations in population and habitat standards and monitoring results. One outcome of the Biology and Monitoring Review could be a recommendation for changes in management due to changed conditions in the ecosystem.*

*Road decommissioning is a principal consideration in providing secure habitat for grizzly conservation, because secure habitat is defined as areas more than 500 meters from an open or gated motorized access route. Secure habitat is defined and discussed in detail in section 3.3 of the FEIS.*

*In response to these and other comments, a new preferred alternative was developed (Alternative 2-Modified). Alternative 2-Modified is described in chapter 2, and the effects of Alternative 2-Modified are displayed in chapter 3. Alternative 2-Modified maintains the habitat conditions that resulted in a recovered grizzly bear population within the PCA and provides additional habitat management guidance for areas outside the PCA that are identified as biologically suitable and*

## Responses to Comments

*socially acceptable by the states. A recovered grizzly bear population is defined in the Recovery Plan and the Conservation Strategy. The habitat conditions for the grizzly bear population are defined in the Conservation Strategy.*

### *Implementation—recreational considerations*

119. The Forest Service should implement Alternative 2.

- Because it allows for increased forest use
- Because progress can occur with snowmobile use

### **Response**

*While Alternative 2 is acceptable to many recreation users and some local communities, Alternative 2-Modified was developed to respond to other public and agency concerns about the need to provide for grizzly bears as the population expands outside the PCA. (Alternative 2 direction applies only within the PCA.) Alternative 2-Modified was developed between the draft and final EIS to further explore accommodations of expanding grizzly populations and assurances of continued recovery. The reliance on state and federal monitoring of grizzly populations will be key to understanding grizzly bear movements and uses of National Forest System lands.*

*Alternatives 2 and 2-Modified include a guideline that proposes local area restrictions where winter use activities conflict with denning or bear emergence in the spring (FEIS section 2.1.2). Research has not demonstrated that winter use activities have a negative effect on grizzly bears. (There have been no documented conflicts with snow machine use in 30 years of research.) The closing of snow machine routes in denning habitat as in Alternatives 3 and 4 are not incorporated in Alternative 2-Modified. In 2002, the Forest Service completed consultation with the USFWS on the effects of snow machine activities on grizzly bears. The USFWS stated that the best information suggests that current levels of snow machine use are not appreciably reducing the likelihood of either the survival or recovery of grizzly bears in the Yellowstone PCA and are not likely to jeopardize the continued existence of the grizzly bear (USDI FWS 2002). As required in the 2002 Biological Opinion from the USFWS, the GYA national forests are monitoring winter recreation use as required in the Greater Yellowstone Coordinating Committee Winter Use Monitoring Plan, and are working with the IGBST and the USFWS to assess any effects of winter uses on grizzly bears.*

### *Implementation—social considerations*

120. The Forest Service should implement Alternative 2.

- Because growing numbers of grizzlies may threaten humans
- Because the other alternatives may incite negative backlash against grizzlies
- Because local populations are projected to grow and management flexibility is needed to accommodate this increase

121. The Forest Service should implement Alternative 2 but also try to incorporate ways to reduce conflict outside the Primary Conservation Area.

### **Response**

*Alternative 2-Modified was developed between the draft and final EIS to consider accommodating grizzly populations outside the PCA and ensure continued recovery (including minimizing conflicts). The reliance on IGBST monitoring of grizzly populations will be key to understanding grizzly bear movements and uses of National Forest System lands. Alternative 2-Modified proposes direction that is based upon the states' definitions of socially acceptable and biologically suitable lands for the grizzly bear. Designation of socially acceptable lands for grizzlies depends upon public dialogue and focuses on specific lands that grizzlies are occupying. (Occupation would be defined by the states and in coordination with YGCC.) (FEIS section 2.1.3.)*

*Implementation—economic considerations*

122. The Forest Service should implement Alternative 2.

- Because it has the least negative effects on local economies

**Response**

*See response to comment 106.*

**Inadequacies of Alternative 2**

*Inadequacies—planning considerations*

123. The Forest Service should address the inadequacies of Alternative 2.

- Because it fails to address the problems in the Conservation Strategy
- Because it is flawed in its application of habitat standards within the Primary Conservation Area
- Because it includes plans which contain time lags, gives too much political control, and lacks sound science
- Because it does not maintain habitat effectiveness in management units

**Response**

*Alternatives 2 and 2-Modified reflect the direction of the Conservation Strategy. Through implementing the Recovery Plan and the Guidelines, the grizzly bear has recovered. The Conservation Strategy is designed to sustain the recovered population. The Conservation Strategy was developed through a cooperative effort with biologists and scientists from the USFWS, U.S. Geological Survey, Forest Service, BLM, and the Idaho, Montana, and Wyoming state wildlife management agencies. All relevant peer-reviewed information was considered in the development of the Conservation Strategy. The Yellowstone grizzly bear population and its habitat have been the focus of research and monitoring by the IGBST for 30 years. The IGBST was a key player in the development of the Conservation Strategy; all information generated through this long-term research and monitoring effort was directly available in the development of the Conservation Strategy.*

*Alternative 2-Modified incorporates some additional direction and guidance for grizzly bear habitat management beyond that noted in the DEIS and the Conservation Strategy. Alternative 2-Modified includes additional direction and guidance for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. Alternative 2-Modified is estimated to provide sufficient habitat to maintain the grizzly bear population at recovery levels as identified in both the Recovery Plan and the Conservation Strategy*

*Regarding concerns about “time lags, gives too much political control, and lacks sound science,” the Conservation Strategy would be updated by the management agencies every five years or as necessary, allowing public comment in the updating process. Chapter 6 of the Conservation Strategy discusses implementation and evaluation processes. The Conservation Strategy states that the evaluation of the effectiveness of grizzly bear conservation measures detailed in the Conservation Strategy will be an ongoing process shared by all the members of the YGCC.*

*Regarding concerns about maintaining habitat effectiveness in BMUs, the 1 percent rule requires that any secure habitat temporarily affected must be restored upon project completion, and secure habitat that is permanently affected must be replaced with secure habitat of equal quality and amount.*

*Inadequacies—legal, resource, management, and economic considerations*

124. The Forest Service should address the inadequacies of Alternative 2.

- To comply with the Organic Act, the Multiple Use Sustained Yield Act, and the National Forest Management Act

125. The Forest Service should address the inadequacies of Alternative 2.

## Responses to Comments

- Because it does not protect against development

### **Response**

*All alternatives analyzed in detail comply with the Organic Act, the Multiple Use Sustained Yield Act, and the NFMA. Alternative 2 would allow a low level of temporary or mitigated development to occur inside the PCA in relation to secure habitat and developed sites; outside the PCA, current forest plan direction would be followed. Alternative 2-Modified was developed to provide some additional guidelines on grizzly bear habitat management outside the PCA. Precluding development on private lands is outside the scope of this decision.*

### *Inadequacies—environmental and wildlife considerations*

126. The Forest Service should address the inadequacies of Alternative 2.

- Because it fails to manage the grizzly bear sustainably
- Because it fails to adequately protect the grizzly and its habitat
- Because it may cause grizzly bear extinction
- Because it fails to address inbreeding
- Because it fails to address the risk of population decline
- Because it fails to address problems arising from loss of food sources
- Because it misrepresents grizzly bear population size
- Because it uses unrealistic grizzly bear population standards
- Because it overestimates allowable grizzly bear mortality limits
- Because it fails to address the need of habitat connectivity
- Because its genetic management strategies are inadequate
- Because the management response to food decline is inadequate
- Because it fails to provide provisions to mitigate harmful effects from changes to secure habitat

### **Response**

*Alternatives 2 and 2- Modified reflect the direction of the Conservation Strategy. Through implementing the Recovery Plan and the Guidelines, the grizzly bear has recovered. The Conservation Strategy is designed to sustain the recovered population. The Conservation Strategy was developed through a cooperative effort with biologists and scientists from the USFWS, U.S. Geological Survey, Forest Service, BLM, and the Idaho, Montana, and Wyoming state wildlife management agencies. All relevant peer-reviewed information was considered in the development of the Conservation Strategy. The Yellowstone grizzly bear population and its habitat have been the focus of research and monitoring by the IGBST for 30 years. The IGBST was a key player in the development of the Conservation Strategy; all information generated through this long-term research and monitoring effort was directly available in the development of the Conservation Strategy. See response to comments 45-46.*

*For the FEIS, a new alternative was developed (Alternative 2- Modified), which is the preferred alternative. Alternative 2-Modified incorporates some additional direction and guidance for grizzly bear habitat management beyond that noted in the DEIS and the Conservation Strategy. Alternative 2-Modified includes additional direction and guidance for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. Alternative 2-Modified is estimated to provide sufficient habitat to maintain the grizzly bear population at recovery levels as identified in both the Recovery Plan and the Conservation Strategy*

*The current status of the grizzly bear population is presented in section 3.3.3 in the FEIS. Current research suggests the grizzly bear population is growing between 4 and 7 percent annually, and has increased its distribution in the GYA by almost 50 percent since the 1970s. Peer-reviewed scientific literature was used to present the population status in the FEIS. The information and*

*analysis in the FEIS incorporate the best available science to represent grizzly bear population size and estimates and allowable grizzly bear mortality limits.*

*Regarding concerns about mitigating harmful effects from changes to secure habitat, the Application Rules for secure habitat for Alternative 2- Modified require that any secure habitat temporarily affected must be restored upon project completion and the implementation of temporary projects cannot exceed three years. Secure habitat that is permanently affected must be replaced with secure habitat of equal quality and amount and the replacement habitat must be maintained for a minimum of 10 years.*

*Regarding concerns for the loss of food sources, Alternative 2-Modified has a guideline to maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy. Emphasis will be on maintaining and restoring whitebark pine stands inside and outside the PCA. Alternative 2-Modified also requires systematic monitoring of whitebark pine occurrence, productivity, and health inside and outside the PCA in cooperation with other agencies. Monitoring results would be used with other monitoring information to adjust management as necessary.*

*The need for habitat connectivity was discussed in the FEIS in sections 1.7.2 and 3.3.1.*

*Concerns about genetic viability and associated issues of habitat connectivity and linkage zones are presented in section 3.3.1 of the FEIS. The Conservation Strategy recommends translocation of two or more bears from other ecosystems by 2022 if genetic analysis shows no movement into the GYA from the NCDE. The Conservation Strategy also recognizes that roads and highways may impact bear movements, and requires that monitoring and surveys be conducted before road and highway designs are initiated. See the discussion on secure habitat in the FEIS, section 3.3.1. See the response to comment 119.*

*Inadequacies—recreational considerations*

127. The Forest Service should address the inadequacies of Alternative 2.

- Because it fails to address off-road vehicle use inside the Primary Conservation Area

**Response**

*Alternatives 2 and 2-Modified reflect the direction of the Conservation Strategy. Through implementing the Recovery Plan and the Guidelines, the grizzly bear has recovered. The Conservation Strategy is designed to sustain the recovered population. Implementing the Conservation Strategy, which includes provisions for secure habitat, will sustain a recovered grizzly bear population. Secure habitat (areas more than 500 meters from an open or gated motorized access route or recurring helicopter flight line, greater than or equal to 10 acres in size, and closed to OHV use) is adequate for sustaining grizzly populations. (See the FEIS chapter 1 and section 3.3.4.)*

*Inadequacies—economic considerations*

128. The Forest Service should address the inadequacies of Alternative 2.

- Because it constricts livestock industries to 1998 levels

**Response**

*Alternatives 2 and 2-Modified would not allow any new active commercial livestock grazing allotments; only sheep numbers would be restricted to the 1998 levels. Cattle numbers could increase above 1998 levels if an evaluation determined no detrimental effects to grizzly bears. See response for comments 275-302.*

**Modifications to Alternative 2**

*Modifications—planning considerations*

129. The Forest Service should modify Alternative 2.

- To specify how adaptive policies will be enacted if problems arise
- To include the same level of protections as in Standards 1 and 2 of Alternative 3

## Responses to Comments

- To eliminate the Plateau Bear Management Unit
- To improve coordination and consistency of forest plan direction
- To include provisions that facilitate state planning objectives after delisting
- To clarify the length of time temporary changes under Standard 1 may exist
- To clarify who has responsibility for whitebark pine cone production and winter-killed ungulate carcass searches
- Because it fails to continue allocation of funds to the Interagency Grizzly Bear Study Team for key food source study
- To change the wording on page 28, applications for permits to drill and operating plans from “would strive to meet” to “must meet”
- To change the wording of Standard 3 to read “monitor, evaluate, and determine the proper stocking level of livestock in the allotment”

### **Response**

*Alternative 2-Modified was created to include some additional direction and guidance for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. Alternative 2- Modified does require monitoring changes in secure habitat outside the PCA. Monitoring of secure habitat outside the PCA, along with all other required habitat and population monitoring results, would be used to evaluate annually the status of the grizzly bear population and make necessary modifications in management as required by the Conservation Strategy. The Conservation Strategy states, “The agencies are committed to be responsive to the needs of the grizzly bear by dynamic management actions based on the results of detailed annual population and habitat monitoring” (page 15).*

*Alternative 2- Modified is estimated to provide sufficient habitat to maintain the grizzly population at or above the goal of 500 bears as stated in the Conservation Strategy. The area estimated to be biologically suitable for grizzly bears on National Forest System lands outside the PCA contains more secure habitat than the PCA, with over three million acres of long-term secure habitat and over one million acres of short-term secure habitat. This is over four times the amount of long-term and doubles the amount of short-term secure habitat that was within the area occupied by grizzly bears outside the PCA from 1990 to 2004 when numbers were estimated at 500 to 600 bears.*

*The Conservation Strategy discusses adaptive management steps to address problems, should they arise. The Conservation Strategy would be updated by the management agencies every five years or as necessary, allowing public comment in the updating process. Chapter 6 of the Conservation Strategy discusses how it would be implemented and evaluated.*

*Alternative 2- Modified does not incorporate the same level of protections as in Standards 1 and 2 of Alternatives 3 and 4, because the bear reached recovery without this level of protection. The rationale for the selected alternative will be stated in the Record of Decision.*

*The Plateau BMU was not eliminated because evaluations completed in 1993 and 1994 determined that this BMU should be kept in the recovery zone. This is discussed in section 2.2.2 in the FEIS.*

*Improving coordination and consistency of forest plan direction among the six GYA national forests is part of the purpose and need of this FEIS, as stated in section 1.2.*

*The state grizzly bear management plans identify managing for grizzly bears outside the PCA in areas that are biologically suitable and socially acceptable. The Alternative 4 area outside the PCA is very similar to the area identified in the Wyoming Grizzly Bear Management Plan as being the biologically suitable and socially acceptable area for management of grizzly bear populations in Wyoming. For Idaho and Montana, the Conservation Strategy identifies the larger areas where biologically suitable and socially acceptable determinations would be made. Further refinements would likely take place on a case-by-case basis as these areas are occupied by*

grizzly bears. The Forest Service would work with the states as these areas are identified. Alternative 2-Modified contains a livestock grazing guideline, a food storage guideline, a food sources guideline, a monitoring item for secure habitat, and a monitoring item for whitebark pine that would apply to areas outside the PCA that have been or would be identified as biologically suitable and socially acceptable.

To clarify the length of time temporary changes to secure habitat may exist under Standard 1, wording was added to the Application Rules that states that these activities should be concentrated in time and space to the extent feasible to minimize disturbance. Additionally, to qualify as a temporary project under the Application Rules, project implementation could last no longer than three years.

Regarding the responsibility for whitebark pine cone production and winter-killed ungulate carcass searches, the Conservation Strategy identifies that these are interagency tasks involving the IGBST, the NPS, the state wildlife management agencies, and the Forest Service.

Regarding the allocation of funds to the IGBST for a key food source study, this is outside the scope of the FEIS.

Regarding changing the wording in the DEIS on existing oil and gas leases (page 28) from “would strive to meet” to “must meet,” the Forest Service is obligated to honor those existing statutory rights. Section 2.2.3 in the FEIS discusses these obligations. It may not be physically possible to meet the Application Rules in all cases, but it is the intent of the Forest Service to strive to meet the Application Rules.

Regarding the recommendation to change Standard 3 to read, “monitor, evaluate, and determine the proper stocking level of livestock in the allotment,” this recommendation is outside the scope of the purpose and need of this FEIS. The Forest Service follows established procedures to monitor, evaluate, and determine the proper stocking level of livestock on allotments. A forest plan amendment is not needed to direct this work. A discussion on the cumulative effects of livestock grazing on grizzly bears has been included in section 3.16.3 of the FEIS.

*Modifications—balanced management considerations*

130. The Forest Service should modify Alternative 2.

- To delete special land designations that affect multiple use management mandates

**Response**

*The decision to change land designations is not part of the decision to be made.*

*Modifications—resource management considerations*

131. The Forest Service should modify Alternative 2.

- To revise the concept of “willing permittees” to be less deceptive
- To forbid mining and mineral leasing in occupied habitat
- To add timber harvest activities to the definition of acceptable activities in secure habitat in chapter 2
- To eliminate the 1 percent provision that would allow excessive development of grizzly habitat inside the Primary Conservation Area
- To give permittees certainty their permits will be renewed pursuant to the Conservation Strategy
- To account for enhanced livestock grazing
- To include the closure of livestock allotments where conflicts occur
- To allow for levels of livestock above the 1998 levels on forest lands
- To favor the grizzly in livestock and grizzly conflicts
- To work with permittees of grazing allotments in finding other available allotments before allotments are eliminated

## Responses to Comments

- To remove language that closes grazing allotments due to grizzly conflicts without National Environmental Policy Act analysis
- To include monitoring and reporting requirements for conflicts between large carnivores and livestock on grazing allotments and specify what actions will occur if mortality limits are exceeded

### **Response**

*Alternative 2-Modified was created in response to public comments. Mineral leasing and the secure habitat Application Rule, which allows temporary reductions in secure habitat, did not change.*

*In Alternative 2- Modified, a guideline was added that allows cattle allotments or portions of cattle allotments with recurring conflicts that cannot be resolved through modification of grazing practices to be retired as opportunities arise with willing permittees. Language similar to this was in the Application Rule for Alternative 2 and was stated as a guideline in Alternative 2-Modified. An Application Rule was added that gives permittees with allotments with recurring conflicts the opportunity for placement in a vacant allotment outside the PCA where there is less likelihood for conflicts with grizzly bears as these allotments become available. The Application Rule that stated, “The cattle allotment with the history of chronic conflicts may be closed to grazing without further NEPA analysis” was not included in Alternative 2-Modified in response to concerns raised by the public. Sections 2.1.2 and 2.1.3 of the FEIS contain descriptions of the standards, guidelines, and application rules for Alternatives 2 and 2-Modified related to livestock grazing.*

*A monitoring item was added in Alternative 2-Modified that requires the Forest Service to monitor and evaluate allotments for recurring conflicts with grizzly bears inside and outside the PCA. Monitoring of allotments with recurring conflicts would be used along with all other required habitat and population monitoring results to annually evaluate the status of the grizzly bear population and make necessary modifications in management as required by the Conservation Strategy. The Conservation Strategy states, “The agencies are committed to be responsive to the needs of the grizzly bear by dynamic management actions based on the results of detailed annual population and habitat monitoring” (page 15).*

*Efforts have been underway for a number of years to refine and improve methods for determining a total population estimate, unknown and unreported estimates of mortality, and total allowable mortality for grizzly bears in the GYA. This effort has resulted in new methods for determining sustainable mortality limits developed by the IGBST and approved by the YES that will be incorporated into the Conservation Strategy. The protocol states that if mortality limits are exceeded in any two or three consecutive years (depending on the sex or age class of bears), a Biology and Monitoring Review will be initiated by the IGBST. Again, this information would be evaluated in context with all the other required monitoring parameters and appropriate management changes made as necessary. The Forest Service is represented on the IGBST and the YGCC that would approve any necessary changes in management direction.*

### *Modifications—environmental and wildlife considerations*

132. The Forest Service should modify Alternative 2.

- To ensure that grizzlies in Yellowstone can survive
- Because it fails to maintain roadless areas
- To secure adequate habitat for the grizzly
- To enlarge protected habitat area
- To allow additional habitat areas to be added to the Primary Conservation Area “as needed” in the future
- To maintain existing roadless areas
- To prevent habitat fragmentation



- To clarify that the grizzly will continue to be designated as a “Forest Service sensitive species”

**Response**

*Alternative 2-Modified includes some additional direction and guidance for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. Roadless areas will be managed according to forest plan direction and the 2005 Final Rule (USDA Forest Service 2005f). There is no specific direction for secure habitat outside the PCA under Alternative 2-Modified.*

*Approximately 72 percent of the almost six million-acre area estimated to be biologically suitable for grizzly bears outside the PCA on National Forest System lands is secure habitat. Seventy-one percent of that secure habitat is long-term secure habitat that will be maintained under current forest plan direction (FEIS section 3.3.1). Alternative 2-Modified does require monitoring of changes in secure habitat outside the PCA. Monitoring of secure habitat outside the PCA would be used along with all other required habitat and population monitoring results to annually evaluate the status of the grizzly bear population and make necessary modifications in management as required by the Conservation Strategy. The Conservation Strategy states, “The agencies are committed to be responsive to the needs of the grizzly bear by dynamic management actions based on the results of detailed annual population and habitat monitoring” (page 15).*

*Alternative 2-Modified is estimated to provide sufficient habitat to maintain the grizzly population at or above the goal of 500 bears as stated in the Conservation Strategy. The area estimated to be biologically suitable for grizzly bears on National Forest System lands outside the PCA contains more secure habitat than the PCA, with over three million acres of long-term secure habitat and over one million acres of short-term secure habitat. This is over four times the amount of long-term and doubles the amount of short-term secure habitat that was within the area occupied by grizzly bears outside the PCA from 1990 to 2004 when numbers were estimated at 500 to 600 bears. This secure habitat will be managed under existing forest plan direction (FEIS section 3.2).*

*Upon delisting, grizzly bears would be designated a Forest Service sensitive species, requiring a biological evaluation for all activities in or out of secure habitat. This designation requires that land management activities be managed to maintain a sustainable grizzly bear population and avoid listing under the ESA (FEIS section 2.2) Secure habitat would be a consideration in these evaluations.*

*Concerns regarding habitat fragmentation inside the PCA are generally addressed with the secure habitat standard. The 1 percent rule requires that any secure habitat temporarily affected must be restored upon project completion. There is some potential for habitat fragmentation outside the PCA; secure habitat has increased on all six GYA national forests over the last 17 years due to downward trends in timber harvest and a decrease in miles of roads (FEIS section 3.3).*

*Modifications—recreational considerations*

133. The Forest Service should modify Alternative 2.

- To consider the impacts of motorized winter activities on hibernating grizzly bears
- To include provisions that remove existing motorized routes in inventoried roadless areas
- To consider the conflict that may occur with snowmobile users and timber management and work with local grooming programs to reduce disruption

**Response**

*Alternatives 2 and 2-Modified include a guideline that proposes local area restrictions where winter use activities conflict with denning or bear emergence in the spring (FEIS section 2.1.2). Research has not demonstrated that winter use activities have a negative effect on grizzly bears. (There have been no documented conflicts with snow machine use in 30 years of research.) The*

*closing of snow machine routes in denning habitat as in Alternatives 3 and 4 are not incorporated in Alternatives 2 or 2-Modified. In 2002, the Forest Service completed consultation with the USFWS on the effects of snow machine activities on grizzly bears. The USFWS issued a Biological Opinion stating that current authorized snow machine activity is not likely to jeopardize the continued existence of the grizzly bear (USDI FWS 2002). The USFWS stated that the best information suggests that current levels of snow machine use are not appreciably reducing the likelihood of either the survival or recovery of grizzly bears in the PCA. The USFWS did not anticipate a high level of incidental take and stated that incidental take was unquantifiable. The USFWS concluded the level of take of grizzly bears that has and would result from snow machine use is low, based on the best available recent and long-term Yellowstone grizzly bear population information, the amount of protected and unprotected denning habitat available in the Yellowstone ecosystem, the location and characteristics of most grizzly bear den sites, the expert opinions of grizzly bear researchers in the Yellowstone ecosystem, and the best available information on grizzly bear denning. As required in the 2002 Biological Opinion from the USFWS, the GYA national forests are monitoring winter recreation use as required in the GYCC Winter Use Monitoring Plan, and are working with the IGBST and the USFWS to assess any effects of winter uses on grizzly bears.*

*Alternative 2 reflects the direction of the 1982 and 1993 Recovery Plans and the Conservation Strategy. Through implementing the Recovery Plans and the Conservation Strategy, which include provisions for secure habitat, the grizzly bear population has recovered. Secure habitat (areas more than 500 meters from an open or gated motorized access route or recurring helicopter flight line, greater than or equal to 10 acres in size, and closed to OHV use) is adequate for sustaining grizzly populations (FEIS chapter 1 and section 3.3.4).*

*In reference to potential conflicts between winter logging and winter recreation activities, potential conflicts would be addressed through management at the ranger district level, monitoring of winter use, or site-specific NEPA analyses and project decisions that follow forest plan direction (FEIS section 1.4).*

*Modifications—social considerations*

134. The Forest Service should modify Alternative 2.

- To include food storage requirements
- To include additional restrictions to resolve conflict between grizzlies and humans and protect food sources

**Response**

*Alternative 2-Modified includes direction and guidance for minimizing grizzly bear/human conflicts using food storage requirements and information and education both inside and outside the PCA. Guidance was included for maintaining the productivity of key grizzly bear foods and for resolving conflicts with livestock inside and outside the PCA (FEIS section 2.1.3)*

**Alternative 3**

135. The Forest Service should implement Alternative 3.

- Because it secures necessary grizzly habitat
- Because it is the most comprehensive balance for environment safety
- Because it maintains development at 1998 levels
- Because it prohibits oil and gas development in the Primary Conservation Area

136. The Forest Service should not implement Alternative 3.

- Because it would implement restrictive standards inside the Primary Conservation Area
- Because there is no proof that allotments are detrimental to grizzly recovery
- Because it would not promote multiple use principles

137. The Forest Service should implement Alternative 3 with elements of Alternative 4.

**Response**

*Although Alternative 3 may provide some additional protections to grizzly bear habitat inside the PCA over Alternatives 2 and 2-Modified, other forest uses are restricted. Alternative 2-Modified was developed to provide protection of habitat sufficient to sustain a recovered grizzly bear population and allow for other uses inside the PCA at 1998 levels. Secure habitat would be maintained in Alternative 2-Modified outside the PCA in excess of that being used by grizzly bears from 1990 to 2004, when grizzly bear numbers were estimated at 500 to 600 bears under current forest plan direction (FEIS sections 3.3 and 3.3.1). Oil and gas development inside the PCA would be limited due to the mitigation required in the developed site and secure habitat standards. There are no active oil and gas leases inside the PCA (FEIS section 3.12.2).*

*Provisions have been identified in Alternative 2-Modified for livestock allotments with recurring conflicts that can be phased out with willing permittees if conflicts cannot be resolved. Livestock depredation was the second highest source of grizzly bear conflicts from 1992 to 2004; about 10 percent of the documented human-caused grizzly bear mortalities from 1975 to present were a result of conflicts with livestock (FEIS section 3.3.2)*

*Inside the PCA, Alternatives 3 and 4 provide the same level of protection to the grizzly bear. Alternative 4 extends these protections outside the PCA. The Record of Decision will identify the selected alternative and will discuss the rationale for that decision.*

**Alternative 4****Implementation of Alternative 4***Implementation—general considerations*

138. The Forest Service should implement Alternative 4.

- Because of its purpose and simplicity
- Because there are too many changing conditions

139. The Forest Service should not implement Alternative 4.

- Because its approach to grizzly management is extreme

140. The Forest Service should implement Alternative 4.

- Because the Draft EIS data support it
- Because it addresses the mission statement of the Fish and Wildlife Service and the National Park Service
- Because it supports the Yellowstone to Yukon initiative
- Because the proposed alternative is based on outdated information
- Because grizzlies do not recognize boundaries

141. The Forest Service should not implement Alternative 4.

- Because it is outside the bounds of the Recovery Plan
- Because it violates the understanding of the Conservation Strategy by the states

142. The Forest Service should implement Alternative 4.

- To fulfill the spirit of the Wilderness Act of 1964
- To uphold the intent and spirit of the Endangered Species Act

143. The Forest Service should not implement Alternative 4.

- Because economic hardships could lead to class action against the federal government

144. The Forest Service should implement Alternative 4.

- Because the Forest Service cannot be trusted

145. The Forest Service should implement Alternative 4.

- Because it is the environmentally preferred alternative

Responses to Comments

146. The Forest Service should not implement Alternative 4.

- Because local communities oppose it
- Because it would stir up public opinion against grizzly management

147. The Forest Service should implement Alternative 4.

- Because it supports human uses and grizzly protection
- Because sacrifices for grizzly survival are more important than limiting human use
- Because it offers a reasonable balance of business and property interests

148. The Forest Service should not implement Alternative 4.

- Because it would restrict our ability to develop domestic sources of energy

149. The Forest Service should implement Alternative 4.

- To ensure that timber management considers the needs of the grizzly
- To protect grizzly habitat from development
- To protect grizzly habitat from road construction
- Because of threats from a growing human population
- Because it closes livestock allotments

150. The Forest Service should implement Alternative 4.

- To preserve the ecosystem
- Because Yellowstone is unique
- For the benefit of all wildlife
- To protect grizzly habitat
- To prevent habitat fragmentation
- Because the grizzly bear has ecological value
- To include more area in the Primary Conservation Area
- Because scientists have shown the importance of grizzly habitat
- To protect fragile grizzly population numbers
- Because extinction may otherwise become a problem
- To reduce grizzly bear mortality
- Because grizzly food sources are threatened
- Because it reduces the risk of inbreeding
- To prevent an increase of roads in grizzly habitat
- Because biologists have deemed the grizzly population density artificially high
- Because it will permanently maintain secure habitat
- Because it maintains food sources to keep grizzly presence in the area

151. The Forest Service should not implement Alternative 4.

- Because there is no need to extend the Primary Conservation Area

**Response**

*Alternative 4 was developed in response to comments suggesting the Forest Service extend grizzly bear habitat protection beyond the PCA. The purpose is to address the potential future loss of major bear foods, increase the probability of habitat connectivity with other ecosystems, improve linkage and connectivity between key habitats within the six GYA national forests, and further reduce the potential for grizzly bear/human conflicts and bear mortality throughout the GYA. This alternative increases the size of the area where management direction would favor grizzly bears and would implement more restrictive standards than what is described in the Conservation Strategy. Alternative 4, the boundary outside the PCA, and the standards and guidelines were developed using information obtained from scoping. Existing evaluations of suitable habitat and linkage areas for grizzly bears within the six GYA national forests were used as the basis for delineation of this boundary.*

*The analysis of the environmental effects of this alternative, as compared with other alternatives, sharply defines the differences between each alternative and provides a clear basis for choice among options by the decision makers and the public. Alternative 4 would provide protection and enhancement for important grizzly bear habitat, increasing connectivity options between important habitats inside the GYA and possibly increasing the potential for connectivity to other ecosystems. Should the long-term availability of important foods be reduced, the carrying capacity of the GYA for grizzly bears would decline. The additional secure habitat under Alternative 4 might allow the GYA to support bears throughout a larger area than the other alternatives. On the other hand, Alternative 4 would have the largest cumulative effects on the social and economic environment due to the reductions in income and employment associated with livestock grazing, timber harvesting, and mineral development. As discussed in the social environment, larger scale changes in land management such as the closure of 1,850 miles of motorized routes in Alternative 4 would have significant impacts upon rural communities and motorized users. These changes can stress the public's tolerance for accommodating grizzly bear expansion and occupation. Alternative 4 imposes strict restrictions on land uses outside the Primary Conservation Area where there is no way to predict when or if bears would occupy those areas. These kinds of restrictions are seen as unreasonable by some local communities and make it more difficult to gain support and compliance. Similarly, management of grizzly bears under the ESA generates a similar perception of "locking up public lands."*

*Alternative 4 would provide additional protections to grizzly bear habitat inside and outside the PCA as compared to other alternatives, but other forest uses would be significantly restricted. These restrictions include eliminating all over-the-snow use during denning periods, no new oil and gas leases, elimination of developed or dispersed sites with recurring grizzly bear conflicts, limiting use of backcountry trails in high use areas for grizzly bears, and area closures in important grizzly bear food areas. Alternative 2- Modified was developed to include some additional guidance and direction for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA while minimizing impacts to other forest uses. Alternatives 1, 2, and 3 do not provide this level of protection to areas outside the PCA.*

*Secure habitat would be maintained in Alternative 2-Modified outside the PCA in excess of that being used by grizzly bears from 1990 through 2004, when grizzly bear numbers were estimated at 500 to 600 bears under current forest plan direction (FEIS chapter 3).*

*Concerns regarding habitat fragmentation inside the PCA are generally addressed with the secure habitat standard. The 1 percent rule requires that any secure habitat temporarily affected must be restored upon project completion. There is some potential for habitat fragmentation outside the PCA; secure habitat has increased on all six GYA national forests over the last 17 years due to downward trends in timber harvest and a decrease in miles of roads (FEIS section 3.1).*

*Regarding concerns about mitigating harmful effects from changes to secure habitat, the Application Rules for secure habitat require that any secure habitat temporarily affected must be restored upon project completion and the implementation of temporary projects cannot exceed three years. Secure habitat that is permanently affected must be replaced with secure habitat of equal quality and amount and the replacement habitat must be maintained for a minimum of 10 years.*

*Regarding concerns for the loss of food sources, Alternative 2-Modified has a guideline to maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy. Emphasis would be on maintaining and restoring whitebark pine stands inside and outside the PCA. Alternative 2-Modified also requires systematic monitoring of whitebark pine occurrence, productivity, and health inside and outside the PCA in cooperation with other agencies.*

*The need for habitat connectivity was discussed in the FEIS in sections 1.7.2 and 3.3.1*

## Responses to Comments

*Concerns about genetic viability and associated issues of habitat connectivity and linkage zones are presented in sections 3.3.1 and 3.16 of the FEIS. The Conservation Strategy recommends translocation of two or more bears from other ecosystems by 2022 if genetic analysis shows no movement into the GYA from the NCDE. The Conservation Strategy also recognizes that roads and highways may impact bear movements, and requires that monitoring and surveys be conducted before road and highway designs are initiated.*

### *Implementation—forest health considerations*

152. The Forest Service should not implement Alternative 4.

- Because it would lead to wildfire risks

### **Response**

*Alternative 4 would have the greatest effect on wildland fire management activities in those units that would close roads to meet the secure habitat standard. The estimated number of roads closed to meet this standard in Alternative 4 is about 1,850 miles. The closure of these roads could lead to longer response times and larger fires across the GYA based on current fire management capabilities. Access for firefighters can still be accomplished via helicopters and airplanes (smokejumpers) or on foot. Currently, every wildland fire is evaluated for potential impacts and managed appropriately.*

### *Implementation—recreational considerations*

153. The Forest Service should implement Alternative 4.

- To restrict motorized access
- Because it prevents hunting
- Because snowmobiling may have an effect on grizzly bear denning

154. The Forest Service should not implement Alternative 4.

- Because it would reduce public use and enjoyment of local lands
- Because it does not provide for developed campsites

### **Response**

*Many recreation users and some local communities expressed concerns with the restrictions in Alternatives 3 and 4 and the potential impact on recreation through limitations of access and possible restrictions on motorized uses.*

*While Alternative 2 is acceptable to many recreation users and some local communities, Alternative 2-Modified was developed to respond to other public and agency concerns about the need to provide for grizzly bears as the population expands outside the PCA. (Alternative 2 direction only applies within the PCA.) Alternative 2-Modified was developed between the draft and final EIS to further accommodate expanding grizzly populations and ensure continued recovery. The reliance on the states and the IGBST to monitor grizzly populations would be key to understanding grizzly bear movements and uses of National Forest System lands. Alternatives 3 and 4 offer greater restrictions to motorized travel; Alternative 2-Modified addresses food storage, bear food sources, and security for the bear outside the PCA (FEIS section 2.1.3).*

*A continued dialogue with the public, including recreation users, will be essential as grizzlies occupy lands outside the PCA. Alternative 2-Modified proposes guidance outside the PCA that is based upon the states' definitions of socially acceptable and biologically suitable lands for the grizzly bear. Designation of socially acceptable lands for grizzlies depends upon a dialogue with the public and focuses on specific lands that grizzlies are occupying. (Occupation would be defined by the states in cooperation with YGCC.) As noted in the FEIS, the recreation uses of hunting, fishing, and backcountry use (including horse travel) are key values by local communities; these uses are regional attractions and are increasing (FEIS sections 3.9 and 3.13).*

*Alternatives 2 and 2-Modified include a guideline that proposes local area restrictions where winter use activities conflict with denning or bear emergence in the spring (FEIS section 2.1.2). Research has not demonstrated that winter use activities have a negative effect on grizzly bears.*

*(There have been no documented conflicts with snow machine use in 30 years of research.) The closing of snow machine routes in denning habitat as in Alternatives 3 and 4 are not incorporated in Alternatives 2 or 2-Modified. In 2002, the Forest Service completed consultation with the USFWS on the effects of snow machine activities on grizzly bears. The USFWS issued a Biological Opinion stating that current authorized snow machine activity is not likely to jeopardize the continued existence of the grizzly bear (USDI FWS 2002). The USFWS stated that the best information suggests that current levels of snow machine use are not appreciably reducing the likelihood of either the survival or recovery of grizzly bears in the PCA. The USFWS did not anticipate a high level of incidental take, and stated that incidental take was unquantifiable. The USFWS concluded that the level of take of grizzly bears that has and would result from snow machine use is low, based on the best available recent and long-term Yellowstone grizzly bear population information, the amount of protected and unprotected denning habitat available in the Yellowstone ecosystem, the location and characteristics of most grizzly bear den sites, the expert opinions of grizzly bear researchers in the Yellowstone ecosystem, and the best available information on grizzly bear denning. As required in the 2002 Biological Opinion from the USFWS, the GYA national forests are monitoring winter recreation use as required in the GYCC Winter Use Monitoring Plan, and are working with the IGBST and the USFWS to assess any effects of winter uses on grizzly bears.*

*Hunting of grizzly bears is a matter that would be managed by the states and their state management plans upon delisting of the grizzly bear. Alternatives 2, 2-Modified, 3, and 4 do not propose any direction with regard to grizzly bear hunting since it is outside the jurisdiction of the Forest Service. Alternative 4 would coordinate with states in closing black bear baiting where grizzly bear conflicts occur.*

*Implementation—social considerations*

155. The Forest Service should implement Alternative 4.

- Because it preserves Wyoming’s legacy of recreation
- Because the grizzly bear has inherent value
- Because grizzly bears are part of our heritage
- Because grizzlies have a value to individuals
- Because it will expand food storage requirements
- To prevent grizzly bear-human conflict
- Because the grizzly has scientific value
- Because grizzly bears contribute to our quality of life
- Because the grizzly bear has symbolic value
- To leave a legacy for future generations
- Because we are the stewards of the natural world
- Because a cultural transformation to focus on ecological restoration is needed

156. The Forest Service should not implement Alternative 4.

- Because it would increase grizzly population around local areas

**Response**

*See response to comments 152 and 153.*

*Many recreation users and some local communities expressed concerns with the restrictions in Alternatives 3 and 4 and the potential impact on recreation through limitations of access and possible restrictions on motorized uses.*

*The Forest Service is committed to sustaining a recovered grizzly bear population in the GYA. This commitment is shared and managed with other agencies and organizations (FEIS chapter 1 and section 3.13.1). Alternative 2-Modified was developed to respond to public and agency concerns about the need to provide for grizzly bears as the population expands outside the PCA. Grizzly bear habitat needs and minimizing grizzly bear/human conflicts are addressed in the*

## Responses to Comments

*FEIS in sections 2.1.3 and 3.3. The value that many people place on grizzly bears is also acknowledged in sections 3.13.*

*Public acceptance of grizzly bears is regarded as a key component in “the ultimate success in perpetuating the bear’s recovery, public safety, and ease to which agencies can effectively manage for the bear” (FEIS section 3.13.2). A continued dialogue with the public, including local communities and environmental organizations, would be essential as grizzlies occupy lands outside the PCA. Alternative 2-Modified includes direction outside the PCA based upon the states’ definitions of socially acceptable and biologically suitable lands for the grizzly bear. Designation of socially acceptable lands for grizzlies depends upon a dialogue with the public and focuses on specific lands that grizzlies are occupying. (Occupation would be defined by the states in cooperation with the YGCC.) (FEIS section 2.1.3)*

### *Implementation—economic considerations*

157. The Forest Service should implement Alternative 4.

- For economic benefits
- To secure local tourism business
- Because the needs of the public must be put before business interests
- Because the effects on industry would be minimal

158. The Forest Service should not implement Alternative 4.

- Because of the economic effects it would create

### **Response**

*Overall, Alternative 4 would have the most economic impact of any alternative, either through the loss of jobs and income associated with the reduction in current production of outputs, or through the jobs and income foregone by precluding oil and gas development. Anywhere from 38 to 204 jobs and from \$8.6 million to \$23.2 million in labor income would be reduced by reductions in the livestock grazing and timber harvesting programs. (FEIS section 3.14)*

### **Modifications to Alternative 4**

#### *Modifications—planning considerations*

159. The Forest Service should modify Alternative 4.

- Including provisions for effective means of enforcement
- Including provisions for monitoring of alternative food sources
- Including provisions for scientific monitoring protocols
- Including monitoring and response systems that will prevent lag time from allowing habitat or population changes
- To establish road management and density standards based on the best available science
- Because secure habitat and developed sites standards should not be based solely on 1998 and 2003 human activity levels

### **Response**

*Law enforcement activities are categorically exempt from NEPA analysis (Forest Service Handbook 1909.15, 31.11). Within the Forest Service organization, law enforcement is separated from all other management programs so that enforcement activities can operate free of influences from those programs.*

*Suggestions were made that the Forest Service should monitor alternative food sources. Food habits of grizzly bears are discussed in section 3.3.1 of the FEIS. Over 100 natural food items have been documented in food studies of the Yellowstone grizzly bear. The four seasonal foods that have been identified as being most important for Yellowstone grizzly bears have been identified for monitoring in the Conservation Strategy and the FEIS. It is not possible to monitor all of the alternative food sources that grizzly bears could use. At this time, no alternative food*



*sources have been identified for monitoring. Food sources vary throughout the GYA, and a particular alternative food source may be important in one part of the GYA but not in another.*

*The IGBST and professional biologists in the cooperating agencies have approved the monitoring protocols for the specified monitoring items. As technologies change and improve, the new technologies can be used for monitoring. For example, in Alternative 2-Modified, Monitoring Item 4 states that the CEM or the best available system would be used to monitor changes in habitat effectiveness. Similarly, new sustainable mortality limits that do a better job of monitoring all causes of grizzly bear mortality (rather than just human-caused mortality) have been developed and will be incorporated into the Conservation Strategy.*

*The Conservation Strategy contains monitoring and response systems to respond to habitat or population changes. The YGCC would meet twice each year to review habitat and population data. The Conservation Strategy would be updated by the management agencies every five years or as necessary, allowing public comment in the updating process. The FEIS, section 2.16, discusses how monitoring information would be used to make changes to management direction on National Forest System lands.*

*The Conservation Strategy was developed using the best available science and identified secure habitat as one of the most important habitat components for grizzly bears. Secure habitat is directly related to road management and density. All action alternatives contain a monitoring requirement for secure habitat and motorized access inside the PCA. Alternatives 2-Modified and 4 would also monitor secure habitat outside the PCA. Results of this monitoring would be submitted to the IGBST for inclusion in their annual reports.*

*Secure habitat and developed sites standards are based on 1998 and 2003 human activity levels because grizzly bear population and distribution increased with these activity levels. If, through monitoring, these activity levels are shown to be a problem, there is a monitoring and response system to make necessary changes to management direction on National Forest System lands.*

*Modifications—resource management considerations*

160. The Forest Service should modify Alternative 4.

- To consider private land developments within the developed sites standards
- To phase out vacant livestock allotments where grizzly conflicts have occurred or are likely to occur in the future
- To phase out sheep allotments in Idaho and immediately close allotments in Wyoming and Montana
- For voluntary, rather than mandatory, closing of allotments
- To provide financial incentives for retiring livestock allotments and facilitate National Environmental Policy Act compliance of closures

**Response**

*Management of private land developments is outside the scope of the FEIS because the Forest Service has no jurisdiction on private lands. Private lands inside and outside the PCA have not been managed directly for grizzly bears, although bears have occupied some areas and grizzly bear recovery has occurred. Bears may depend on private landowner accommodation of bear movements; tolerance and community support is important but not directed by this FEIS. A discussion of the effects of private land development on the grizzly bear is included in the FEIS (section 3.16). The Conservation Strategy recognizes that “federal land management and state wildlife management agencies have no direct management authority over private lands and do not have the ability to respond to all private land development by management actions on public lands. As private lands are developed and as secure habitat on private lands declines, state and federal agencies will work together to explore options that address impacts from private land development” (page 54). Monitoring protocols have been identified to monitor private land status and condition. The states have agreed to assist private non-profits and other entities to categorize and prioritize potential lands suitable for permanent conservation.*

## Responses to Comments

*There was an error in the livestock standard for Alternative 4 in the DEIS, which has been corrected in the FEIS. The livestock standard for Alternative 4 in the FEIS prevents creation of new livestock allotments within the Alternative 4 area, closes sheep allotments within three years within the Alternative 4 area, and closes cattle allotments with recurring conflicts within the Alternative 4 area.*

*Voluntary closing of livestock allotments was not a consideration in Alternative 4, but is covered in some of the other alternatives.*

*Providing financial incentives for retiring livestock allotments is outside the purpose and need for this FEIS, and is outside the authority of the Forest Service. Appropriate NEPA analysis would be conducted when closing livestock allotments.*

### *Modifications—environmental considerations*

161. The Forest Service should modify Alternative 4.

- To elevate road standards
- To address connectivity and linkage zone problems
- To mandate that all inventoried roadless areas stay designated as such

162. The Forest Service should expand the land protected under Alternative 4.

- To include the Wyoming Range
- To include the Wyoming Range and southern Wind Rivers
- To include the Bridger Range, Hoback Peak, and the northern Salt River Range
- To include subunit Targhee 4
- To include part of the Teton Basin District of the Targhee Forest

### **Response**

*Alternative 4 emphasizes increasing secure habitat both inside and outside the PCA, which would require permanently closing a minimum of 1,850 miles of existing open roads. Regarding the comment on elevating road standards that would result in more miles of closed roads, it was determined to be unnecessary for Alternative 4 because secure habitat was more than adequate to sustain the recovered grizzly bear population.*

*Connectivity and linkage zone issues are discussed in the FEIS in section 1.7.2. The scope of the FEIS is limited to the six national forests within the GYA—the FEIS does not propose any changes to management direction on national forests outside the GYA. Connectivity and linkage zone issues include private lands, state lands, and other federal lands; management of private lands, state lands and other federal lands is outside the scope of this FEIS.*

*Alternative 4 emphasizes increasing secure habitat both inside and outside the PCA. Within the Alternative 4 area, inventoried roadless areas would be maintained in a roadless condition and existing motorized routes in inventoried roadless areas would be removed within five years. Outside of the Alternative 4 area, inventoried roadless areas would follow existing forest plan direction and direction in current roadless area rules.*

*The Forest Service did not expand the protected area under Alternative 4 for the following reasons: 1) the suggested areas for expansion in Wyoming, e.g., Salt River and Wyoming Ranges, etc. are not included in the Wyoming Game and Fish Department's grizzly bear management plan for grizzly bear occupancy, 2) these areas in Idaho have not been identified as socially acceptable at this time, 3) the large areas included in Alternative 4 were generally adequate to evaluate differences between alternatives, and 4) Alternative 4 was consistent with existing evaluations by independent researchers of biologically suitable habitat within the GYA and input from several conservation groups.*

### *Modifications—recreational considerations*

163. The Forest Service should modify Alternative 4.

- To prohibit black bear baiting

- To prohibit grizzly bear hunting
- To ban grizzly hunting and black bear baiting and enforce these measures

**Response**

*State wildlife management agencies have the authority and responsibility to regulate black bear baiting, although Alternative 4 would require Forest Service coordination with states in closing black bear baiting where grizzly bear conflicts occur. Currently, black bear baiting is prohibited throughout the PCA. Black bear baiting is not allowed in the State of Montana; black bear baiting is allowed outside the PCA in Idaho. The State of Wyoming allows black bear baiting outside the PCA in some areas; some areas are closed to baiting and in other areas baits are restricted to non-processed foods to minimize grizzly bear conflicts. Grizzly bear hunting is identified as a future management tool in the Conservation Strategy. Hunting would be under the authority and responsibility of the state wildlife management agencies, not the Forest Service.*

*Modifications—economic considerations*

164. The Forest Service should modify Alternative 4.

- To secure funding for grizzly management

**Response**

*The budget to implement all alternatives, including Alternative 4, is discussed in section 3.14 in the FEIS. Alternative 4 would have higher costs than other alternatives for all monitoring items and for management of grizzly bear/human conflicts. The FEIS is not a mechanism to secure funding.*

**Alternative 6**

165. The Forest Service should implement Alternative 6.

**Response**

*Alternative 6 was not given further detailed study in this analysis as it did not meet the purpose and need for action, which is to ensure conservation of habitat to support continued recovery of the grizzly bear population in the six GYA forests. (FEIS section 2.2.2)*

**Natural resources management**

**Area management**

**Preservation and restrictions**

166. The Forest Service should protect wild and pristine areas.

- Because of its value to individuals
- To preserve native wildlife and its habitat
- To act as an international role model
- Because we are stewards of the land
- From development
- To protect our national heritage
- Because the grizzly has symbolic value
- To preserve nature for future generations

167. The Forest Service should protect and restore public lands and develop a system to evaluate habitat needs.

**Response**

*The PCA is protected in all action alternatives, which includes some of the most remote and rugged country in the lower 48 states. This protection is described as maintaining secure habitat at or above 1998 levels and maintaining the number and capacity of developed sites at or below 1998 levels. Restoration is considered in Alternative 4 inside the PCA and also expands protections for the grizzly bear beyond the PCA.*

**Monitoring, enforcement, and analysis**

*Monitoring of grizzly bear*

168. The Forest Service should conduct monitoring at the local level.
169. The Forest Service should monitor grizzly activity on private land.
170. The Forest Service should implement a comprehensive monitoring system that can trigger management responses under a variety of conditions.
171. The Forest Service should develop criteria for monitoring recovery programs and provide measurable thresholds to account for future change.

**Response**

*All action alternatives require monitoring of changes in developed sites, motorized access levels, and habitat effectiveness throughout the PCA. Alternatives 2-Modified and 4 require monitoring of secure habitat levels, livestock conflicts, and whitebark pine occurrence, productivity, and health inside and outside the PCA. All six national forests would conduct this required monitoring in a coordinated effort. This monitoring information, along with population information gathered by the national parks and state wildlife management agencies, would be included the IGBST's Annual Report and used to evaluate annually the status of the grizzly bear population and habitat. It is not possible to develop thresholds for individual monitoring components or to speculate on the actions necessary based on future conditions. Rather, the population and habitat monitoring results would be evaluated in a comprehensive manner, as identified in the Conservation Strategy, and appropriate actions taken when necessary.*

*Deviations from identified monitoring parameters would be evaluated annually in the context of the health of the grizzly population and its habitat and could result in a Biology and Monitoring Review or even the recommendation for a Status Review (Conservation Strategy chapter 6). The Conservation Strategy is an adaptive document and the need for additional monitoring or changes in management direction will be considered as necessary.*

*Grizzly bear activity on private lands would be monitored by each of the respective state wildlife management agencies under the direction of their state grizzly bear management plans and reported with all other monitoring information in annual reports and reviews by the IGBST and the YGCC.*

*Enforcement and implementation*

172. The Forest Service should provide adequate implementation and enforcement programs to ensure success of the forest plan.

**Response**

*Budget to implement the various alternatives is discussed in the FEIS in section 3.14. Outreach and education, grizzly bear/human conflict management, sanitation, and monitoring are recognized as costs of implementation. Law enforcement is assumed to remain at the same level that has occurred while the bear populations met recovery objectives.*

*Analysis of cumulative effects*

173. The Forest Service should conduct an accurate analysis of the cumulative effects of the current proposal.
- Because of the economic impact on the livestock industry
174. The Forest Service should address forest disease and die-off in the cumulative effects section of the Final EIS.
- With respect to grizzly bear food sources
175. The Forest Service should address global warming in the cumulative effects section of the Final EIS.

**Response**

*It is recognized that climate changes and forest diseases may affect the future availability of key foods for grizzly bears. The cumulative effects section in the FEIS (section 3.16) contains discussion on the potential impact to grizzly bears due to changes in the availability of grizzly bear food sources from forest diseases and global warming. The economic impact on the livestock industry is discussed in section 3.14.*

**Wildlife management****Wildlife management general**

176. The Forest Service should protect wildlife and its habitat.

- For future generations
- To prevent species extinction
- To restore the balance of nature
- Because wildlife has environmental and economical value
- Because of the administration's environmental policy

177. The Forest Service should protect endangered species from extinction.

178. The Forest Service should manage to allow for wildlife and multiple-use to coexist.

**Response**

*Sections 3.4 and 3.4.1 of the FEIS provide information on species of wildlife and fish that are listed under authority of the ESA. Existing forest plans (Alternative 1) meet existing requirements for listed species (except Canada lynx) as defined in consultations, biological opinions, and recovery plans for these species. For Canada lynx, the Forest Service is currently in the process of amending 18 forest plans in the Northern Rockies to incorporate management direction needed for lynx conservation that was not included in the existing plans (USDA Forest Service and USDI BLM 2004a). The other alternatives in the FEIS do not change existing forest plan management direction that maintains or improves habitat or otherwise benefits listed species. Many of the standards and guidelines in the alternatives have complementary or additive beneficial effects on these listed species when compared to Alternative 1, and this is displayed in the FEIS in section 3.4.1.*

*Sections 3.4 and 3.4.2 of the FEIS provide information on Forest Service sensitive wildlife and fish species. Existing forest plans (Alternative 1) meet all requirements for sensitive species as defined by Forest Service policy. The other alternatives in the FEIS do not change existing forest plan management direction that maintains or improves habitat or otherwise benefits sensitive species. Many of the standards and guidelines in the alternatives have complementary or additive beneficial effects on these sensitive species when compared to Alternative 1, and this is displayed in the FEIS in section 3.4.2.*

*Sections 3.4 and 3.4.3 of the FEIS provide information on species that are designated MIS under the existing forest plans. Existing forest plans (Alternative 1) meet all requirements for MIS as defined by Forest Service policy. The other alternatives in the FEIS do not change existing forest plan management direction that maintains or improves habitat or otherwise benefits these MIS. Many of the standards and guidelines in the alternatives have complementary or additive beneficial effects on these MIS when compared to Alternative 1, and this is displayed in the FEIS in section 3.4.3.*

*As displayed in the FEIS, many multiple use activities are presently occurring on National Forest System lands while at the same time wildlife habitat and wildlife populations are being maintained as required by law and Forest Service policy. Alternative 2-Modified would provide habitat for a recovered grizzly bear population and would have complementary or additive beneficial effects on other species of wildlife, while still providing for other multiple use activities.*

**Grizzly bear management**

*Adequacy of analysis*

179. The Forest Service should research human-grizzly bear conflicts.
- Throughout the Greater Yellowstone Area
180. The Forest Service should evaluate the effects of wolves on grizzly bear populations.
181. The Forest Service should address uncertainties in grizzly habitat and population numbers, with regard to their short- and long-term consequences.
182. The Forest Service should not consider the environmental consequences on non-essential experimental gray wolf populations in a grizzly bear document.
183. The Forest Service should consider potential grizzly population declines in the Draft EIS.
184. The Forest Service should establish and enforce acceptable mortality quotas for state-managed grizzly bear habitats outside the Primary Conservation Area.
185. The Forest Service should perform the required analysis and disclosures of minimum grizzly management requirements in compliance with the National Environmental Policy Act and the National Forest Management Act.
186. The Forest Service should conduct a critical analysis of the status of bears on National Forest System lands.
187. The Forest Service should consider the inadequacy of using 1998 habitat baseline data for grizzly bear management.
- To comply with the Endangered Species Act
188. The Forest Service should consider the inadequacy of using 1912 and 1920 data for grizzly bear management.
- To offer adequate connectivity between grizzly bear populations

**Response**

*Grizzly bear/human conflicts throughout the Greater Yellowstone Area are presented and analyzed in the FEIS in section 3.3.2.*

*The IGBST and other scientists are studying the effects of wolves on grizzly bear populations. Since wolves were reintroduced into the GYA in 1995, the grizzly bear population has continued to increase and expand in distribution. Studies on the effects of wolves will continue and will be reported by the scientists who are conducting the research (FEIS section 3.16).*

*Uncertainties in grizzly habitat and population numbers, with regard to their short- and long-term consequences, are discussed in the section 3.16 of the FEIS.*

*The Forest Service is required by law and policy to consider the environmental consequences on non-essential experimental gray wolf populations and other listed species under the ESA when changes in management direction on National Forest System lands are being proposed.*

*Section 3.3.6 in the FEIS identifies the management actions that would occur if there were a grizzly population decline. The Conservation Strategy establishes the acceptable mortality quotas for state-managed grizzly bear habitats outside the PCA. Results of habitat monitoring, along with the demographic (population) and foods monitoring required under the Conservation Strategy would be reviewed annually by the YGCC. The Conservation Strategy requires a Biology and Monitoring Review if population or habitat standards are not met. This coordinated approach would better ensure that potential threats to the grizzly bear or its habitat are evaluated quickly and efficiently.*

*The Forest Service has performed the required analysis and effects disclosures of grizzly bear management requirements in compliance with the NEPA and the NFMA. The status of grizzly bears and habitat on National Forest System lands for the six GYA national forests is displayed in the FEIS.*

*The 1998 habitat baseline is considered adequate for grizzly bear management because by 1998 all demographic recovery criteria were met and the population was increasing in size and distribution (FEIS section 2.1.2). The level of habitat security and other habitat conditions in 1998 provided the base environment that led to the growth of the bear population. The Conservation Strategy also states that it is the goal of the habitat management agencies to maintain or improve habitat conditions as of 1998, as measured within each subunit within the PCA, while maintaining options for resource management activities at approximately the same level as existed in 1998. The grizzly population achieved all demographic recovery goals by 1998 with this management regime in place.*

*Connectivity between grizzly bear populations is discussed in section 1.7.2 of the FEIS and on page 37 of the Conservation Strategy. The comment about data from 1912 and 1920 being used most likely refers to some of the genetic analysis that has been done, comparing changes in genetic make-up from current populations to the earlier populations.*

*Laws, policies, and plans*

189. The Forest Service should continue with current management plans for conservation of grizzly bears.

- Because the grizzly bear has recovered

190. The Forest Service should make a new plan, which focuses on the biological needs of the grizzly and demonstrates the ability for long-term grizzly survival.

191. The Forest Service should revise their current grizzly bear plans for the Yellowstone region.

- To fully recognize grizzly bear habitat needs

192. The Forest Service should address the inadequacies of post-delisting state management plans.

193. The Forest Service should recognize that grizzly bear protection measures could preclude management options for increasing sage grouse numbers.

**Response**

*The Conservation Strategy was developed through a cooperative effort with biologists and scientists from the USFWS, U.S. Geological Survey, Forest Service, BLM, and the Idaho, Montana, and Wyoming state wildlife management agencies. All relevant scientific peer-reviewed information was considered in the development of the Conservation Strategy. Input from other scientists and the public was solicited throughout the development of the Conservation Strategy. The Yellowstone grizzly bear population and its habitat have been the consistent focus for research and monitoring by the IGBST for 30 years. The IGBST was a key player in the development of the Conservation Strategy; all information generated through this long-term research and monitoring effort was directly available in the development of the Conservation Strategy.*

*Alternative 2-Modified would incorporate some additional guidance and direction for grizzly bear habitat management beyond that in DEIS and the Conservation Strategy, including additional direction for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. All action alternatives would provide sufficient habitat to maintain the grizzly bear population at recovery levels as identified in the Recovery Plan and the Conservation Strategy.*

*The current status of the grizzly bear population is presented in section 3.3.3 in the FEIS. Current research suggests the grizzly bear population has increased between 4 and 7 percent annually and has increased its distribution in the GYA by almost 50 percent since the 1970s. Peer-reviewed scientific literature was used to present the population status in the FEIS.*

*A discussion of the state grizzly bear management plans has been added to the FEIS.*

## Responses to Comments

*The effects of alternatives on sage grouse habitat are displayed in the FEIS in section 3.4.2. Grizzly bear protection measures do not preclude management options for improving sage grouse habitat and increasing sage grouse numbers.*

### *Process and methods*

194. The Forest Service should develop grizzly population and habitat targets and management standards for all border populations.
195. The Forest Service should limit the rates of human-caused grizzly bear mortality.
196. The Forest Service should focus public information on the causes and locations of human-induced bear mortality.
197. The Forest Service should provide accurate and up-to-date information about grizzly bear present and future population numbers to the public.
198. The Forest Service should promote and publicize local solutions to human-grizzly bear conflicts.

### **Response**

*Developing grizzly bear population and habitat targets and management standards for all border grizzly bear populations (between Canada and the United States.) is outside the purpose and need of this FEIS, which is described in section 1.2. Interagency subcommittees for each of the border grizzly bear populations are working on grizzly bear recovery efforts; the Forest Service has representatives on each of these subcommittees. See response to comments 5-12.*

*Human-caused grizzly bear mortality is presented in section 3.3.2 of the FEIS. All alternatives are designed to provide grizzly bears with secure habitat and reduced rates of grizzly bear mortality that are associated with Forest Service management activities.*

*Information and education efforts have been a long-term effort by the Forest Service and other government agencies and private organizations, and this is discussed in section 1.1 of the FEIS. Section 3.3.3 of the FEIS provides up-to-date information about the grizzly bear population and its distribution in the GYA. State grizzly bear management plans would allow bears to be managed outside the PCA in areas that are biologically suitable and socially acceptable. The Alternative 4 area outside the PCA is very similar to the area identified in the Wyoming Grizzly Bear Management Plan as being the biologically suitable and socially acceptable area for management of grizzly bear populations in Wyoming. For Idaho and Montana, the Conservation Strategy identifies the larger areas where biologically suitable and socially acceptable determinations will be made. Further refinements would likely take place on a case-by-case basis as these areas are occupied by grizzly bears. The Forest Service would work with the states as these areas are identified.*

*The Forest Service recognizes the importance of working with the public to develop solutions to grizzly bear/human would work with local governments and other agencies when developing food storage requirements outside the PCA. Working with the public is also discussed in response to comments 402-409.*

### *Grizzly bear protections*

199. The Forest Service should protect the grizzly bear.
  - As good stewards of the environment
  - Because grizzly bears are part of our heritage
  - To ensure its survival
  - For future generations
  - Because of its value to individuals
  - With the strongest protections possible
  - Because of its ecological value and economic value
  - Because of their meager population size



- To restore the balance of nature
- To avoid inbreeding

200. The Forest Service should cease to protect grizzly bears.

201. The Forest Service should favor long-term grizzly bear protection over the short-term benefits of natural resource development

202. The Forest Service should consider making more strategic grizzly bear protections.

- But nothing less strict than Alternative 3

**Response**

*Under the ESA, the Forest Service must conserve habitat and actively work toward the delisting of threatened and endangered species. The role of the Forest Service is to actively manage to achieve recovery of a species, not just mitigate management actions. The Conservation Strategy was developed through a cooperative effort with biologists and scientists from the USFWS, U.S. Geological Survey, Forest Service, BLM, and the Idaho, Montana, and Wyoming state wildlife management agencies. All relevant scientific peer-reviewed information was considered in the development of the Conservation Strategy and the FEIS. Input from other scientists and the public was solicited throughout the development of the Conservation Strategy. The Yellowstone grizzly bear population and its habitat have been the consistent focus for research and monitoring by the IGBST for 30 years. The IGBST was a key player in the development of the Conservation Strategy; all information generated through this long-term research and monitoring effort was directly available in the development of the Conservation Strategy.*

*The purpose and need of the FEIS is to incorporate the habitat standards and other relevant provisions in the Conservation Strategy into the forest plans for the six GYA national forests. All action alternatives would provide sufficient habitat to maintain the grizzly bear population at recovery levels as identified in the Recovery Plan and the Conservation Strategy. Alternative 2-Modified was created between the DEIS and FEIS. Alternative 2-Modified incorporates some additional guidance and direction for grizzly bear habitat management beyond that noted in the DEIS and the Conservation Strategy, including additional direction for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA.*

*The current status of the grizzly bear population is presented in section 3.3.3 in the FEIS. Current research suggests the grizzly bear population has increased between 4 and 7 percent annually, and has increased its distribution in the GYA by almost 50 percent since the 1970s. Peer-reviewed scientific literature was used to present the population status in the FEIS. The habitat standards and guidelines that will be incorporated into the six GYA national forest plans are the conditions that have allowed the grizzly bear population to increase in numbers and distribution.*

*Concerns about inbreeding in the grizzly bear population have been analyzed and addressed in the Conservation Strategy on page 37.*

*The Forest Service cannot cease to protect grizzly bears because this would be in violation of law and policy.*

*Nuisance animals management*

203. The Forest Service should have damage control agents appropriately deal with nuisance bears.

204. The Forest Service should manage nuisance bears in a way which is consistent with its previous reliance on the Anderson study.

205. The Forest Service should include nuisance bear guidelines that do not result in the death of grizzly bears in the Final EIS.

206. The Forest Service should consider removing nuisance grizzly bears that kill lawfully permitted livestock inside the Primary Conservation Area instead of closing down livestock allotments.

## Responses to Comments

207. The Forest Service should allow ranchers outside of the Primary Conservation Area to protect their livestock from grizzly bear depredations.
208. The Forest Service should issue hunting licenses to local citizens for the purpose of hunting nuisance bears in the Yellowstone Ecosystem.

### **Response**

*Grizzly bears inside the PCA would be managed according to Standard 5, which requires the Forest Service to coordinate with the states on the nuisance bear standards from the Conservation Strategy (FEIS appendix G). These guidelines were developed in cooperation with each of the state wildlife management agencies, the NPS, the USFWS, and the Forest Service. The state wildlife management agencies and the national parks are the lead management authorities when it comes to the management of nuisance bears. The nuisance bear standards provide mechanisms for dealing with grizzly bear/livestock conflicts. Bears involved in livestock depredations inside the PCA would be relocated at least once as conditions warrant but could be removed if they continue to kill livestock after relocation. Removal of female bears would be minimized. Alternatives 3 and 4 require the retirement of grazing allotments with recurring conflicts inside the PCA. Alternative 2-Modified includes allowances for the retirement of grazing allotments with recurring conflicts that cannot be resolved through a modification of grazing practices, but only with willing permittees.*

*Management of livestock-depredating grizzly bears outside the PCA would be guided by individual state grizzly bear management plans. Alternative 4 requires the retirement of grazing allotments with recurring conflicts outside the PCA. Alternative 2-Modified also includes allowances for the retirement of grazing allotments outside the PCA with recurring conflicts that cannot be resolved through modification of grazing practices, but only with willing permittees.*

*Hunting of grizzly bears, under the authority of the state wildlife management agencies, would likely be permitted at some point after delisting. Hunting mortality would be included as part of the overall mortality limit for the GYA as identified in the Conservation Strategy.*

### *Grizzly bear food sources*

209. The Forest Service should continue to manage essential food sources in the Primary Conservation Area for grizzly bears.
210. The Forest Service should include management directives for the monitoring of grizzly bear food sources in the Final EIS.
211. The Forest Service should account for potential loss of food source due to human development in its grizzly management plan.
212. The Forest Service should recognize the Wyoming Salt River and Wind River Ecosystems as essential to grizzly bear recovery due to the abundance of whitebark pine in those areas.
213. The Forest Service should remove trees that harbor disease and insect vectors to prevent infestation of whitebark pines.
214. The Forest Service should reseed whitebark pine trees in wildfire burn areas to provide more grizzly food sources.
215. The Forest Service should identify and protect huckleberry producing areas and other alternative food source areas in the Final EIS.
216. The Forest Service should include comprehensive discussion of its options with regard to the protection of grizzly food sources.
217. The Forest Service should include an assessment of the potential effects of climate change on grizzly habitat and food production.

### **Response**

*Alternatives 3 and 4 would use seasonal area closures to ensure important foods are available to bears. Alternative 2-Modified includes direction for maintaining the productivity, to the extent*

*feasible, of the four key grizzly bear foods sources with special emphasis on maintaining and restoring whitebark pine stands. Whitebark pine occurrence, productivity, and health would be monitored. The Conservation Strategy contains additional direction for monitoring cutthroat trout, ungulate winter ranges, and army cutworm moth aggregation sites.*

*Public land comprises almost 98 percent of the PCA. Human development on these public lands would be limited as directed by the standards and guidelines in Alternative 2-Modified. Alternatives 2-Modified and 4 provide direction and guidance for accommodating grizzly bears outside the PCA. This could help to offset any loss of carrying capacity in the area currently occupied by grizzly bears (FEIS section 3.3.1) due to reduction in the availability of important foods.*

*The Wyoming and Salt River Ranges are not currently suited for grizzly bear occupancy according to the Wyoming Grizzly Bear Management Plan.*

*On removal of diseased trees, the national forests in the GYA have increased salvage sales to remove dead and dying trees. Most whitebark pine stands, because of their high elevation and remote location, would not be affected by these activities and would remain susceptible to insects and disease. The most recent timber sale activities have focused salvage sales near communities and structures at risk to wildfire.*

*Reseeding and planting of whitebark pine has occurred in several areas in the GYA. Alternatives 2-Modified, 3, and 4 include direction to maintain and restore whitebark pine stands inside the PCA. Alternatives 2-Modified and 4 provide additional direction for whitebark pine stands outside the PCA. The appropriateness and feasibility of planting would be evaluated in the implementation of that direction.*

*None of the alternatives contain specific direction for identifying and protecting huckleberry stands or other alternative grizzly bear foods. Timber management activities would be limited inside the PCA under the secure habitat standard. In addition, the Conservation Strategy states, "The agencies are committed to be responsive to the needs of the grizzly bear by dynamic management actions based on the results of detailed annual population monitoring and habitat monitoring" (Page 15). (See response to comments 45 and 46.)*

*Because it is a high elevation species, management actions to improve or restore whitebark are limited to prescribed burning and hand planting of rust-resistant whitebark pine for remote areas, but a wide variety of silvicultural and prescribed burning techniques are available if restoration sites were located near roads. Recent research shows promise in restoring declining whitebark pine stands (FEIS section 3.6). Wildland fire use appears to be the most practical tool for whitebark pine restoration in the GYA because of its roadless setting. It appears that the single greatest process for ensuring the continued presence of whitebark pine on the landscape is to maintain the flow of seeds across the landscape and this is only possible if Clark's nutcrackers (the only dispersal agent) can cache these seeds in disturbed areas. Planting burned areas with apparent rust-resistant seedlings would accelerate the restoration process. Additional research may identify other opportunities to maintain or improve whitebark pine stands.*

*See response to comments 173-175 and section 3.16 in the FEIS for a discussion of the effects of climate change on grizzly habitat and food production.*

**Grizzly bear habitat management**

218. The Forest Service should maintain existing grizzly bear habitat.

- To ensure future sustainability of grizzlies
- To guard against natural resource development

219. The Forest Service should restore grizzly bear habitat.

- To prevent the need for a breeding program

220. The Forest Service should maintain the integrity of grizzly bear habitat.

221. The Forest Service should provide direction for the Greater Yellowstone forests to restore quality habitat, especially in the Gallatin Forest.

**Response**

*Habitat protections identified in all action alternatives would maintain the habitat levels inside the PCA that resulted in the recovered grizzly bear population. Additional direction is included in Alternatives 2-Modified and 4 for areas outside the PCA to minimize conflicts and accommodate grizzly bears in currently occupied areas and in areas identified as biologically suitable and socially acceptable for grizzly bear occupancy in state management plans. There are over three million acres of secure habitat (71 percent is long-term secure) outside the PCA in the area estimated to be biologically suitable for grizzly bears that is not currently occupied by grizzly bears (FEIS section 3.3). Oil and gas development would be limited or precluded inside the PCA due to the secure habitat and developed site standards in the action alternatives. Currently there are no active oil and gas leases inside the PCA. Outside the PCA, the potential for oil and gas development in the area estimated to be biologically suitable for grizzly bears is generally low with only eight active leases (FEIS section 3.12.2).*

*Miller and Waits (2003) evaluated the genetic diversity of the grizzly bear population in the Yellowstone Ecosystem. In an isolated population like the Yellowstone grizzly bear, genetic declines over time are expected due to inbreeding. They found the Yellowstone grizzly bear population is not in the troubling genetic condition it was once thought to be and no immediate action is necessary. They also noted that one or two effective migrants per generation from other grizzly bear populations are appropriate to maintain or increase the level of genetic diversity. Movement of grizzly bears into the GYA could take the form of natural movements or from bears that are captured and moved into the GYA. There has been no documented movement of bears in or out of the GYA in recent times (FEIS section 3.16)). Alternatives 2-Modified and 4 provide direction and/or guidance outside the PCA to allow bears to occupy many areas and to increase the chances of future gene transfer with other grizzly bear populations. Habitat direction that would allow for grizzly bear occupancy in lands adjacent to the six GYA national forests addressed in this FEIS is outside the scope of the proposal. Direction for monitoring the genetic diversity in the GYA grizzly bear population and the potential for augmentation from other ecosystems falls under the direction of the Conservation Strategy and requires coordination with other state and federal agencies responsible for grizzly bear habitat.*

*In the last 17 years, road closures in the six GYA national forests have resulted in a net decrease of over 1,000 miles of road. The net reduction in road miles has contributed almost 9 percent to the current level of secure habitat inside the PCA and almost 3 percent in areas outside the PCA. This trend is expected to continue, although to a lesser degree, as many of the roads that could be decommissioned have been decommissioned inside the PCA. Outside the PCA, opportunities still exist for road decommissioning (FEIS sections 3.3 and 3.10). All action alternatives provide direction to maintain secure habitat conditions inside the PCA at 1998 levels. This level of secure habitat (83 percent secure) resulted in a recovered grizzly bear population and is higher than the levels of secure habitat on National Forest System lands in other grizzly bear ecosystems (FEIS section 3.3.2). Outside the PCA, in the area estimated to be biologically suitable for grizzly bear occupancy, 71 percent of the area is long-term secure habitat. Most of the rest of the secure habitat is managed under road density standards in existing forest plans. The Gallatin National Forest's travel management planning effort is evaluating the potential for improving identified BMUs and subunits inside the PCA. The preferred alternative in the DEIS for the Gallatin Travel Management Plan includes direction that limits increases in motorized access outside the PCA.*

*Laws, policies, and plans*

222. The Forest Service should provide flexibility in managing recovered grizzly bear populations.

- Rather than use a single guideline for all habitat
- Comparable to current guidelines

223. The Forest Service should pursue an assessment of all potentially suitable habitat.

- And use it as a baseline in Alternative 2

224. The Forest Service should clarify their statement regarding their regulatory authority over grizzly habitat in the Draft EIS.

225. The Forest Service should add guidance that uses silviculture to improve grizzly bear habitat.

**Response**

*The 1998 levels of secure habitat inside the PCA provided for the recovery of the grizzly bear. The allowance under Alternative 2-Modified for a temporary 1 percent deviation in secure habitat was designed to allow for a level of management activities consistent with what occurred during the recovery of the bear. It is uncertain how a higher level of motorized activity, even if roads were not open to the public, would affect grizzly bear use of habitat and what the effect would be on the grizzly bear population. Prescribed fire for vegetation management is not limited by the secure habitat standard in the action alternatives or other forest management activities that do not require building new roads. The Guidelines provide suggestions for improving habitat for grizzly bears that were not always successful, such as prescribed burning of habitat to improve food responses. Timber management projects were limited in time and space and numerous projects within a subunit were uncommon under the Guidelines and consultation with the USFWS.*

*The 1998 levels of secure habitat, the number of developed sites, and the number of livestock allotments and domestic sheep AUMs are specifically defined in the FEIS (appendix A). It has been documented that grizzly bear/human conflicts and grizzly bear mortality is higher in years of poor whitebark production. Production of whitebark cones and use by grizzly bears is extremely variable, making connections to carrying capacity even with whitebark pine abundance very difficult. Research has provided insights into relationships between the GYA grizzly bear and environmental variables but only at the population level. The IGBST was a primary contributor to the development of the Conservation Strategy and the habitat standards from that document were included in Alternatives 2 and 2-Modified. See section 3.3 in the FEIS for a discussion on the best estimate of the biologically suitable habitat for grizzly bears outside the PCA.*

*Specific direction for improving grizzly bear habitat through silvicultural treatments is not included in the action alternatives because those considerations are better made site specifically. Rather, in the development of the Conservation Strategy, it was determined that the maintenance of areas free of motorized access (secure habitat) was the key habitat component for long-term survival of grizzly bears. That is not to say that silvicultural treatments would not be used where applicable to improve grizzly bear habitat in appropriate areas. Removal of the forest canopy in some vegetation types can improve select seasonal habitat values for grizzly bears. The overall goal in the action alternatives provides direction to manage habitat to sustain the recovered grizzly bear population (FEIS section 2.1.3).*

*Wording for Alternative 2 on minimizing effects from activities based in statutory rights was clarified and changed to “ Minimize effects on grizzly habitat from activities based in statutory rights, such as access to private lands under the Alaska National Interest Lands Conservation Act (ANILCA) and the 1872 General Mining Law. Where the mitigated effects exceed the 1998 baseline within the affected subunit, compensate secure habitat to levels at or above the 1998 baseline, in this order: 1) in adjacent subunits, or 2) nearest subunits, or 3) in areas outside the PCA adjacent to the subunit impacted.”*

*Process and methods*

226. The Forest Service should address habitat effectiveness needs and requirements for grizzly bears.

## Responses to Comments

227. The Forest Service should identify and prioritize currently occupied and potential grizzly habitat on private lands which could be used for grizzly recovery.

228. The Forest Service should maintain consistency with the 1993 Grizzly Bear Recovery Plan in its decisions regarding habitat management.

229. The Forest Service should conduct a comprehensive assessment of grizzly bear habitat and population conditions.

### **Response**

*Secure habitat would be maintained inside the PCA under all action alternatives, though secure habitat would increase under Alternatives 3 and 4. Alternatives 2 and 2-Modified allow a temporary 1 percent reduction in secure habitat. Under Alternatives 2 and 2-Modified, even if a project were active in every subunit in the PCA on National Forest Systems lands, which is unlikely, 82 percent of the area would be maintained as secure habitat at any one time. The 1998 baseline of habitat effectiveness and motorized access route densities allowed for grizzly bear populations to expand and reach recovery. The only model of habitat quality and habitat effectiveness that has been developed is the CEM. The IGBST has a contract with Montana State University to evaluate the model's content and a funded project to link components of demographics (reproduction and survival) to output from the CEM in an effort to determine if links exists. A new section has been added to the FEIS that discusses what is known regarding the relationships between habitat and grizzly bear demographics. Access management improvements for the Gallatin National Forest subunits are being addressed through a travel management planning process. See responses to comments 218-221 and 222-225.*

*The Forest Service does not have the authority to evaluate the importance of private lands for grizzly bears. The Conservation Strategy recognizes that "federal land management and state wildlife management agencies have no direct management authority over private lands and do not have the ability to respond to all private land development by management actions on public lands. As private lands are developed and as secure habitat on private lands declines, state and federal agencies will work together to explore options that address impacts from private land development" (page 54). Monitoring protocols have been identified to monitor private land status and condition. The states have agreed to assist private non-profits and other entities to categorize and prioritize potential lands suitable for permanent conservation. A discussion of the effects of private land development on the grizzly bear is included in the FEIS (section 3.16).*

*The USFWS will append the habitat standards in the Conservation Strategy to the 1993 Recovery Plan. The habitat standards in Alternatives 2 and 2-Modified are consistent with the habitat standards in the Conservation Strategy (FEIS section 2.1.3). Alternative 4 also incorporates these standards outside the PCA, and Alternative 2-Modified provides guidance for areas outside the PCA. Most of the secure habitat in the area outside the PCA that is the best estimate of the biologically suitable habitat for grizzly bears would be maintained under existing forest plan direction (FEIS section 3.3).*

*A comprehensive assessment of grizzly bear habitat and population conditions was integral to the development of the Conservation Strategy and this proposal. The IGBST has over 30 years of monitoring information and numerous research efforts that validate the status of the grizzly bear population and habitat. This information was critical in the development of the Conservation Strategy and the habitat standards.*

### *Grizzly bear habitat protections*

230. The Forest Service should protect grizzly bear habitat.

- To avoid negative repercussions of commercial development and resource extraction
- In the Greater Yellowstone Area
- For future generations
- To prevent inbreeding
- To ensure the grizzly bears' survival

- For the benefit of the public
- Because of the ecological value of grizzly bears
- Because the current administration is not likely to make it a priority
- And prohibit road development
- To decrease the grizzly bears dependence on human activity
- To ensure vital food sources
- Because of low grizzly population numbers
- In the Selkirks, Cabinet-Yaak, and Purcells' Ecosystem
- In the Bighorn areas and central Rockies

**Response**

*The Conservation Strategy was developed through an interagency effort to ensure the continued conservation of the grizzly bear and its habitat in the GYA. The ecological value of the grizzly bear and the importance of long-term survival for future generations were guiding principles in the development of the Conservation Strategy. The consequences of commercial development, resource extraction, road development, loss of genetic diversity, and the loss of important foods were all considered in the development of the population and habitat standards in the Conservation Strategy. All action alternatives in the FEIS implement or exceed the habitat standards from the Conservation Strategy for inside the PCA and Alternatives 2-Modified and 4 provide additional protections for grizzly bears outside the PCA. The developed site standard does not allow any increases in numbers or capacity of developed sites without closing or reducing capacity at other developed sites inside the PCA. The secure habitat standard was designed to limit resource development to those levels, which resulted in the recovery of the grizzly bear (FEIS section 2.1.3). Secure habitat has actually increased on all six GYA national forests over the last 17 years due to downward trends in timber harvest and a decrease in road miles (FEIS sections 3.3, 3.6., and 3.10). Alternatives 2-Modified and 4 include direction for minimizing grizzly bear/human conflicts through food storage regulations and information and education efforts both inside and outside the PCA; Alternative 3 does the same inside the PCA. Current forest plan direction provides for additional long-term protection to habitat outside the PCA on millions of acres occupied or likely to be occupied by grizzly bears (FEIS section 3.3). Population goals identified in the Conservation Strategy were determined to be adequate to maintain genetic diversity in the Yellowstone grizzly bear population, at least for the short term. (See discussion on genetics in section 3.16 of the FEIS.) Provisions for augmenting the Yellowstone grizzly bear gene pool— if natural immigration does not occur—are discussed in the Conservation Strategy. Changes in habitats due to a loss of important foods or long-term climatic changes would be monitored and management actions modified as necessary (chapter 6 in the Conservation Strategy).*

*Consideration of management direction for grizzly bear habitat on forests outside of the Greater Yellowstone Area is outside the scope of this proposal.*

*Grizzly bear habitat expansions*

231. The Forest Service should expand grizzly bear habitat.

- To ensure future sustainability of grizzly bears
- Because of human encroachment on grizzly habitat
- To provide wildlife corridors
- For the benefit of the country
- Because of their ecological value
- To restore the balance of nature
- To maintain genetic diversity

232. The Forest Service should not expand grizzly bear habitat.

- Due to the adverse impact on the local economies

233. The Forest Service should provide the maximum area possible for grizzly bear habitat.

- To prevent future expenditures on grizzly bear recovery
- to compensate for future development of replacement habitat

**Response**

*The amount of habitat necessary to achieve a recovered grizzly bear population was defined by the recovery zone in the Recovery Plan. The Recovery Plan noted that additions to the recovery zone line could occur but that the mere presence of bears outside the recovery zone line was not sufficient reason for changing the line. The amount of habitat necessary to sustain a recovered grizzly bear population was evaluated in the Conservation Strategy. The recovery zone was determined to contain the minimum seasonal habitat components needed to support the recovered grizzly bear population. Habitat standards in the Conservation Strategy were identified for the PCA and were used as a basis for alternative development in this FEIS. Additionally, state grizzly bear management plans allow bears to expand to biologically suitable and socially acceptable habitat outside the PCA. One purpose of the proposed action was to ensure conservation of habitat to sustain the recovered grizzly bear population. Alternative 2 proposes the same habitat standards as those in the Conservation Strategy inside the PCA. Alternative 3 proposes an increased level of habitat protections for bears inside the PCA and Alternative 4 proposes increased habitat protections to the PCA and areas outside. The importance of ensuring the future sustainability of the grizzly bear in the GYA while considering social and economic issues resulted in the development of Alternative 2-Modified in the FEIS. Alternative 2- Modified provides some additional level of protection for bears outside the PCA while minimizing social and economic impacts. Current management area direction in existing forest plans provides for maintenance of secure habitat in many areas outside the PCA, including the Wind River, Gros Ventre, Wyoming, and Salt River ranges, and the Palisades, Centennial, Gravelies, and Tobacco Root mountains. (See responses to comments 132 and 218-221 and section 3.3 in the FEIS.) Additionally, the May 2005 DEIS for the Beaverhead-Deerlodge National Forest's revised forest plan includes an objective to "manage for 60 percent or greater secure areas in the Gravelly landscape."*

*Secure habitat*

234. The Forest Service should address obstacles to maintaining a secure grizzly bear habitat.

235. The Forest Service should evaluate the ability of the Greater Yellowstone Area to provide secure habitat.

236. The Forest Service should identify potential replacement habitats where changes in security have been proposed.

237. The Forest Service should maintain secure habitat at the 1998 levels.

238. The Forest Service should continue in its actions stated in Standard 1, secure habitat.

- And leave future expansion of grizzly habitat to individual states

239. The Forest Service should change the 1 percent requirement for secure habitat.

- To allow two or more projects of road construction

240. The Forest Service should abandon the 1 percent requirement for secure habitat.

- And adopt the timber management rules of Alternative 3

241. The Forest Service should clarify what is meant by "opening of a restricted road" in Alternative 2, under the section "Acceptable Activities in Secure Habitat."

242. The Forest Service should provide information regarding the efficiency of road gates and barriers in providing secure habitat.

**Response**

*Secure habitat, by definition in the FEIS, is an area greater than or equal to 10 acres in size free of motorized access greater than 500 meters from an open or gated road or recurring helicopter*



*flight line, and does not include areas open to cross country OHV travel. On the six GYA national forests over the last 17 years, there has been a net reduction of over 1,000 miles of road (FEIS sections 3.1, 3.3, and 3.10). The net reduction in road miles has contributed almost 9 percent to the current level of secure habitat inside the PCA and almost 3 percent in areas outside the PCA. Timber harvest levels have also declined during this period (FEIS section 3.6.1). Secure habitat has been maintained within the PCA since 1998. The number and capacity of developed sites inside the PCA on the six GYA national forests have not increased since 1998; between 1993 and 1998, one national forest saw minor increases. Numbers of sheep allotments have declined inside the PCA in recent years (FEIS section 3.7). Off-road vehicle use has been restricted to designated routes in the Montana GYA national forests (USDI BLM and USDA Forest Service 2001); all other forests in the GYA restrict use to designated routes, with a few exceptions. The few areas within the GYA on the Bridger-Teton and Caribou-Targhee National Forests that are not restricted to motorized travel routes will need to comply with the Travel Management Final Rule (USDA Forest Service 2005e) that governs off-highway vehicles and other motor vehicle use on national forests. This Final Rule requires each national forest to identify and designate those roads, trails, and areas that are open to motor vehicle use. All national forests are expected to comply with the Final Rule within the next four years.*

*Grizzly bear numbers have increased dramatically on the six GYA national forests since the development of the individual forest plans and the incorporation of the Guidelines. Section 1.1 of the FEIS discusses the management actions on National Forest System lands related to habitat and mortality risk that have been instrumental in the recovery of the grizzly bear.*

*Management of bear attractants and adherence to other forest requirements during the hunting season, along with enforcement of road closures and travel restrictions, have always been important in the recovery efforts for grizzly bears on the GYA forests. Costs for implementation, monitoring, and law enforcement for alternatives in this FEIS are discussed in section 3.14.*

*Implementation of the road closures identified in the 1997 Revised Targhee Forest Plan was completed in 2005.*

*Site-specific decisions regarding changes in secure habitat and where and how that habitat would be mitigated would be evaluated at the project level through additional NEPA analyses.*

*The secure habitat standard in Alternative 2-Modified requires maintaining secure habitat at 1998 levels. Monitoring item 1 requires monitoring adherence to this standard on an annual basis. Some level of forest management activities would be allowed under the 1 percent rule, but secure habitat would be restored after project completion and 1998 levels maintained.*

*Occupancy of habitats by bears outside the PCA would be directed by the state grizzly bear management plans. Alternatives 2-Modified and 4 provide direction to minimize grizzly bear/human and grizzly bear/livestock conflicts in those areas identified by the states as biologically suitable and socially acceptable.*

*The allowance of two or more projects per subunit was considered; only one project at a time was believed to be the maximum to ensure the maintenance of a recovered grizzly bear population (FEIS section 2.2.2). Required evaluations under the Guidelines generally determined that multiple logging activities within a subunit would negatively affect bears. Several forests have existing forest plan direction that requires the maintenance of 5,000- to 7,000-acre security areas adjacent to existing project areas.*

*The 1 percent rule was designed to continue the level of forest management activities that existed during the period in which the grizzly bear population reached recovery. Alternatives 2 and 2-Modified would provide about the same amount of flexibility in treating vegetation as Alternative 1 (FEIS section 3.6.1). Removal of the forest canopy through timber harvest does not necessarily equate to lost habitat for the grizzly bear. Research has shown that removal of the forest canopy in some vegetation types can actually increase selected seasonal habitat value for bears (FEIS section 3.1.1)*

## Responses to Comments

*Definitions in Figure 4 and the description of acceptable activities in secure habitat for each alternative were updated. A restricted road is defined as a road on which motorized use is restricted seasonally or yearlong and the road requires effective physical obstruction, generally gated (FEIS Figure 2). Only restricted roads with permanent barriers are acceptable inclusions in secure habitat. Opening a permanently restricted road means removing barriers and allowing public or administrative motorized access. Even if the road is then gated and used only by special permit holders, this action would be considered a project and would result in a decrease in secure habitat. Opening a gated road does not constitute a project and would not result in a decrease in secure habitat. Habitat behind locked gates is not considered secure.*

*Gated roads are not considered effective closures (Figure 4). The intent of restricting roads with permanent barriers is to effectively preclude motorized access. Monitoring of secure habitat inside and outside the PCA is required under Alternative 2-Modified. Road barriers that were effective in 1998 inside the PCA that become ineffective in precluding motorized access would result in a decrease in secure habitat and a change from the 1998 baseline. This would be a violation of the secure habitat standard and would have to be corrected. The secure habitat standard would apply inside the PCA regardless of future decisions regarding roadless areas.*

### *Breeding programs, reintroductions, and relocation*

243. The Forest Service should introduce grizzly bears from other areas into existing Greater Yellowstone Ecosystem populations.

244. The Forest Service should reintroduce grizzly bears to the Bitterroot National Forest.

245. The Forest Service should not define the grizzly bear population as recovered if reintroduction of bears into distinct populations is necessary.

246. The Forest Service should investigate the negative effects of its methods concerning grizzly bear relocation.

- To prevent grizzly bear mortality
- With regard to safety and economic cost
- With regard to the safety of biologists involved in the process
- And reconsider current guidelines for darting and relocation under the current management plan

247. The Forest Service should examine the effect of human development on natural grizzly bear breeding.

248. The Forest Service should prohibit development in the Selway Bitterroot Ecosystem to allow for future grizzly reintroduction.

- And promote human tolerance of bears

249. The Forest Service should promote recolonization of vacant grizzly habitat.

250. The Forest Service should evaluate the effects of limited genetic diversity and the adequacy of artificial translocation.

### **Response**

*The management of grizzly populations after delisting, including genetic diversity concerns, is the responsibility of the state wildlife management agencies and the national parks in the GYA. The possibility of augmenting the genetics of grizzly bears in the GYA is based on the best available science and is identified as a potential action in the Conservation Strategy, not a decision under this FEIS. Genetic monitoring, through hair samples collected from captured or dead bears in the GYA, would be used to determine if NCDE origin genetic material is found in the GYA. If no genetic material is found and movements are not detected into the GYA from the NCDE, appropriate actions would be taken (Conservation Strategy page 37).*

*The occupancy of vacant habitats outside the PCA in the GYA would be directed by the individual state grizzly bear management plans. Alternative 4 extends habitat protections to biologically*

*suitable habitat outside the PCA. Alternative 2-Modified includes the goal of accommodating grizzly bear occupancy in areas determined by the states to be biologically suitable and socially acceptable (FEIS section 2.1.3). See the response to comments 251-259.*

*Introduction of bears into the Bitterroot National Forest and prohibiting development in the Selway-Bitterroot ecosystem is outside the scope of this decision and not part of the decision to be made. The linkage opportunities for connecting grizzly bear ecosystems are in Montana and Idaho. The Yellowstone Grizzly Bear Management Plan for the State of Idaho (2002) does not preclude allowing bears to occupy new habitats. The Grizzly Bear Management Plan for Southwestern Montana (State of Montana 2002) recognizes the importance of linkage zones and has a long-term goal for grizzly bears “to allow populations in western Montana to reconnect by occupying currently unoccupied habitats” (page 34).*

*Wildlife linkage zones/habitat linkages*

251. The Forest Service should protect habitat connectivity and restore habitat linkage areas.

- To link grizzly bear populations in disparate ecosystems
- To ensure long-term health of grizzly bears in the Yellowstone Ecosystem
- To maintain genetic diversity of grizzly bear populations
- To promote self-sustaining grizzly bear populations
- To prevent inbreeding
- Via the Centennial Mountain and valley area for linkage to Bitterroot
- As an example of preservation management
- As defined in Alternative 4

252. The Forest Service should not establish habitat linkage corridors for bears.

- Because they deny access to and use of public lands
- Due to grizzly bear conflict with people and livestock

253. The Forest Service should identify and protect habitat corridors from road building to ensure long-term recovery of grizzly bears.

254. The Forest Service should set up linkage zones to allow interbreeding of discrete grizzly bear populations.

255. The Forest Service should increase the amount of grizzly bear habitat corridors.

256. The Forest Service should maintain roadless areas outside of the Primary Conservation Area to protect habitat linkage zones.

257. The Forest Service should address habitat connectivity and habitat linkage zones throughout the Greater Yellowstone Ecosystem in the forest plan amendments.

- Because agency rules, plans and policies, and best available science demand it

258. The Forest Service should provide guidelines that allow for grizzly bear expansion and habitat linkages outside the Primary Conservation Area in the forest plan amendments.

259. The Forest Service should develop population augmentation programs to improve the prospects for connecting grizzly populations.

**Response**

*Biologically, grizzly bears are not natural long-range dispersers like wolves, lynx, wolverine, and other wide-ranging species. Documented grizzly bear expansion in the GYA and other grizzly bear ecosystems has occurred as new female grizzly bears establish new home ranges, generally adjoining or overlapping with the ranges of their mothers. Male bears move more and occasionally occur outside female home ranges. These male bears do not add genetic material to the population until there is a female bear present for them to breed. In order for a linkage zone/corridor to effectively operate in transferring genetic diversity, female grizzly bears would need to occupy habitat from the GYA all the way to another grizzly bear ecosystem. Currently, approximately 80 to 130 miles separate known populations of grizzly bears in the GYA and the*

*NCDE. Current research has noted that the need for gene flow into the Yellowstone population is not urgent. Miller and Waits (2003) also noted that if gene flow does not occur naturally within two to three decades, artificial translocation should be conducted. It does not matter how bears get into the ecosystem but rather that they effectively integrate their genes into the population. The data these scientists produced show that there has been only a slight decline in genetic diversity of the Yellowstone grizzlies since the early 1900s, and that the Yellowstone population was not as genetically diverse as that in the NCDE grizzly bear population even as far back as 1910. It appears that linkage between Yellowstone and areas to the north has always been limited. Miller and Waits noted, "...it is likely that gene flow into the Yellowstone ecosystem from the north was historically restricted." This suggests that transfer of genetic material between the GYA and other grizzly bear populations was not a regularly occurring event, even before there was much development. No movement of grizzly bears in or out of the GYA has been documented in recent times.*

*Maintaining or creating linkage zones between ecosystems is a multifaceted issue, involves more species than just grizzly bears, and is well beyond the authorities of the Forest Service alone to address. The narrow corridors on National Forest System lands in these potential linkages are bordered by private and mixed ownership lands that would provide much of the seasonal habitat needs for grizzly bears that occupied these areas. Human developments, towns, and highways would preclude grizzly bear occupancy, limit movements in many areas, and provide a significant potential source of conflicts and bear mortality. The bottom line is: ensuring occupancy by female grizzly bears between existing bear populations would likely require significant changes in human uses and developments, primarily on private lands.*

*The Forest Service, in concert with the IGBC, the USFWS, and various other governmental and non-governmental groups, continues to evaluate opportunities to improve habitat connectivity and linkage zones. The IGBC has agreed through an MOU to support linkage zone identification and the maintenance of existing linkage opportunities for wildlife. The IGBC has appointed three task forces (public lands, private lands, and highways) to evaluate linkage opportunities. All alternatives in the FEIS provide for various amounts of protection to areas identified as important in maintaining or improving connectivity within the GYA (FEIS section 3.3). The state grizzly bear management plans promote grizzly bear occupancy in biologically suitable and socially acceptable habitat outside the PCA.*

*Recent evaluations suggest that one or two effective migrants per generation would maintain or even increase the level of genetic diversity (Conservation Strategy page 37). Given the current distance separating occupied grizzly bear habitat, it is highly unlikely that natural gene transfer will occur any time soon, regardless of habitat conditions. The Conservation Strategy recommends appropriate actions to maintain genetic diversity between the Yellowstone and the Northern Continental Divide Ecosystem grizzly populations, with monitoring and managing adaptively for genetic health, should natural migration not occur. See section 1.7.2 in the FEIS for additional discussion on connectivity and linkage zone and section 3.16 for additional discussion on genetics.*

*Primary Conservation Area management*

260. The Forest Service should protect grizzly bears within the Primary Conservation Area to prevent grizzly bear mortality.

261. The Forest Service should protect grizzly bear habitat inside and outside the Primary Conservation Area.

- From natural resource development
- From road development

262. The Forest Service should clarify how grizzly bear habitat and the presence of grizzly bears outside the Primary Conservation Area will be managed.

263. The Forest Service should include management plans for grizzly bear habitat, inside and outside the Primary Conservation Area, in the Final EIS.

- To protect grizzly bear food sources
- To minimize human-grizzly bear conflict

264. The Forest Service should incorporate a modified version of the Management Situation guidelines from 1998 in the Final EIS.

- To protect grizzly habitat both inside and outside the Primary Conservation Area

**Response**

*The only sure way to prevent human-caused grizzly bear mortality within the PCA is to close the PCA to all human entry. This would not be socially acceptable and is unnecessary to maintain a recovered grizzly bear population. All action alternatives are designed to reduce grizzly bear/human conflicts and human-caused mortalities from Forest Service management activities and human uses. If conflicts and mortalities are maintained at low levels, the grizzly bear population can continue to increase and expand its range. The FEIS documents scientific studies that show the grizzly bear population has increased between 4 and 7 percent annually and has expanded its range.*

*The goals, standards, and guidelines in Alternatives 2 and 2-Modified do not stop natural resource management activities and road developments. The standards and guidelines restrict the types and amount of natural resource management activities that can occur, and restrict the amount of road development that can occur. The standards and guidelines generally allow the level of resource management activities that have occurred on National Forest System lands during the past decade, which is the time that grizzly bear populations have been increasing and expanding their range. Alternatives 3 and 4 would reduce natural resource management activities below what has occurred during the past decade.*

*Alternative 2 was modified for the FEIS to include some additional direction and guidance for keeping human attractants unavailable to bears, maintaining important food sources, and resolving grizzly bear/livestock conflicts both inside and outside the PCA. Additional monitoring was added to monitor changes in secure habitat outside the PCA, the number of livestock allotments with recurring conflicts inside and outside the PCA, and the occurrence, productivity, and health of whitebark pine inside and outside the PCA.*

*The Management Situation guidelines in Alternative 1 would be replaced with the standards and guidelines in Alternative 2-Modified. The Biological Assessment for the preferred alternative determined that the long-term protections to habitat provided by the preferred alternative inside the PCA, the consistent coordinated habitat monitoring, and the additional habitat guidance outside the PCA would improve the potential for long-term sustainability of the grizzly bear population in the GYA over that provided by Alternative 1 and the Management Situation guidelines.*

*Bear Management Units*

265. The Forest Service should cease to protect grizzly bears in the Plateau Bear Management Unit.

- Because it is no longer essential grizzly bear habitat
- Because it is no longer cost efficient to maintain

266. The Forest Service should allow for flexibility in the management of Bear Management Units.

267. The Forest Service should verify the number of mortalities in the Plateau Bear Management Unit between 1959 and 1993.

268. The Forest Service should consider removing the Plateau Bear Management Unit from the Primary Conservation Area.

269. The Forest Service should consider removing the Plateau Bear Management Unit from the Primary Conservation Area.

**Response**

*The Plateau BMU was not eliminated because evaluations completed in 1993 and 1994 determined that this BMU should be kept in the recovery zone. This is discussed in section 2.2.2 in the FEIS. There is flexibility in the management of BMUs— management activities can occur as long as they do not violate the standards and guidelines. The Plateau BMU has been occupied by females with young every year since 1999.*

*Designation of additional habitat*

270. The Forest Service should expand the Primary Conservation Area.

- Because of human encroachment on grizzly habitat
- To allow for the growth and viability of satellite populations throughout the Greater Yellowstone Ecosystem

271. The Forest Service should not expand the Primary Conservation Area.

- Due to the adverse impact on the local economies
- Because the current area is sufficient
- Due to the adverse impact on the ranching economy
- For the wellbeing of local citizens
- Because the Wyoming management plan is sufficient

272. The Forest Service should expand the Primary Conservation Area to include all occupied habitat.

- To ensure future sustainability of grizzlies
- To provide wildlife corridors
- Because of the adverse impact of climate change on grizzly food sources
- Because of human encroachment on grizzly habitat
- To guard against development

273. The Forest Service should expand the Primary Conservation Area as specified in Alternative 4.

- To ensure grizzly survival
- Because of the significant grizzly population outside the Primary Conservation Area

274. The Forest Service should expand the Primary Conservation Area beyond the Alternative 4 boundaries.

**Response**

*Habitat standards were applied to areas outside the PCA (essentially expanding the PCA) under Alternative 4. Alternatives 2, 2-Modified, and 3 maintain the PCA as the area of application for the secure habitat, developed site, and livestock grazing standards. Based on public comment and agency concerns, additional guidance was added for Alternative 2-Modified for minimizing grizzly bear/human and grizzly bear/livestock conflicts and accommodating grizzly bear populations outside the PCA, to the extent that accommodation is compatible with the goals and objectives of other uses, in areas determined to be biologically suitable and socially acceptable for grizzly bear occupancy in state grizzly bear management plans. Occupancy of habitats outside the PCA by grizzly bears would be determined by state grizzly bear management plans. Current forest plan direction would provide secure habitat for areas currently occupied by grizzly bears outside the PCA and in other potentially suitable habitat. (See response to comment 132 and sections 3.3 and 3.3.1 in the FEIS.)*

*It is recognized that climate changes and forest diseases may affect the future availability of key foods for grizzly bears. Alternatives 4 would provide direction for maintenance of critical food sources outside the PCA. Guidance was added in Alternative 2-Modified to maintain the*

*productivity, to the extent feasible, of the four key grizzly bear foods outside the PCA. (See response to comments 173-175.) The IGBST would evaluate responses of bear populations to changing levels of key food sources.*

*The Alternative 4 boundary was developed using input from scoping and using the best available science on suitable grizzly bear habitat delineations. The Alternative 4 area is the best estimate of the biologically suitable habitat in the GYA for grizzly bears. There could be some other areas outside the Alternative 4 boundary that could be occupied by grizzly bears in the future, given changes in current management direction. Areas designated for grizzly bear occupancy would be determined by state grizzly bear management plans.*

## **Domestic livestock management**

### **Domestic livestock management general**

275. The Forest Service should implement alternative management strategies for livestock-grizzly bear conflict outside the Primary Conservation Area.

- That will not negatively affect the livestock industry

276. The Forest Service should promote sustainable ranching methods on ranches bordering public lands through education.

277. The Forest Service should recognize the necessity of road use for the purposes of cattle management in the Final EIS.

### **Response**

*Alternatives 2 and 2-Modified allow cattle grazing to continue in the PCA and are more tolerant of grizzly bear/livestock conflicts than Alternative 1. In Alternative 1 in MS 1 areas, allotments with recurring grizzly bear/livestock depredations could result in the removal of all livestock and closure of the allotment. Alternatives 2 and 2-Modified require the Forest Service to coordinate with state wildlife management agencies to apply Conservation Strategy nuisance bear standards; these standards generally result in the removal of the bear and not the removal of the allotment. Sheep grazing would be phased out in the PCA in all alternatives.*

*Promotion of sustainable ranching is outside the scope of the proposed action because it involves private lands where the Forest Service does not have jurisdiction.*

### **Grazing management**

278. The Forest Service should phase out cattle and sheep grazing within grizzly habitat areas.

279. The Forest Service should balance grazing and wildlife management according to the multiple-use mandate.

280. The Forest Service should acknowledge, in the Final EIS, that grizzly bear habitat recovery has occurred in conjunction with livestock grazing.

281. The Forest Service should address the possible negative impacts subdividing ranches will have on grizzly bear habitat in the Greater Yellowstone Area.

282. The Forest Service should mandate flexible grazing management at local levels.

283. The Forest Service should favor the preservation of wildlife habitat over domestic livestock grazing due to the decreased economic viability of ranching.

284. The Forest Service should mention the negative impacts of grazing in the Final EIS.

285. The Forest Service should provide grazing permit holders certainty that their permits will be renewed pursuant to the Conservation Strategy and not require further analysis.

286. The Forest Service should give land managers the ability to work with permittees to develop grazing plans.

287. The Forest Service should not create new or enlarged areas of grazing restrictions.

288. The Forest Service should not use the word “close” on page 80 when referring to cattle numbers in Alternative 2.

## Responses to Comments

289. The Forest Service should provide an accurate account of the number of animal months being used.
290. The Forest Service should not decrease or place restrictions on current grazing allotments.
- Without analysis under the National Environmental Policy Act
  - Including reevaluating previously closed allotments
  - And emphasize locally driven solutions to wildlife management
291. The Forest Service should retire grazing allotments with chronic livestock-grizzly bear conflicts on a voluntary basis.
- With the option to open alternative allotments outside the Primary Conservation Area
292. The Forest Service should keep all grazing allotments open in the event that advancements in science solve the problem of livestock-grizzly bear conflicts.
293. The Forest Service should increase the amount of time designated for the removal of grazing allotments.
294. The Forest Service should disclose allotments that meet the criteria for closure.
- In all alternatives throughout the EIS
295. The Forest Service should make decisions regarding grazing allotments on a case-by-case basis.
296. The Forest Service should analyze the impacts of closing grazing allotments.
- With regard to local economies
  - With regard to the impact on wildlife habitat
297. The Forest Service should consider the possible legal ramifications of not renewing livestock grazing allotments.
298. The Forest Service should review closed livestock allotments for possible reopening after the grizzly bear has been taken off the endangered species list.
299. The Forest Service should mention the role of a buyout of grazing allotments in the EIS.
300. The Forest Service should acknowledge that grazing and wildlife management are compatible and disclose all allotments that are subject to closure in the EIS.
301. The Forest Service should reconsider the number of allotments affected by Alternatives 3 and 4.
302. The Forest Service should clarify that removal of allotments under Alternative 2 is something that may happen, not will happen.

### **Response**

*Most, if not all, grizzly bears that come in contact with domestic sheep prey on sheep and conflicts are inevitable (section 3.1.2). Within the PCA, approximately 30 percent of the sheep allotments active in 2003 have had documented grizzly bear conflicts. Several sheep allotments that have had conflicts with grizzly bears have been closed.*

*Conflicts between livestock and grizzly bears have resulted in the relocation, removal, or direct mortality of grizzly bears. Inside the PCA, many of the conflicts with grizzly bears and sheep have been resolved due to the closure of many of the affected allotments. The majority of grizzly bears that come in contact with cattle do not make kills. Within the PCA, 24 percent of the cattle allotments active in 2003 have had documented grizzly bear conflicts. Conflicts with livestock have increased in recent years primarily outside the PCA (FEIS section 3.3.2).*

*Recovery of the grizzly bear in conjunction with livestock grazing is acknowledged in the proposed action. The proposed action would allow the number of allotments to remain at or below 1998 levels, the first year that all recovery criteria were met. In the FEIS, the effects of livestock grazing on grizzly bears are discussed in sections 3.3.5 and 3.16; effects of habitat standards on livestock grazing are discussed in section 3.7.*



*Alternatives 3 and 4 would close all sheep allotments and those portions of cattle allotments with recurring conflicts inside (Alternatives 3 and 4) and outside (Alternative 4) the PCA. In Alternative 2- Modified, a guideline was added that allows cattle allotments or portions of cattle allotments with recurring conflicts that cannot be resolved through modification of grazing practices to be retired as opportunities arise with willing permittees. Language similar to this is in the Application Rule for Alternative 2 and is stated as a guideline in Alternative 2-Modified. An Application Rule was added that gives permittees with allotments with recurring conflicts the opportunity to relocate their livestock to a vacant allotment outside the PCA, as these allotments become available, where there is less likelihood for conflicts. The Application Rule that stated “the cattle allotment with the history of chronic conflicts may be closed to grazing without further NEPA analysis” was not included in Alternative 2-Modified in response to concerns raised by management and the public. Sections 2.1.2 and 2.1.3 in the FEIS contain a description of the standards, guidelines, and Application Rules for Alternatives 2 and 2-Modified related to livestock grazing.*

*Cattle numbers would be similar to 1998 levels in Alternative 2 inside the PCA. The sentence using “close” on page 80 was in reference to cattle numbers inside the PCA, and figure 48 was for the entire area for the six GYA national forests.*

*The possible impacts of subdividing ranches on livestock operators and associated communities are discussed in the FEIS, section 3.13.3. The indirect effects of reduced grazing, as described in Alternative 4, indicate that operators and associated communities could be adversely affected to the extent that some permittees would need to sell their private lands or convert the land use to something other than livestock due to the difficulty in sustaining livestock operations.*

*In regards to providing an accurate account of the number of animal months being used, animal months is used to describe grazing impacts in this analysis. An animal month is a month’s time upon the rangeland by one animal and the kind and class of animal is specified. It is not synonymous with animal unit month, which is the amount of forage required by a mature cow or the equivalent for one month.*

#### *Sheep allotments*

303. The Forest Service should phase out domestic sheep allotments.

304. The Forest Service should retire sheep allotments on a voluntary basis.

305. The Forest Service should urge legislative funding allocation for retiring sheep allotments.

306. The Forest Service should favor removing nuisance bears over phasing out sheep allotments in the Primary Conservation Area.

#### **Response**

*In Alternative 2- Modified, existing sheep allotments would be monitored, evaluated, and phased out as opportunities arise with willing permittees. Inside the PCA, phasing out sheep allotments would be a priority in all action alternatives. In Alternatives 2 and 2-Modified outside the PCA, individual state nuisance bear guidelines would apply, which could include removal of the bear. Urging legislative funding is outside the scope of the regulatory authority of the Forest Service.*

### **Other resource management**

#### **Timber resource management**

307. The Forest Service should evaluate the full impact of timber harvest on wildlife.

308. The Forest Service should provide explicit direction regarding timber harvest.

- To prevent habitat destruction
- To prevent increased vehicle activity on logging roads

309. The Forest Service should adhere to habitat effectiveness standards in the Conservation Strategy with regard to timber harvest levels.

## Responses to Comments

310. The Forest Service should allow timber harvest within the Primary Conservation Area to reduce the risk of wildfire.

311. The Forest Service should prohibit mechanical thinning of trees within secure habitat.

### **Response**

*The Conservation Strategy and this FEIS assume that changes in the distribution and quality of cover are not necessarily detrimental to grizzly bears. Section 3.3.1 in the FEIS discusses this further. Timber harvesting is not assumed detrimental to bears; rather, it is the related road construction and reconstruction that affects habitat security for the grizzly bear. Timber harvesting is allowed in the PCA to address risk of wildfire; the amount of harvesting varies by alternative because some alternatives have greater restrictions on road construction and reconstruction (for example, the 1 percent rule does not apply in Alternatives 3 or 4).*

### **Natural resource development**

312. The Forest Service should allow for natural resource development.

- Because local and national economies depend on it

313. The Forest Service should prohibit natural resource development in grizzly bear habitat.

- Despite pressure from corporate interests
- To prevent the grizzly's extinction
- To ensure grizzly recovery and viability

314. The Forest Service should address the possibility of development on national forest lands occurring under the "application rules" in Alternative 2.

315. The Forest Service should ban natural resource development and increase protections on grizzly bear habitat.

### **Response**

*In Alternatives 2 and 2-Modified, the Application Rule for secure habitat allows a project to change secure habitat permanently if secure habitat of equivalent habitat quality is replaced in the same BMU subunit. Projects could occur with temporary reductions in secure habitat if certain conditions are met according to the application rules.*

*The Application Rule allows up to a 1 percent temporary decrease in secure habitat based on the acreage in the largest subunit within that BMU. The acreage of a project that counts against the 1 percent limit is the acreage associated with the 500-meter buffer around any gated or open motorized access route. Another way to look at this is that a subunit averages around 200,000 acres; 1 percent of that is 2,000 acres, and when one takes into account the 500-meter buffer around a road, the 2,000 acre change in secure habitat equals about five miles of road construction. This means five miles of road could be constructed in secure habitat on a temporary basis, with the road properly restricted or decommissioned after the project is completed.*

*Alternatives 3 and 4 do not have the Application Rule for temporary loss of secure habitat. The effects of not allowing any reductions in secure habitat, of even a temporary nature, are examined throughout chapter 3 in the effects analysis for these two alternatives, with Alternative 4 involving a larger area than Alternative 3. One alternative that was developed but not studied in detail suggested the Forest Service reduce the area of habitat protection and the amount of restrictions for the grizzly bear and allow more natural resource development to better support local economies. This alternative was not given further detailed study in this analysis as it did not meet the purpose and need for action, which is to ensure conservation of habitat to support continued recovery of the grizzly bear population in Greater Yellowstone Area national forests. The standards and Application Rules in the Conservation Strategy were identified as the management limitations necessary to sustain a recovered grizzly bear population upon delisting.*

### *Mining and mineral exploration*

316. The Forest Service should acknowledge the economic value of phosphate mining.

317. The Forest Service should discuss the alternatives' potential impacts to lease holders of locatable minerals.

**Response**

*The economic value of mining, including phosphate mining, is discussed in the FEIS (section 3.14). No effects on the economic value of existing leases for phosphate mining are anticipated because existing mineral leases will be honored. For areas that are not currently leased, the expanded habitat standards and application rules do not preclude development, but require grizzly bear needs be considered and addressed in the prescribed manner. This requires additional mitigation and conditions to minimize effects on grizzly bears, and is likely to increase the costs of operation. Potential impacts to lease holders of locatable minerals are discussed in the FEIS, section 3.12.1.*

*Oil and gas*

318. The Forest Service should prohibit oil and gas development and exploration.

- For the survival of the grizzly bear
- In grizzly bear habitat
- On national forest property

319. The Forest Service should eliminate current oil and gas leases inside the Primary Conservation Area.

- To protect grizzly bear habitat

**Response**

*Prohibiting future oil and gas development and exploration are part of the standards for Alternatives 3 and 4, and the effects are displayed in chapter 3. Alternative 4 would prohibit future leasing in a larger area than Alternative 3. Existing leases will be honored in all alternatives. A variation of Alternative 4 that would terminate or remove current oil and gas leases is discussed in section 2.2.3 but is not analyzed in detail because the Forest Service and BLM have limited authorities to implement this alternative. Under Alternatives 2 and 2-Modified, only 3 percent of the PCA allows surface occupancy. Any proposed oil and gas development would have to meet both the secure habitat and developed site standards.*

*Alternative energy sources*

320. The Forest Service should promote the use of alternative energy sources.

- To preserve the natural environment
- Instead of pursuing oil and gas development

321. The Forest Service should collaborate with other branches of the federal government to explore alternative energy sources.

322. The Forest Service should request that government leaders pursue alternative energy sources instead of degrading wildlife habitat for future generations.

323. The Forest Service should base its energy policy on scientific fact instead of economic gain.

- To decrease the United States' dependence on nonrenewable fuels

324. The Forest Service should invest in new technology to lessen the United States' dependence on foreign oil.

**Response**

*The level of potential for oil and gas production is low inside the PCA (FEIS section 3.12.2). All action alternatives, while not directly prohibiting the development of oil and gas in the PCA, increase the amount of mitigation needed. If operations were proposed in secure habitat, other sites and roads would have to be closed so that the level of secure habitat or the number of sites would not change from the 1998 level. Alternative energy sources were not examined as part of an alternative to reduce oil and gas leasing because the decisions on availability and*

*authorization of leasing on National Forest System lands in the GYA are not part of the purpose and need nor a decision to be made with these forest plan amendments.*

### **Transportation and recreation management**

#### ***Transportation system management***

325. The Forest Service should work toward reducing the need for roads.
326. The Forest Service should not build additional roads within grizzly bear habitat.
327. The Forest Service should manage roads to reduce their impact on the environment and wildlife.
328. The Forest Service should implement a process for managing open and total motorized access route densities.

- Rather than merely reporting them

329. The Forest Service should direct funds from the recreational trails program and gas tax to off-highway vehicle trail construction and maintenance.

#### **Response**

*Between 1986 and 2003, about 1,400 miles of road were decommissioned in the GYA national forests, with less than 400 miles of road being constructed—a net reduction of over 1,000 miles of road. These tended to be roads that were in excess of what was needed for management or recreational activities, or were difficult or expensive to maintain, or both. Much of the road decommissioning has taken place inside the PCA with little accompanying road construction, for a net reduction of 630 miles of road. Road densities and secure habitat are closely linked. Because secure habitat is defined as areas greater than or equal to 10 acres in size and more than 500 meters from an open or gated motorized access route or recurring helicopter flight line and not open to cross country OHV travel, any changes in motorized route density could change secure habitat. The secure habitat standard requires the percent of secure habitat within each BMU subunit be maintained at or above levels that existed in 1998. It was felt unnecessary to have secure habitat and road density due to the redundancy in tracking both measures. The only way that road density could increase without affecting a change in secure habitat is if a road were built between two existing roads that are less than 1,000 meters apart. Building new roads in this context would be rare (FEIS section 3.1.2).*

#### **Analysis of routes**

330. The Forest Service should not require motorized recreationists to identify and inventory roads and trails to remain open.
331. The Forest Service should identify all existing motorized roads and trails as the baseline for travel management decisions.
332. The Forest Service should present an accurate range of costs for road recontouring and obliteration in figure 102 of the DEIS.
333. The Forest Service should use verifiable data to demonstrate environmental improvements which result from the closure of motorized routes.
- To justify restricted human access

#### **Response**

*Neither the proposed action nor an alternative in the FEIS requires motorized recreationists to identify and inventory roads and trails to remain open. All motorized routes within the PCA have been identified as part of the 1998 baseline for secure habitat management. Costs for road obliteration are average costs. These costs were reviewed and increased from \$2,500 per mile to \$3,000 per mile, based on historic costs of road decommissioning on national forests in the GYA. The management of human use levels through access route management is one of the most powerful tools available to balance the needs of grizzly bears with the needs and activities of humans. It has been documented in several research projects, completed and ongoing, that*

*unregulated human access and development within grizzly bear habitat can contribute to increased bear mortality and affect bear use of existing habitat (FEIS section 3.3.2).*

**Mitigation**

334. The Forest Service should attempt to mitigate the impacts from the Trans Canada Highway and railroad on grizzlies and other wildlife in the central Rockies.

335. The Forest Service should mitigate the impacts of roads rather than close them.

- In response to resource impact concerns
- In response to access or sanitation concerns

**Response**

*The Trans Canada Highway and railroad do not pass through the GYA and were not considered in this analysis because they do not affect the Yellowstone grizzly bear population.*

*Alternatives 3 and 4 would require road closures as an indirect effect in order to increase secure habitat to a level of 70 percent in each BMU subunit or analysis unit. Impacts on motorized recreationists are described in section 3.9.4; it is recognized that displacement of users would occur in those alternatives. In order to increase secure habitat, road closures through decommissioning are required (FEIS section 3.3.2), not gating them or restricting the width of vehicles using them.*

**Closure, obliteration, and reclassification**

336. The Forest Service should change the standard for closing motorized trail use in roadless areas to a guideline.

337. The Forest Service should clarify where off-road vehicle trails can be constructed and maintained.

338. The Forest Service should close and obliterate targeted roads to increase bear habitat security.

339. The Forest Service should recognize that eliminating funding for maintenance of motorized routes may leave trails impassible even to non-motorized users.

340. The Forest Service should reconsider decommissioning roads and trails that are heavily used.

- Because bears would not be denning in areas of high use

341. The Forest Service should reconsider proposed policy of decommissioning roads within one year of construction.

342. The Forest Service should address the potential negative effects of decommissioning roads on soils and water quality.

- Because of the inability to remove fuels

343. The Forest Service should reclassify roads to “restricted” or “unrestricted-width,” in lieu of obliteration.

- Because of the negative impacts of road obliteration

**Response**

*In Alternatives 3 and 4, maintaining roadless areas as roadless with no motorized use was a standard because no site-specific deviations would be permitted. A guideline was not considered because it did not meet the intent of Alternatives 3 and 4, which was to consider more restrictive habitat standards for grizzly bears. Alternatives 2 and 2-Modified, on the other hand, do not propose removing motorized access routes in roadless areas.*

*Where motorized roads can be constructed and maintained is not part of the proposed action. Any site-specific decision on road construction must be consistent with the appropriate GYA forest plan.*

*Only Alternatives 3 and 4 require road decommissioning in order to increase secure habitat, with the greatest number of miles to be decommissioned on the Gallatin National Forest. Directing the*

## Responses to Comments

*Targhee and the Gallatin National Forests to close roads is not part of the proposed action. Motorized routes will be determined through the Gallatin National Forest's travel management planning process (Conservation Strategy page 44).*

*Eliminating motorized use does not necessarily mean routes will become impassable to non-motorized travel. Trail maintenance takes place through a variety of funds in the Forest Service and with volunteer groups such as Backcountry Horseman.*

*For analyzing effects, roads were not analyzed as whether they were high use or otherwise because road decommissioning is an indirect effect of implementing Alternatives 3 and 4 and effects were considered programmatic in nature. Subsequent project level NEPA would be required for actual closures or decommissioning.*

*The policy of decommissioning roads one year after completion of a project was not reexamined because it is recognized that projects that have a shorter duration have less of an impact on wildlife, not only for grizzly bears but also for other species such as elk. Past consultation with USFWS has indicated road closures shortly after completion of a project is beneficial to a species.*

*Decommissioning roads generally reduces sources of sedimentation because roads are no longer connected to streams. Roads are revegetated as part of decommissioning. Decommissioning roads could lead to longer response times and larger fires across the GYA based on current fire management capabilities (FEIS section 3.6.2). Larger burns do not necessarily contribute sediment unless the fire is severe (FEIS section 3.5).*

*Restricting roads to certain widths would not meet the intent of increasing secure habitat in those alternatives where secure habitat would be increased. Road decommissioning best meets the intent of increasing secure habitat (FEIS section 3.3.2) rather than width restrictions because motorized use would still take place.*

### **Recreation**

344. The Forest Service should use the motorized recreational plans of the Umatilla-Whitman, Rogue River, and Fishlake National Forests, and the Bureau of Land Management as a template for other national forests.

345. The Forest Service should consider the economic benefits of motorized recreation to local and state governments.

346. The Forest Service should maximize existing recreational opportunities and plan for an increase in recreation.

#### **Response**

*The purpose of the proposed action and the FEIS is to ensure conservation of habitat to sustain the recovered grizzly bear population (FEIS section 1.2). The proposed action does not entail the development of motorized recreation plans, but recognizes that other related efforts, including amendments and revisions of forest plans, may address travel management more directly (FEIS section 1.5). To the extent feasible, these efforts are coordinated so they do not conflict.*

*The FEIS considers motorized use as an important recreational pursuit (FEIS sections 3.9.3 and 3.13.2). Motorized and non-motorized uses contribute to local economies primarily through local services and retail trade (FEIS section 3.14). A study available between draft and final EIS indicates comparable benefits from non-motorized recreation and motorized recreation to the economies (considered for a three-county area influenced by the Gallatin National Forest). The results indicate a contribution of less than 1 percent of the total employment in the three-county area (USDA Forest Service 2005a).*

*The FEIS notes that the GYA is a local and national treasure that attracts several million national and international visitors each year and that recreation is a key value of the area (FEIS section 3.9.1). The FEIS also notes that recreation use has increased and is expected to continue to increase in the future (FEIS section 3.9.3). Because of these increasing uses, the intent of this*

*FEIS is to ensure that grizzly bear habitat is maintained for the recovered population (FEIS section 1.2).*

**General recreation concerns**

347. The Forest Service should decrease allowable human recreation in bear habitat.

348. The Forest Service should communicate denning locations to users.

349. The Forest Service should manage motorized and non-motorized recreation groups equally.

- With regard to noxious weed mitigation measures
- By alternative weeks for motorized and non-motorized use
- With regard to recreation restrictions and closures

**Response**

*The purpose of the proposed action and the FEIS is to ensure conservation of habitat to sustain the recovered grizzly bear population (FEIS section 1.2). Population recovery has been achieved with current and increasing recreation in bear habitat using a variety of tools, e.g., information and education, food storage orders, increased security for bears, management of human/bear conflicts, and others (FEIS section 1.1). Decreasing human recreation in bear habitat is not necessary as an overall management strategy.*

*A guideline in Alternatives 2 and 2-Modified provides for localized restrictions to address conflicts with winter use activities (FEIS section 2.3). Alternatives 3 and 4 close all denning habitat to snow machine use inside the PCA during the denning period, and Alternative 4 closes all denning habitat to snow machine use outside the PCA during the denning period. Under Alternative 1, snow mobile activities in grizzly bear denning habitat would be monitored in cooperation with the IGBST and USFWS.*

*Forest plan revisions and amendments will address specific travel management and recreation issues as the commenter requests (FEIS section 1.5). Issues such as noxious weed mitigation measures and recreation use conflicts are outside the scope of this FEIS (sections 1.3 and 1.4).*

**Adequacy of analysis—recreation**

350. The Forest Service should distinguish between roads and trails in the EIS.

- To provide an accurate recreation analysis
- When describing motorized access routes

351. The Forest Service should provide evidence for their statement regarding projected snow machine use on Greater Yellowstone forest lands.

352. The Forest Service should provide site specific and motorized recreation impact analysis in compliance with the three state off-road vehicle decisions.

353. The Forest Service should re-analyze the Recreational Opportunity Spectrum table and map with regard to primitiveness of land.

354. The Forest Service should compare the impacts on wildlife habitat of private residences versus those of motorized vehicle users and place restrictions on the appropriate party.

355. The Forest Service should analyze the accessibility and recreation opportunity of roads and trails.

356. The Forest Service should monitor off-road vehicle use on public lands and address its impact on grizzlies.

357. The Forest Service should use the 2003 Idaho Comprehensive Outdoor Recreation and Tourism Plan in its recreation analysis.

358. The Forest Service should use registration data provided by the Idaho Department of Parks and Recreation in its analysis of off-highway vehicle usage.

**Response**

## Responses to Comments

*Data were not available in distinguishing between motorized routes (roads and trails) within the PCA. Roughly 20 percent of the total motorized access routes on the six GYA national forests are motorized trails (Marsh et al. 2005).*

*Snow machine use and trends were updated using the State of Idaho snowmobile registration statistics for 2000 through 2004. This information shows that eastern Idaho snowmobile registrations increased approximately 16 percent over the five-year period. While the GYA may attract national and regional winter recreationists, the area also supports an increasing local use (FEIS section 3.9.3).*

*This FEIS is programmatic in nature and does not make final decisions on area or route closures. Subsequent analyses (project level NEPA evaluations) would be needed to make decisions on closures (FEIS section 1.4). The request by some comments for site-specific planning is premature.*

*The ROS (Recreation Opportunity Spectrum) map in the FEIS (section 3.9.1) was updated by Forest Service and NPS recreation managers. The document, *Outdoor Recreation in the Greater Yellowstone Area: An Interagency Report* (Marsh et al. 2005) is also referenced and available for further detail (FEIS section 3.9).*

*The FEIS accounts for private lands in the GYA (FEIS section 3.13.1). Within the PCA, landownership is primarily public (98 percent); private lands do not largely influence bear management. Within the GYA, private lands account for 24 percent of the area. This interface with private lands is recognized both in terms of these landowners' contributions to accommodating bear movements and presence and as a potential detriment to bears (e.g., food storage, bear habituation to humans, and bear movement) (FEIS sections 3.13.3 and 3.16).*

*Accessibility and impacts on the handicapped, elderly, and physically impaired will be considered when site-specific actions are proposed. This FEIS is programmatic in nature (FEIS section 1.4).*

*All action alternatives include monitoring of secure habitat and motorized access inside the PCA (FEIS section 1.3). This type of monitoring is consistent with the programmatic nature of this FEIS. Monitoring public compliance with access restrictions is a part of forest plan implementation and site-specific closure orders. Law enforcement and other Forest Service personnel include these site-specific restrictions as part of operational controls in forest management (FEIS sections 1.4 and 3.14).*

*The Idaho Statewide Comprehensive Outdoor Recreation and Tourism Plan (State of Idaho 2003) was reexamined and information was incorporated as possible (FEIS section 3.9.1). Information from the ATV registrations was also used as an indicator of use trends in the areas around the GYA (FEIS section 3.9.3).*

### *Technical and editorial*

359. The Forest Service should clarify what is meant by "motorized access routes with permanent barriers" in Alternative 2.

360. The Forest Service should adequately define the term "significant conflict" in relation to recreation user conflict.

361. The Forest Service should clearly state in Alternative 4 the intentions of motorized use designation outside the Primary Conservation Area and the related impacts.

### **Response**

*"Motorized access routes with permanent barriers" (FEIS section 2.1.2) refers to activities such as placement of earth and berms or ripping the surface of the road that create permanent closures. Gates are not considered permanent barriers. A definition was added to the list provided in section 2.1.*

*"Significant user conflict" and reference to motorized and non-motorized user conflicts were not identified or discussed as issues in this FEIS. The reference to "conflicts" under the issue of*



*Recreation Opportunities refers to grizzly bear/human conflicts (FEIS section 1.7.1) was clarified. The effects of limiting motorized access in larger areas, such as in Alternative 4, can bring about crowding and with that, the sharing among different uses can inherently bring about recreational user conflicts (FEIS section 3.9.4).*

*The discussion of impacts on motorized recreation in Alternative 4 were clarified to address concerns of motorized use designation outside the Primary Conservation Area and the related impacts (FEIS section 3.9.4 regarding Alternative 4).*

**Developed recreation**

362. The Forest Service should maintain its use of the 1998 baseline in managing developed sites to allow local managers to respond to local use.

363. The Forest Service should retain developed and dispersed recreation sites.

- In order to meet public demands and adhere to multiple-use management
- To avoid forest resource damage caused by user-created recreation sites

364. The Forest Service should allow flexibility in the management of developed recreation facilities.

- To allow for maintenance and increased demand

**Response**

*The 1998 baseline for developed site capacity would be maintained. Any proposed modifications to the baseline would require further analysis and the Application Rules would apply (FEIS sections 2.1.2 and 2.1.3). Alternatives 2 and 2-Modified do not propose direction to decrease existing recreation sites (FEIS sections 2.1.1 and 2.1.3).*

*Alternatives 3 and 4 could affect recreation and could lead to overcrowding or increases in dispersed sites (FEIS section 3.9.4). Alternatives 2 and 2-Modified allow some flexibility to make adjustments in developed sites given maintaining existing capacity, adherence to the Application Rules, and further analysis (FEIS sections 2.1.2 and 2.1.3).*

**Motorized recreation**

365. The Forest Service should provide clear direction for off-road vehicle management to protect bear habitat.

- And should limit road construction and recurring helicopter flight lines

366. The Forest Service should adequately assess the effects of the proposed action on motorized recreation.

- In compliance with the Council on Environmental Quality recommendations

367. The Forest Service should establish a Motorized Access and Recreation Mitigation record bank if there are not adequate mitigation plans.

368. The Forest Service should place sign-in kiosks at the trailheads of motorized vehicle trails.

369. The Forest Service should require all motorized vehicles to display identification to help in reporting violations.

**Response**

*Regarding the concern that the proposed action (Alternative 2) fails to constrain off-road vehicle use in the PCA, the FEIS and all action alternatives address motorized use including ATV use of trails through the management of secure habitat for bears (FEIS section 1.3). Motorized access routes include motorized trails, highways, and forest roads (FEIS section 2.1). Currently, ATV use is restricted to designated routes through current forest plan direction, with a few exceptions (FEIS section 1.1). Secure habitat for grizzly bears is also defined and omits inclusion of open or gated motorized access routes and recurring helicopter flight line (FEIS section 2.1).*

*Approximately 83 percent of the PCA is secure habitat and secure habitat has been evaluated for each BMU (FEIS section 3.3 and appendix A).*

## Responses to Comments

*The impacts of alternatives on motorized recreation were considered in the FEIS (section 3.9.4). The impacts on motorized recreation were identified as a primary issue (FEIS section 1.7.1), and alternatives vary, in part, because of the potential impacts. Alternative 2 maintains the current recreation scenario within the PCA and does not propose further restrictions and reductions in motorized use as are proposed in Alternatives 3 and 4. Alternative 2- Modified extends guidance for grizzly bear management outside the PCA, but would rely upon state-defined biologically suitable and socially acceptable areas. Alternative 4 extends direction that proposes motorized route closures for more immediate preparation of future potential bear occupation (FEIS sections 2.1.2, 2.1.3, 2.1.4, and 2.1.5). For those alternatives that propose motorized route closures, additional site-specific NEPA evaluations, including public involvement, would be required (FEIS section 1.4).*

*Alternative 2 does not propose motorized route closures within the PCA because the secure habitat is believed to be adequate and supported the recovered population. The intent of the secure habitat standard is to maintain or increase secure habitat at or above 1998 levels. This does not preclude banking some road closures since 1998 and constructing additional roads in a subunit later as necessary. The intent of banking is not necessarily to maintain motorized access routes at the 1998 level. For Alternatives 3 and 4 that propose restricting motorized routes beyond existing levels, a mitigation bank is not considered because the intent of those alternatives is to conserve lands for the grizzly bear to the extent possible and not to mitigate motorized recreation impacts.*

*Sign-in kiosks could be considered by each national forest to track motorized recreation use. The purpose of this EIS and proposed action is focused on grizzly bear habitat management (FEIS section 1.4). The Forest Service is using a national visitor use monitoring survey that will provide statistically derived use levels for the national forest as a whole (FEIS section 3.9.3). This survey base has the potential of being expanded for refined surveys within a forest, but again, these efforts are outside the scope of this FEIS.*

*The comment suggesting that identification numbers be required to be displayed on motorized vehicles should be submitted to the state agencies that license the vehicles.*

### *Communication and collaboration*

- 370. The Forest Service should allow for proactive off-road vehicle management in cooperation with groups and individuals.
- 371. The Forest Service should clearly disclose all motorized recreation closures to ensure adequate public participation.
- 372. The Forest Service should standardize and simplify informational signs and minimize closure periods to prevent user confusion.
- 373. The Forest Service should not require motorized recreationists to participate in consensus and collaborative processes with non-motorized groups.
- 374. The Forest Service should use public service programs to direct and organize trail and mitigation work.

### **Response**

*Site-specific OHV management is the realm of each national forest and outside the scope of this FEIS (FEIS section 1.4).*

*Alternatives 2 and 2-Modified do not propose motorized route closures. Alternative 3 requires closures of all motorized access routes within inventoried roadless areas and additional closures in BMU subunits below 70 percent secure habitat inside the PCA; Alternative 4 requires the same closures inside and outside the PCA.*

*This FEIS is programmatic in nature and does not make final decisions on area or route closures. Subsequent analyses (project level NEPA evaluations) would be needed to make decisions on*

*closures (FEIS section 1.4). The request by some comments for site-specific planning and disclosure is premature.*

*The suggestion that the Forest Service standardize and simplify informational signs to prevent user confusion is outside the scope of this FEIS (FEIS section 1.4).*

*The public involvement process for this FEIS did not require recreationists to participate in consensus. Public involvement is described in section 1.6.*

*The suggestion that the Forest Service should use public service programs to direct and organize trail and mitigation work is outside the scope of this FEIS (section 1.4).*

*Motorized access*

375. The Forest Service should allow motorized access control to be maintained at the local level.

376. The Forest Service should increase trailhead parking availability for snow machines to accommodate user loads.

377. The Forest Service should provide adequate motorized access routes near cities and towns.

- To help conserve energy

378. The Forest Service should provide adequate motorized access to dispersed campsites.

379. The Forest Service should mitigate any loss of motorized recreation acreage to prevent a net loss of motorized access.

- For snowmobile use

**Response**

*Forest Service personnel on each forest are responsible for the implementation and management of access restrictions and closure orders at the local level. Alternatives 3 and 4 propose motorized route closures to increase grizzly bear security. The nature of this FEIS is programmatic and further site-specific evaluations and compliance with NEPA would be required (FEIS section 1.4).*

*The FEIS has been updated to incorporate findings from the State of Idaho 2000 Snowmobile User Survey regarding the need for more snowmobile trailhead parking in eastern Idaho (FEIS sections 3.9.3 and 3.9.4).*

*The suggestion that the Forest Service provide adequate motorized access routes near cities and town is outside the scope of this FEIS (FEIS section 1.4).*

*The suggestion that the Forest Service provide adequate motorized access to dispersed campsites is outside the scope of this FEIS (FEIS section 1.4).*

*Alternative 2- Modified does not propose motorized summer or winter route closures. This FEIS is programmatic in nature and does not make final decisions on area or route closures. Subsequent analyses (project level NEPA evaluations) would be needed to make decisions on closures (FEIS section 1.4). The request by some comments for site-specific planning and mitigation is premature.*

*Restrictions and closures*

380. The Forest Service should restrict off-road vehicle access.

- For the current and future protection of denning sites
- To provide sanctuary for humans and wildlife
- To establish a national precedent

**Response**

*The FEIS addresses motorized use including ATV use of trails through the management of secure habitat for bears (FEIS section 1.3). Motorized access routes include motorized trails, highways, and forest roads (FEIS section 2.1). Currently, ATV use is restricted to designated routes through current forest plan direction, with a few exceptions (FEIS section 1.1). Secure habitat for grizzly bears is also defined and omits inclusion of open or gated motorized access routes, recurring*

## Responses to Comments

*helicopter flight lines, and cross country OHV travel (FEIS section 2.1). Approximately 83 percent of the PCA is secure habitat and secure habitat has been evaluated for each BMU (FEIS section 3.3 and appendix A).*

*Alternatives 2 and 2-Modified have a guideline that proposes local area restrictions where winter use activities conflict with denning or bear emergence in the spring (FEIS section 2.1.2). Research has not demonstrated that winter use activities have a general, direct effect on bears. The closing of snow machine routes in denning habitat as in Alternatives 3 and 4 is not incorporated in Alternative 2-Modified.*

*The security inside and outside the PCA provides for large expanses of non-motorized and primitive settings that can provide sanctuary for humans and wildlife (FEIS sections 3.3, 3.9.1, and appendix A).*

*The FEIS was updated with clarification about the 2005 Travel Management Final Rule, which requires designation of roads, trails, and areas on National Forest System lands for motor vehicle use (FEIS section 1.5). The forest plans, as amended, are the source of management direction and guidance at the programmatic level. Site-specific restrictions and closures are developed and maintained through site-specific travel management plans and closure orders that tier to forest plans (FEIS section 1.4).*

381. The Forest Service should avoid permanent area closures.

382. The Forest Service should avoid closing existing roads.

- And comply with the final Roadless Rule
- To help maintain herd numbers by allowing access for hunters
- Because of their historical and social importance
- To maintain existing opportunities for the public
- And address the need for multiple-use and recreational opportunities

### **Response**

*Historically, management of motorized use has been primarily accomplished through restriction of certain types of motorized use on established access routes, i.e., management of open motorized route densities. Recent research has shown that secure habitat (areas that are free of motorized traffic, also referred to as core areas) is an important component of grizzly bear habitat (IGBC 1998) (FEIS section 3.3.2). The maintenance of already established core grizzly bear secure areas is proposed in the PCA in all action alternatives.*

*The roadless rule does not direct the agency with regard to closing roads or OHV trails (FEIS section 1.5).*

*The management of elk herd numbers is under the jurisdiction of the state wildlife management agencies.*

*The social and recreational value of motorized recreation and motorized use of roads and trails was considered as an issue (alternatives varied to address these values) and the effects were disclosed (FEIS sections 1.7.1, 3.9.1, and 3.13.1).*

383. The Forest Service should avoid closing existing roads and trails and should develop a network of motorized roads and trails.

384. The Forest Service should avoid closing minimally used trails because they are invaluable to motorized recreationists.

### **Response**

*Alternatives 2 and 2-Modified do not propose closing motorized routes (roads and trails), but rather focus on maintaining the core grizzly bear secure habitat that exists and has contributed to grizzly bear recovery (FEIS sections 2.1.2, 2.1.3, and 3.3.1).*

385. The Forest Service should not use the Roadless Rule to close existing motorized routes in roadless areas.

**Response**

*The roadless rule does not direct the agency with regard to closing roads or OHV trails (FEIS section 1.5).*

386. The Forest Service should not restrict snowmobile recreation.

- Because it is not necessary for grizzly bear population growth

**Response**

*Alternatives 2 and 2-Modified have a guideline that proposes local area restrictions where winter use activities conflict with denning or bear emergence in the spring (FEIS sections 2.1.2). Research has not demonstrated that winter use activities have a general, direct effect on bears. The closing of snow machine routes in denning habitat as in Alternatives 3 and 4, are not incorporated in Alternative 2- Modified.*

387. The Forest Service should provide a functional network of motorized roads and trails for access and recreation to meet public needs.

**Response**

*The suggestion that the Forest Service provide a functional network of motorized roads and trails for access and recreation is outside the scope of this FEIS (FEIS section 1.4).*

388. The Forest Service should address the cumulative negative effects of motorized closures and implement relevant mitigation plans.

- With regard to recreational opportunities
- To ensure full public disclosure
- As well as implement a monitoring program operated by an unbiased third party

389. The Forest Service should evaluate the cumulative negative effects of all motorized route closures.

- On the many different kinds of users
- With regard to travel plan decisions
- By conducting an accounting of motorized closures in five-year increments since the creation of the Wilderness Act
- Through the use of best available data

**Response**

• *The social and recreational value of motorized recreation and motorized use of roads and trails was considered as an issue (alternatives varied to address these values) and the effects were disclosed (FEIS sections 1.7.1, 3.9.1, and 3.13.1). Alternatives 3 and 4 are the only alternatives that propose additional motorized route closures and the cumulative effects on areas outside the PCA were considered (FEIS sections 3.9.1 and 3.13.1).*

390. The Forest Service should evaluate all motorized vehicle trails for multiple recreational values.

**Response**

*The suggestion that the Forest Service evaluate motorized vehicle trails for their recreational value, etc. is more site-specific than this programmatic FEIS (FEIS section 1.4).*

391. The Forest Service should reevaluate its criteria for road closures due to motorized recreation.

**Response**

*Road closures for grizzly bear security are based on current research (FEIS section 3.3.2).*

392. The Forest Service should evaluate the effect of road and trail closures due to timber harvest on motorized access and recreation.

**Response**

*This FEIS does not propose timber harvest and does not consider road and trail closures associated with timber harvest (FEIS section 1.4).*

393. The Forest Service should designate all reasonable routes as dual use.

**Response**

*Consideration of dual use on forest roads is outside the scope of this FEIS (FEIS section 1.4).*

**Hunting, shooting, and baiting**

394. The Forest Service should prohibit the hunting of grizzlies.

- Because of their meager population size
- To ensure sustainable recovery of grizzly bears
- Because it is morally unjust

395. The Forest Service should protect hunting.

396. The Forest Service should address the problem of hunter-caused grizzly bear mortality.

397. The Forest Service should require that hunters be able to differentiate between grizzly bears and black bears.

398. The Forest Service should impose more stringent penalties on those who illegally hunt and kill grizzly bears.

- And should monitor outfitter camps to help change abusive practices

399. The Forest Service should collaborate with state and federal law enforcement agencies to prosecute illegal poachers.

400. The Forest Service should ensure adequate enforcement of laws to prevent illegal grizzly bear kills.

401. The Forest Service should prohibit black bear baiting.

- In the public lands of Wyoming and Idaho
- In grizzly bear habitat
- To prevent grizzly bear mortality

**Response**

*Grizzly bears in the GYA would not be hunted until they have been removed from protection under the ESA. Grizzly bear population management, including hunting, after delisting is the responsibility of the individual state wildlife management agencies. All mortality, including any hunting, would be regulated according to the mortality limits specified in the Conservation Strategy. Those mortality limits are designed to limit mortality such that the grizzly bear population would continue to increase in size and distribution. Timing, location, and season lengths for any future grizzly bear hunting would be established by individual state wildlife management agencies through an open public process.*

*Grizzly bear mortality associated with ungulate hunting seasons has long been a concern of the YES of the IGBC and the associated land and game management agencies. Information and education efforts, including “Living in Bear Country Workshops,” televised public service announcements, pamphlets mailed to hunters, signs and other information at trailheads and campgrounds, news releases, and many other tools have been used to inform hunters of how to avoid conflicts with bears. The IGBC has endorsed the use of bear spray in grizzly bear/human conflict situations. Mandatory requirements for carrying bear spray have been discussed by the IGBC but dismissed for the time being pending the effectiveness of promoting voluntary use of bear spray.*

*Numerous pamphlets have been developed and distributed widely in cooperation with the IGBC and the YES to help users distinguish between black and grizzly bears. The “Living in Bear Country Workshops” include a section on black bear/grizzly bear identification. The State of*

*Montana requires all black bear hunters to take a mandatory Web-based identification test. The Wyoming Game and Fish Department has a voluntary identification test on its Web site.*

*All hunter-caused grizzly bear mortalities are investigated by the USFWS and the appropriate state wildlife management agency and are prosecuted according to the results of the investigation. State wildlife management agencies would continue to enforce state laws regarding the illegal killing of grizzly bears.*

*The Forest Service and state wildlife management agencies emphasize cooperative information and education and law enforcement efforts during hunting seasons to minimize hunter-caused grizzly bear mortalities. Forest Service hunter patrols are common practice throughout the GYA in both front and backcountry situations to ensure compliance with food storage regulations. The use of bear pepper spray is encouraged.*

*Black bear baiting in the GYA is controlled according to individual state regulations. Wyoming and Idaho allow black bear baiting, but it is prohibited in Montana. Regulations in Idaho and Wyoming prohibit black bear baiting inside the PCA and other areas deemed important for grizzly bears. In some areas occupied by grizzly bears in Wyoming, black bear baiting is allowed using unprocessed foods.*

*Impacts to grizzly bear populations from black bear baiting is one factor that would be included in the annual monitoring report by the IGBST, and could result in a Biology and Monitoring Review as directed by the Conservation Strategy.*

**Food storage and garbage containers**

402. The Forest Service should improve and expand food storage requirements in all national forest plans.

- To reduce human-grizzly bear conflict

403. The Forest Service should enforce food storage and use regulations.

- In national forests outside the Primary Conservation Area

404. The Forest Service should educate people about storage and disposal of human and animal food items that attract bears.

405. The Forest Service should address the full range of grizzly bear behavior in its discussion of food storage management.

406. The Forest Service should require towns near grizzly bear habitat to provide bear proof garbage container.

407. The Forest Service should encourage a zero waste strategy that includes the use of compostable products.

408. The Forest Service should develop mechanisms to prevent grizzly bear habituation to garbage in local counties.

409. The Forest Service should monitor and regulate commercial outfitters.

- To reduce user degradation of public lands

**Response**

*Food storage regulations are currently in place on National Forest System lands throughout the PCA and most places outside the PCA in areas occupied by grizzly bears. In response to the concern that the Forest Service should enforce food storage and use regulations, Alternative 2-Modified added direction and guidance for using food storage requirements and information and education to minimize grizzly bear conflicts inside the PCA and in areas determined to be biologically suitable for grizzly bear occupancy through state management plans outside the PCA.*

*The Forest Service does not have the authority to require food storage requirements on private lands. The IGBC and the YES are working cooperatively with the Wyoming Game and Fish Department to develop a working model for resolving grizzly bear/human conflicts in the public*

*land/private land interface throughout the GYA. Several private conservation organizations are providing support to this effort.*

*Educating national forest and national park users regarding proper behavior in bear country, including food storage requirements, use of pepper spray, and human safety considerations have been a high priority for the IGBC and associated ecosystem subcommittees. Current information and education efforts in the GYA are coordinated by a working group of the YES. The Conservation Strategy includes a chapter (chapter 6) that describes the information and education team and outlines the tasks necessary for implementation that will continue after the bear is delisted.*

*The IGBC, in cooperation with the Missoula Technology and Development Center of the Forest Service, has developed a protocol and equipment for testing and certifying bear resistant containers and other tools for keeping food and other attractants unavailable to bears. Recent coordinated efforts with the Forest Service, Montana Fish, Wildlife and Parks, the Grizzly Discovery Center, and the Living with Wildlife Foundation have resulted in a new protocol for evaluating the effectiveness of bear resistant dumpsters and other products primarily for use on private lands. This effort has also resulted in the development of several publications that display all the products that are available for keeping attractants unavailable to bears.*

*All landfills in the GYA that were frequented by bears in the past have either been closed or restructured to preclude bears from gaining food rewards. Compost sites will likely provide a similar attractant to bears as landfills do. Homeowners are discouraged from composting in areas occupied by grizzly bears.*

*One county commissioner from Montana, one from Wyoming, and one from Idaho represent GYA counties on the YES and the YGCC that would coordinate grizzly bear management under the Conservation Strategy. Sanitation working groups have been formed for each state that include the respective county commissioner, committee members from the state wildlife management agencies, and the Forest Service, primarily to develop programs for resolving grizzly bear/human conflicts in the private/public land interface.*

*All outfitters on National Forest System lands are required to have permits. Yearly activities are directed by an annual operating plan that is tiered to the permit. Permits and operating plans contain stipulations for running clean camps, proper disposal of trash, and keeping attractants unavailable to bears. It is a violation of their permits to leave trash behind or leave unauthorized caches. Some food caches are permitted during operating seasons as long as they are stored in a bear resistant manner. Outfitter permits are monitored and appropriate action taken on known violations, including cancellation of the permit.*

## **Land management**

### **General concerns**

410. The Forest Service should avoid management plans that restrict land management flexibility.

411. The Forest Service should repeal restrictions on public land use.

412. The Forest Service should resolve the wilderness and roadless area federal designations debate.

#### **Response**

*This FEIS evaluates various alternatives to meet the purpose and need for incorporating grizzly bear habitat management into forest plans. Recreation, including increasing uses, was considered as an issue and affected the development of alternatives with varying amounts of flexibility (FEIS sections 1.7.1, 2.1, and 3.9). Maintaining the conservation measures that have contributed to grizzly bear recovery is the intent of this FEIS and in addition, considers additional measures as the bear population continues to grow (FEIS sections 1.3 and 2.1). Resolving the wilderness and roadless area debate is outside the scope of this FEIS (FEIS section 1.4).*



**Private lands**

413. The Forest Service should clarify their intentions regarding potential land acquisitions.

**Response**

*This FEIS and the alternatives do not outline intentions for land acquisitions. There are no objectives, standards, or guidelines in any alternative related to the lands program, and no effects are expected (FEIS section 3.11). Further discussion in section 3.11 regarding land ownership adjustments recognizes that these efforts can occur, but to clarify in this response, are not a part of this FEIS and the alternatives.*

**Wilderness protection**

414. The Forest Service should consistently implement existing access standards in wilderness areas.

- To prevent their degradation by off-road vehicles

**Response**

*The concern about illegal motorized trespass into wilderness or within restricted areas for grizzly bear security is one that would be addressed if this amendment and associated site-specific restrictions are implemented. The budget to implement the alternatives was considered (FEIS section 3.14), but is otherwise outside the scope of this EIS (FEIS section 1.4).*

**Wilderness designations**

415. The Forest Service should designate the Greater Yellowstone Area National Wilderness Area.

416. The Forest Service should protect roadless wildlands through wilderness designation.

- In the Shoshone and Bridger-Teton National Forests
- To maintain wildlife corridors and genetic variability
- To reduce human-grizzly bear conflict and mortality

**Response**

*The suggestion that the Forest Service should recommend designation of the national forest areas for wilderness is outside the scope of this FEIS (FEIS section 1.4).*

**Roadless areas**

417. The Forest Service should protect roadless areas.

- To ensure recovery of grizzly bears
- To maintain wildlife corridors and genetic variability
- For future generations
- To reduce bear-human conflict and bear mortality

418. The Forest Service should protect roadless areas from road development.

- To reduce human-caused grizzly bear mortality
- To maintain wildlife corridors
- And restore high density motorized access routes to a roadless condition

419. The Forest Service should maintain and expand roadless areas.

- To ensure grizzly bear recovery

420. The Forest Service should incorporate into its forest plan the same roadless area protections that were in effect when the Conservation Strategy and state management plans were adopted.

**Response**

*The focus of this FEIS is to ensure the conservation of habitat to sustain the recovered Yellowstone grizzly bear population. The intent and scope of the FEIS is focused on secure*

*habitat for grizzly bears and not with the management and disposition of roadless areas (FEIS sections 1.2, 1.4, and 3.3.2).*

## **Social concerns**

### **Human population size**

421. The Forest Service should address the impending problem of human overpopulation and preserve our natural resources.

#### **Response**

*Managing human population growth in the GYA is beyond the scope of this FEIS and public land management of the Forest Service.*

### **Education**

422. The Forest Service should provide user education programs.

- To ensure effective restoration efforts
- Demonstrating the importance of protecting our natural environment
- To reduce human-grizzly bear conflict

423. The Forest Service should intensify hunter education programs.

424. The Forest Service should develop citizen-based educational initiatives.

- In a transboundary context

425. The Forest Service should work toward changing public views on wildlife.

- To prevent human-caused mortality of wildlife

#### **Response**

*Public education regarding living and recreating in grizzly bear country is essential for public safety, grizzly security, and minimizing grizzly bear/human conflicts. Information and education programs are ongoing and will continue regardless of the outcome of this FEIS. Section 1.1 describes current education efforts. The scope of this FEIS does not deliberate changes to the information and education efforts (section 1.4).*

### **Economic impact**

426. The Forest Service should conduct a thorough analysis of the economic impacts of grizzly management decisions.

- With regard to physical safety
- With regard to recreation
- With regard to local economies
- With regard to travel and tourism industries

427. The Forest Service should provide an assessment of the economic indicators based on resident households.

- To more accurately represent local households that rely on agricultural incomes

428. The Forest Service should examine the long-term economic impact of Primary Conservation Area expansion on mining operations.

- Including the mining of phosphate ore

429. The Forest Service should acknowledge the economic value of industrial development in the United States.

430. The Forest Service should evaluate the financial advantages to wildlife protection on fishing and tourism industries.

431. The Forest Service should provide accurate comparisons of job creation in the economic portion of the EIS.

432. The Forest Service should reassess its economic evaluation of overall effects to the local populace in Section 3.14 of the EIS.

**Response**

*Economic effects for income and employment were developed at the county level because that is the lowest level where economic data, such as income and employment, are available; community level impacts cannot be determined. Numbers simply are not available to quantitatively describe effects below the county level. Communities are recognized in section 3.13.2 and economic reliance is discussed. Physical safety or the danger the grizzly bears can pose to humans is discussed in section 3.13.2. No scientific peer-reviewed studies are available that indicate recreation and tourism would decline or increase because bears are present in an area. According to a survey of Wyoming residents conducted by the Wyoming Game and Fish Department, there is an almost equal division between Wyoming residents who think they would continue to use (48 percent) and those residents who would discontinue using (44 percent) the outdoor areas where they currently recreate in those areas occupied by grizzly bears (FEIS section 3.13.2).*

*The Forest Service did not assess the economic indicators based on resident households because economic dependency was best described by changes in income and employment by major industry.*

*In regards to phosphate leases, the Application Rules for both secure habitat and developed sites have been updated to state that “Existing oil and gas and other mineral leases would be honored” (FEIS section 2.1). For areas that are not currently leased, the expanded habitat standards and Application Rules would not preclude development, but require grizzly bear needs be considered and addressed in the prescribed manner. This would require additional mitigation and conditions to minimize effects on grizzly bears, and is likely to increase the costs of operation (FEIS section 3.12.2).*

*While some respondents felt protection of game species was an important economic contributor to the fishing and tourism industry and would vary with Alternative 4, there were no assumptions to indicate that game species, which are managed by the state wildlife management agencies, would change by alternative.*

*Providing accurate comparisons of job creation for recreation and tourism was difficult because employment from recreation and tourism, which is also an important component of the regional economy, is much more difficult to estimate, as food services, accommodations, arts, and retail trade all have employment resulting from recreation and tourism. A study available between draft and final EIS indicates comparable benefits from non-motorized recreation and motorized recreation to the economies (considered for a three-county area influenced by the Gallatin National Forest). The results indicate a contribution of less than 1 percent of the total employment in the three-county area (USDA Forest Service 2005a).*

**Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA**

The 1998 baseline represents the most approximate estimate of the habitat standards within the PCA as of 1998. That estimate relied on the best data available of what was known to be on the ground at the time. Baseline data establish a set of information against which future improvements and /or impacts can be assessed. As new information is available, the database will be adjusted and will serve as a tracking system for monitoring improvements and evaluating habitat conditions and the need for mitigation measures in the future. Any feature(s) not included in this 1998 baseline will be reviewed to determine its status in 1998. If the feature was present in 1998, it will be added to the baseline tables or maps, otherwise the feature will be subject to the standards and Application Rules identified in this document.

**BMU/Subunit Information within the PCA**

Within the PCA there are 18 bear management units (BMUs) and 40 BMU subunits, totaling 5,894,00 acres (Figure 118 and Figure 120). The major land management agencies include six national forests and two national parks.

**Secure Habitat and Motorized Access Route Density within the PCA for each BMU Subunit**

Using GIS databases created by each administrative unit, the percent secure habitat, open motorized access route density > 1 mile per square mile, and total motorized access route density > 2 miles/square mile were estimated as of 1998 for each BMU subunit (Figure 119). OMARD is evaluated for each of two seasons, as access routes may be restricted in one season and not another. TMARD and secure habitat are single values by definition and do not vary by season. The contribution of private roads and state and county highways was also evaluated for each BMU subunit (Figure 121). These values represent a minimum percent for OMARD and TMARD, and a maximum percent for secure habitat even if all motorized access features administered by the land management agencies were obliterated or decommissioned on public lands. A standardized program (AML) that runs in the ARC/INFO software environment was used to make the calculations. The buffer command in ARC/INFO is used to buffer all relevant motorized access features by 500 meters. The area outside of this buffer is secure habitat. (For this analysis, areas open to OHV [off-highway vehicle] use were also excluded.) Motorized access route density is calculated using a moving windows process with 30-meter cells and a one-mile square window.

**Figure 118. General BMU subunit information (thousands of acres) inside the PCA.**

Subunit name	BMU #	Acres	Land management agencies
Bechler/Teton	18	341.8	Caribou-Targhee NF, Yellowstone NP, Grand Teton NP
Boulder/Slough #1	4	180.5	Custer NF, Gallatin NF
Boulder/Slough #2	4	148.5	Custer NF, Gallatin NF, Yellowstone NP
Buffalo/Spread Creek #1	17	142.1	Bridger-Teton NF, Grand Teton NP
Buffalo/Spread Creek #2	17	325.1	Bridger-Teton NF
Crandall/Sunlight #1	6	83.2	Gallatin NF, Shoshone NF
Crandall/Sunlight #2	6	202.2	Gallatin NF, Shoshone NF
Crandall/Sunlight #3	6	142.1	Shoshone NF
Firehole/Hayden #1	10	217.0	Yellowstone NP
Firehole/Hayden #2	10	113.3	Yellowstone NP
Gallatin #1	2	81.9	Yellowstone NP
Gallatin #2	2	99.2	Yellowstone NP
Gallatin #3	2	139.5	Gallatin NF

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

<b>Subunit name</b>	<b>BMU #</b>	<b>Acres</b>	<b>Land management agencies</b>
Hellroaring/Bear #1	3	118.4	Gallatin NF, Yellowstone NP
Hellroaring/Bear #2	3	146.6	Gallatin NF, Yellowstone NP
Henrys Lake #1	12	128.6	Caribou-Targhee NF
Henrys Lake #2	12	97.9	Caribou-Targhee NF, Gallatin NF
Hilgard #1	1	128.6	Beaverhead-Deerlodge NF, Gallatin NF
Hilgard #2	1	90.2	Beaverhead-Deerlodge NF, Gallatin NF
Lamar #1	5	192.0	Custer NF, Yellowstone NP
Lamar #2	5	115.8	Yellowstone NP
Madison #1	11	145.3	Beaverhead-Deerlodge NF, Gallatin NF
Madison #2	11	100.5	Gallatin NF
Pelican/Clear #1	8	69.1	Yellowstone NP
Pelican/Clear #2	8	164.5	Yellowstone NP
Plateau #1	13	183.0	Caribou-Targhee NF, Gallatin NF, Yellowstone NP
Plateau #2	13	268.8	Caribou-Targhee NF, Yellowstone NP
Shoshone #1	7	78.1	Shoshone NF
Shoshone #2	7	84.5	Shoshone NF
Shoshone #3	7	90.2	Shoshone NF
Shoshone #4	7	121.0	Shoshone NF
South Absaroka #1	16	104.3	Shoshone NF
South Absaroka #2	16	122.2	Shoshone NF
South Absaroka #3	16	222.7	Shoshone NF
Thorofare #1	15	175.4	Bridger-Teton NF, Yellowstone NP
Thorofare #2	15	115.2	Bridger-Teton NF, Yellowstone NP
Two Ocean/Lake #1	14	310.4	Bridger-Teton NF, Yellowstone NP
Two Ocean/Lake #2	14	91.5	Bridger-Teton NF, Yellowstone NP
Washburn #1	9	113.9	Yellowstone NP
Washburn #2	9	92.2	Yellowstone NP

*Figure 119. The 1998 baseline values for secure habitat, OMARD >1 mile per square mile, and TMARD >2 miles per square mile for 40 BMU subunits in the GYA. Includes USFS, BLM, state, county, and private motorized access routes. Size is shown in thousands of acres<sup>1</sup>.*

Subunit name	BMU #	OMARD % > 1 mi/sq mi		TMARD % >2 mi/sq mi	% secure habitat <sup>2</sup>	Size
		S1	S2			
Bechler/Teton	18	12.7	12.7	4.7	78.1	341.8
Boulder/Slough #1	4	2.2	2.2	0.1	96.6	180.5
Boulder/Slough #2	4	1.0	1.0	0	97.7	148.5
Buffalo/Spread Creek #1	17	10.1	10.2	4.1	88.3	142.1 (140.8)
Buffalo/Spread Creek #2	17	13.3	14.5	10.4	74.3	325.1
Crandall/Sunlight #1	6	11.9	16.2	4.0	81.1	83.2
Crandall/Sunlight #2	6	13.6	14.6	8.9	82.3	202.2
Crandall/Sunlight #3	6	12.8	16.6	8.2	80.4	142.1
Firehole/Hayden #1	10	6.3	6.3	1.2	88.4	217.0
Firehole/Hayden #2	10	6.3	6.3	0.9	88.4	113.3
Gallatin #1	2	1.6	1.6	0.1	96.3	81.9
Gallatin #2	2	7.8	7.8	3.8	90.2	99.2
Gallatin #3	2	41.5	42.5	16.9	55.3	139.5
Hellroaring/Bear #1	3	20.8	21.5	13.5	77.0	118.4
Hellroaring/Bear #2	3	0.6	0.6	0.2	99.5	146.6
Henrys Lake #1	12	44.7	44.7	25.9	45.4	128.6 (122.2)
Henrys Lake #2	12	46.1	46.1	28.1	45.7	97.9 (89.6)
Hilgard #1	1	25.1	25.1	12.5	69.8	128.6
Hilgard #2	1	16.0	16.0	10.3	71.5	90.2
Lamar #1	5	7.0	7.0	3.3	89.4	192.0
Lamar #2	5	0	0	0	100	115.8
Madison #1	11	24.2	24.5	10.2	71.5	145.3
Madison #2	11	31.7	31.7	22.3	66.5	100.5 (95.4)

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Subunit name	BMU #	OMARD % > 1 mi/sq mi		TMARD % >2 mi/sq mi	% secure habitat <sup>2</sup>	Size
		S1	S2			
Pelican/Clear #1	8	1.3	1.3	0.4	97.8	69.1
Pelican/Clear #2	8	3.0	3.0	0.2	94.1	164.5
Plateau #1	13	19.0	19.2	9.8	68.9	183.0
Plateau #2	13	6.1	6.1	2.4	88.7	268.8
Shoshone #1	7	1.5	1.5	0.9	98.5	78.1
Shoshone #2	7	1.1	1.1	0.4	98.8	84.5
Shoshone #3	7	3.4	3.4	1.3	97.0	90.2
Shoshone #4	7	3.9	4.6	2.0	94.9	121.0
South Absaroka #1	16	0.4	0.4	0	99.2	104.3
South Absaroka #2	16	0	0	0	99.9	122.2
South Absaroka #3	16	2.1	2.1	2.3	96.8	222.7
Thorofare #1	15	0	0	0	100	175.4
Thorofare #2	15	0	0	0	100	115.2
Two Ocean/Lake #1	14	1.8	1.8	0.1	96.3	310.4 (238.1)
Two Ocean/Lake #2	14	0	0	0	100	91.5 (80.0)
Washburn #1	9	12.4	12.4	2.9	83.0	113.9
Washburn#2	9	3.6	3.6	0.7	92.0	92.2
Mean for PCA/total acres		10.4	10.7	5.3	85.6	5,893.8 (5,782.4)

<sup>1</sup> Lakes >1 mile in size were removed from subunit totals, OMARD, TMARD, and secure habitat calculations. Numbers in parentheses are acres of subunit without these lakes.

<sup>2</sup> Percent secure habitat was rounded to the nearest whole percent for showing BMU subunits that are below 70 percent (Figure 120).

Figure 120. BMU subunits.

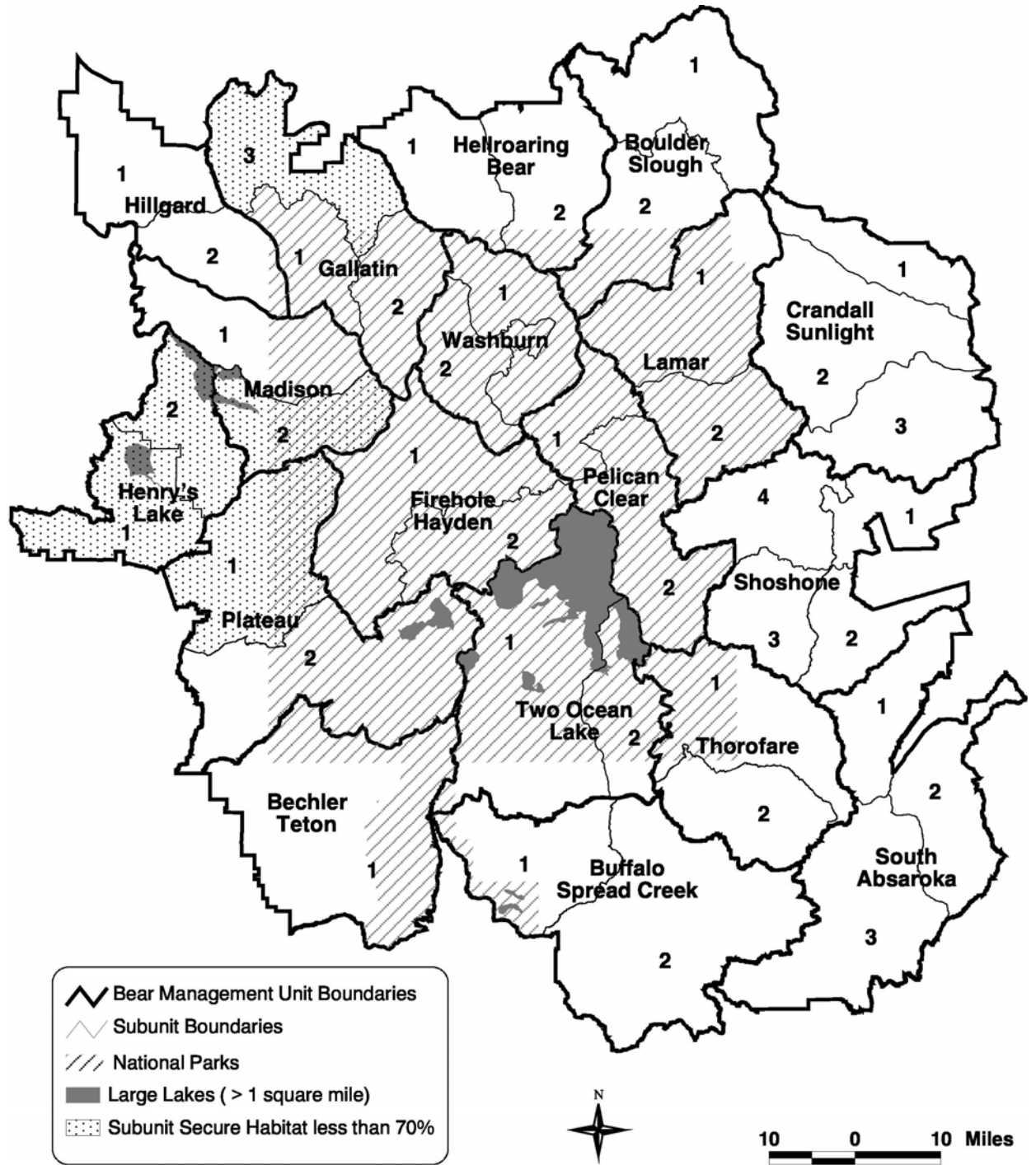




Figure 121. The 1998 baseline values for secure habitat, OMARD >1 mile per square mile, and TMARD >2 miles per square mile for 40 BMU subunits in the GYA. Includes only private roads and state and county highways<sup>2</sup>. Size is shown in thousands of acres<sup>1,2</sup>.

Subunit name	BMU #	OMARD % > 1 mi/sq mi		TMARD % >2 mi/sq mi	% secure habitat <sup>2</sup>	Size
		S1	S2			
Bechler/Teton	18	0	0	0	99	341.8
Boulder/Slough #1	4	2	2	0	97	180.5
Boulder/Slough #2	4	0	0	0	100	148.5
Buffalo/Spread Creek #1	17	0	0	0	99	142.1 (140.8)
Buffalo/Spread Creek #2	17	2	2	0	95	325.1
Crandall/Sunlight #1	6	6	6	1	92	83.2
Crandall/Sunlight #2	6	8	8	1	89	202.2
Crandall/Sunlight #3	6	5	5	1	93	142.1
Firehole/Hayden #1	10	0	0	0	100	217.0
Firehole/Hayden #2	10	0	0	0	100	113.3
Gallatin #1	2	0	0	0	99	81.9
Gallatin #2	2	1	1	0	99	99.2
Gallatin #3	2	16	16	8	81	139.5
Hellroaring/Bear #1	3	9	9	4	91	118.4
Hellroaring/Bear #2	3	0	0	0	100	146.6
Henrys Lake #1	12	31	31	16	67	128.6 (122.2)
Henrys Lake #2	12	14	14	7	85	97.9 (89.6)
Hilgard #1	1	6	6	2	91	128.6
Hilgard #2	1	2	2	3	92	90.2
Lamar #1	5	2	2	1	97	192.0
Lamar #2	5	0	0	0	100	115.8
Madison #1	11	6	6	3	94	145.3
Madison #2	11	8	8	4	90	100.5 (95.4)

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Subunit name	BMU #	OMARD % > 1 mi/sq mi		TMARD % >2 mi/sq mi	% secure habitat <sup>2</sup>	Size
		S1	S2			
Pelican/Clear #1	8	0	0	0	100	69.1
Pelican/Clear #2	8	0	0	0	100	164.5
Plateau #1	13	2	2	1	95	183.0
Plateau #2	13	0	0	0	99	268.8
Shoshone #1	7	1	1	0	99	78.1
Shoshone #2	7	0	0	0	99	84.5
Shoshone #3	7	1	1	0	98	90.2
Shoshone #4	7	1	1	0	96	121.0
South Absaroka #1	16	0	0	0	99	104.3
South Absaroka #2	16	0	0	0	100	122.2
South Absaroka #3	16	0	0	0	100	222.7
Thorofare #1	15	0	0	0	100	175.4
Thorofare #2	15	0	0	0	100	115.2
Two Ocean/Lake #1	14	0	0	0	100	310.4 (238.1)
Two Ocean/Lake #2	14	0	0	0	100	91.5 (80.0)
Washburn #1	9	0	0	0	100	113.9
Washburn#2	9	0	0	0	100	92.2
Mean for PCA/total acres		3	3	1.3	96	5,893.8 (5,782.4)

<sup>1</sup> Lakes >1 square mile in size were removed from subunit totals, OMARD, TMARD, and secure habitat calculations. Numbers in parentheses are acres of subunit without these lakes.

<sup>2</sup> These motorized features are not subject to management under this proposal and the values in this table represent a minimum percent for OMARD and TMARD, and a maximum percent for secure habitat even if all motorized access features administered by the land management agencies were obliterated or decommissioned on public lands.

Figure 122. Acres (in thousands) and national forest/national park overlap when applying the 1 percent rule<sup>1</sup>.

BMU #	Largest BMU subunit	1% rule acres <sup>2</sup>	National forests within the entire BMU	National parks within the entire BMU
18	Bechler/Teton #1	3.4	Targhee	Yellowstone, Grand Teton
4	Boulder/Slough #1	1.8	Custer, Gallatin	Yellowstone
17	Buffalo/Spread Creek #2	3.3	Bridger-Teton	Grand Teton
6	Crandall/Sunlight #2	2.0	Gallatin, Shoshone	
10	Firehole/Hayden #1	2.2		Yellowstone
2	Gallatin #3	1.4	Gallatin	Yellowstone
3	Hellroaring/Bear #2	1.5	Gallatin	Yellowstone
12	Henry's Lake #1	1.2	Gallatin, Targhee	
1	Hilgard #1	1.3	Beaverhead, Gallatin	Yellowstone
5	Lamar #1	1.9	Custer, Gallatin	Yellowstone
11	Madison #1	1.5	Gallatin	Yellowstone
8	Pelican/Clear #2	1.6		Yellowstone
13	Plateau #2	2.7	Gallatin, Targhee	Yellowstone
7	Shoshone #4	1.2	Shoshone	
16	South Absaroka #3	2.2	Shoshone	
15	Thorofare #1	1.2	Bridger-Teton	Yellowstone
14	Two Ocean/Lake #1	2.4	Bridger-Teton	Yellowstone, Grand Teton
9	Washburn #1	1.1		Yellowstone
PCA	Total 1% rule acres	34.4		
	Total 1% rule acres—BMUs with national parks only	4.9		
	Total 1% rule acres—BMUs with national forests only	6.6		
	Total 1% rule acres—BMUs with national forests plus national parks	22.9		

<sup>1</sup> The 1 percent rule is based on the size of the largest BMU subunit. When BMU boundaries include more than one national forest and/or national park, administrative units will need to coordinate to ensure that the 1 percent rule is not exceeded.

<sup>2</sup> Large lakes not included in 1 percent rule acre calculations.

Figure 123. Miles of OMAR to be closed to meet Standard for Alternatives 3 and 4 within the PCA.

Subunit name	Miles of OMAR within inventoried roadless areas to be closed in Alternatives 3 and 4	Additional miles of OMAR to be closed to meet minimum 70% secure	Total miles of OMAR to be closed
Bechler/Teton	2	0	2
Boulder/Slough #1	0	0	0
Boulder/Slough #2	0	0	0
Buffalo/Spread Creek #1	2	0	2
Buffalo/Spread Creek #2	19	0	19
Crandall/Sunlight #1	14	0	14
Crandall/Sunlight #2	8	0	8
Crandall/Sunlight #3	8	0	8
Firehole/Hayden #1	0	0	0
Firehole/Hayden #2	0	0	0
Gallatin #1	0	0	0
Gallatin #2	0	0	0
Gallatin #3	105		105
Hellroaring/Bear #1	15	0	15
Hellroaring/Bear #2	0	0	0
Henrys Lake #1	3	58.6	61.6
Henrys Lake #2	20	29.6	49.6
Hilgard #1	80	0	80
Hilgard #2	37	0	37
Lamar #1	6	0	6
Lamar #2	0	0	0
Madison #1	62	0	62
Madison #2	0	8.4	8.4
Pelican/Clear #1	0	0	0
Pelican/Clear #2	0	0	0
Plateau #1	7	0	7
Plateau #2	0	0	0
Shoshone #1	0	0	0

Subunit name	Miles of OMAR within inventoried roadless areas to be closed in Alternatives 3 and 4	Additional miles of OMAR to be closed to meet minimum 70% secure	Total miles of OMAR to be closed
Shoshone #2	0	0	0
Shoshone #3	0	0	0
Shoshone #4	1	0	1
South Absaroka #1	0	0	0
South Absaroka #2	0	0	0
South Absaroka #3	1	0	1
Thorofare #1	0	0	0
Thorofare #2	0	0	0
Two Ocean/Lake #1	0	0	0
Two Ocean/Lake #2	0	0	0
Washburn #1	0	0	0
Washburn #2	0	0	0
Total	390	96.6	486.6

Figure 124. Changes in acres (in thousands) of secure habitat to meet Standard 1 for Alternatives 3 and 4 within the PCA.

Subunit name	Existing acres of secure habitat	Increased acres of secure habitat when OMARs are closed in inventoried roadless areas	Additional acres of secure habitat needed to reach minimum 70% secure	Total acres of secure habitat for Alternatives 3 and 4
Bechler/Teton	266.9	3.0	0	269.9
Boulder/Slough #1	174.3	0.2	0	174.6
Boulder/Slough #2	145.1	0	0	145.1
Buffalo/Spread Creek #1	124.3	1.0	0	125.3
Buffalo/Spread Creek #2	241.4	10.2	0	251.7
Crandall/Sunlight #1	67.5	6.5	0	74.0
Crandall/Sunlight #2	166.4	5.6	0	172.1
Crandall/Sunlight #3	114.2	7.6	0	121.9
Firehole/Hayden #1	191.8	0	0	191.8
Firehole/Hayden #2	100.1	0	0	100.1
Gallatin #1	78.9	0	0	78.9

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

<b>Subunit name</b>	<b>Existing acres of secure habitat</b>	<b>Increased acres of secure habitat when OMARs are closed in inventoried roadless areas</b>	<b>Additional acres of secure habitat needed to reach minimum 70% secure</b>	<b>Total acres of secure habitat for Alternatives 3 and 4</b>
Gallatin #2	89.5	0	0	89.5
Gallatin #3	77.2	28.7	0	105.8
Hellroaring/Bear #1	91.2	6.4	0	97.5
Hellroaring/Bear #2	145.8	0	0	145.8
Henrys Lake #1	55.5	6.8	23.3	85.6
Henrys Lake #2	40.9	10.0	11.8	62.7
Hilgard #1	89.8	19.0	0	108.8
Hilgard #2	64.5	13.6	0	78.1
Lamar #1	171.6	3.4	0	175.0
Lamar #2	115.8	0	0	115.8
Madison #1	103.9	22.2	0	126.1
Madison #2	63.4	0	3.3	66.8
Pelican/Clear #1	67.6	0	0	67.6
Pelican/Clear #2	154.8	0	0	154.8
Plateau #1	126.1	2.2	0	128.3
Plateau #2	238.4	0	0	238.4
Shoshone #1	76.9	0.2	0	77.2
Shoshone #2	83.5	0.4	0	83.9
Shoshone #3	87.5	1.0	0	88.5
Shoshone #4	114.8	2.0	0	116.8
South Absaroka #1	103.5	0	0	103.5
South Absaroka #2	122.1	0.1	0	122.2
South Absaroka #3	215.6	1.3	0	216.9
Thorofare #1	175.4	0	0	175.4
Thorofare #2	115.2	0	0	115.2
Two Ocean/Lake #1	229.3	0.1	0	229.4
Two Ocean/Lake #2	80.0	0	0	80.0
Washburn #1	94.6	0	0	94.6
Washburn #2	84.8	0	0	84.8
<b>Total</b>	<b>4,950.1</b>	<b>151.5</b>	<b>38.4</b>	<b>5,140.3</b>

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

**Developed Sites on Public Lands within the PCA**

Developed sites include all sites on public land developed or improved for human use or resource development such as campgrounds, trailheads, lodges, administrative sites, service stations, summer homes, restaurants, visitors’ centers, and permitted resource development sites such as oil and gas exploratory wells, production wells, plans of operation for minerals activities, work camps, etc. Developed sites on public lands are currently inventoried in existing GIS databases and are an input item to the Yellowstone Grizzly Bear Cumulative Effects Model (CEM).

Figure 125 displays the number of developed sites for each administrative unit by BMU subunit as of 1998

**Figure 125. The 1998 baseline for number of developed sites on public lands within each of the BMU subunits in the GYA.**

Subunit	Administrative units	Permitted summer home complexes <sup>1</sup>	Developed campgrounds <sup>2</sup>	Trailheads	Major developed sites and lodges	Administrative or maintenance sites	Other developed sites <sup>3</sup>	Plans of operation for minerals activities <sup>4</sup>
Bechler/Teton	Targhee NF	0	1	5	2	4	17	0
	Yellowstone NP	0	0	2	0	2	2	0
	Grand Teton NP	0	8	3	1	3	10	0
Boulder/Slough #1	Custer NF	0	0	1	0	0	0	6
	Gallatin NF	0	1	7	0	1	3	2
Boulder/Slough #2	Gallatin NF	0	0	0	0	2	0	0
	Yellowstone NP	0	1	3	0	2	1	0
Buffalo/Spread Creek #1	Bridger-Teton NF	0	1	1	0	0	1	0
	Grand Teton NP	0	0	7	2	2	3	0
Buffalo/Spread Creek #2	Bridger-Teton NF	1	4	3	3	4	5	2
Crandall/Sunlight #1	Shoshone NF	0	2	5	1	1	5	0
	Gallatin NF	0	1	2	0	0	5	0
Crandall/Sunlight #2	Shoshone NF	0	5	4	1	2	5	1
	Gallatin NF	0	1	0	0	0	0	0
Crandall/Sunlight #3	Shoshone NF	0	2	3	0	1	2	0
	Wyoming Game and Fish	0	2	0	0	1	0	0
Firehole/Hayden #1	Yellowstone NP	0	1	5	1	6	13	0

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Subunit	Administrative units	Permitted summer home complexes <sup>1</sup>	Developed campgrounds <sup>2</sup>	Trailheads	Major developed sites and lodges	Administrative or maintenance sites	Other developed sites <sup>3</sup>	Plans of operation for minerals activities <sup>4</sup>
Firehole/Hayden #2	Yellowstone NP	0	1	3	1	2	8	0
Gallatin #1	Yellowstone NP	0	0	3	0	1	0	0
Gallatin #2	Yellowstone NP	0	2	5	1	12	1	0
Gallatin #3	Gallatin NF	0	2	10	0	0	7	0
	Yellowstone NP	0	0	0	0	0	0	0
Hellroaring/Bear #1	Gallatin NF	0	5	12	1	1	5	8 <sup>5</sup>
	Yellowstone NP	0	0	1	0	0	1	0
Hellroaring/Bear #2	Gallatin NF	0	0	1	0	1	0	0
	Yellowstone NP	0	0	0	0	2	0	0
Henrys Lake #1	Targhee NF	2	3	1	0	3	10	1
Henrys Lake #2	Targhee NF	0	0	1	0	1	1	1
	Gallatin NF	6	3	4	0	0	2	0
Hilgard #1	Beaverhead NF	0	0	0	0	3	0	0
	Gallatin NF	0	0	6	1	2	2	0
Hilgard #2	Gallatin NF	0	0	4	0	1	1	0
	Yellowstone NP	0	0	3	0	0	0	0
Lamar #1	Yellowstone NP	0	1	5	0	3	2	0
	Gallatin NF	0	2	5	0	6	4	6
	Shoshone NF	0	0	0	0	0	0	0
	Custer NF	0	0	1	0	0	0	2
Lamar #2	Yellowstone NP	0	0	0	0	4	0	0
Madison #1	Gallatin NF	0	1	11	0	1	9	0
	Yellowstone NP	0	0	0	0	0	0	0
Madison #2	Gallatin NF	8	2	1	1	6	6	0
	Yellowstone NP	0	0	1	0	2	1	0



Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Subunit	Administrative units	Permitted summer home complexes <sup>1</sup>	Developed campgrounds <sup>2</sup>	Trailheads	Major developed sites and lodges	Administrative or maintenance sites	Other developed sites <sup>3</sup>	Plans of operation for minerals activities <sup>4</sup>
Pelican/Clear #1	Yellowstone NP	0	0	2	0	0	0	0
Pelican/Clear #2	Yellowstone NP	0	1	4	1	4	3	0
Plateau #1	Targhee NF	1	0	0	0	0	1	0
	Gallatin NF	0	0	1	0	0	0	0
	Yellowstone NP	0	0	0	0	1	0	0
Plateau #2	Targhee NF	0	1	1	0	1	1	0
	Yellowstone NP	0	0	0	0	4	0	0
Shoshone #1	Shoshone NF	1	2	0	0	0	6	0
Shoshone #2	Shoshone NF	0	0	1	1	0	0	0
Shoshone #3	Shoshone NF	2	0	1	1	0	0	0
Shoshone #4	Shoshone NF	3	3	3	6	0	8	0
South Absaroka #1	Shoshone NF	0	0	0	0	0	0	0
South Absaroka #2	Shoshone NF	0	0	0	0	2	0	0
South Absaroka #3	Shoshone NF	1	3	4	1	1	4	0
Thorofare #1	Bridger-Teton NF	0	0	0	0	0	0	0
	Yellowstone NP	0	0	0	0	4	0	0
Thorofare #2	Bridger-Teton NF	0	0	0	0	2	0	0
	Yellowstone NP	0	0	0	0	0	0	0
Two Ocean/Lake #1	Yellowstone NP	0	2	3	1	3	2	0
	Bridger-Teton NF	0	1	0	0	0	0	0
	Grand Teton NP	0	0	1	0	0	1	0
Two Ocean/Lake #2	Yellowstone NP	0	0	0	0	2	0	0
	Bridger-Teton NF	0	0	0	0	1	0	0

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Subunit	Administrative units	Permitted summer home complexes <sup>1</sup>	Developed campgrounds <sup>2</sup>	Trailheads	Major developed sites and lodges	Administrative or maintenance sites	Other developed sites <sup>3</sup>	Plans of operation for minerals activities <sup>4</sup>
Washburn #1	Yellowstone NP	0	2	8	2	7	6	0
Washburn #2	Yellowstone NP	0	1	6	0	1	4	0
Primary Conservation Area	All	25	68	164	29	115	168	29

<sup>1</sup> Single permitted recreation residences are classified as other developed sites in this table. Figure 71 classifies these single residences as permitted summer home complexes.

<sup>2</sup> Four trailheads on the Bridger-Teton National Forest are combined with the associated campgrounds and are considered a single developed site.

<sup>3</sup> Includes developed recreation sites shown in Figure 71 as well as community infrastructure sites, dams (Figure 103), and other miscellaneous facilities .

<sup>4</sup> Mining claims with plans of operation are considered developed sites for this baseline. Currently, not all sites have active projects.

<sup>5</sup> Includes one mineral materials site with an outside contractor.

Figure 126. Number of mining claims as of 1998 in BMU subunits in the PCA<sup>1</sup>.

Subunit	Gallatin NF	Custer NF	Caribou-Targhee NF	Shoshone NF	Bridger-Teton NF
Boulder/Slough #1	8	144			
Buffalo/Spread Creek #1					14
Buffalo/Spread Creek #2					6
Hellroaring/Bear #1	653				
Henrys Lake #1			5		
Henrys Lake #2			3		
Lamar #1	429	42			
Shoshone #3				16	
South Absaroka #2				28	
South Absaroka #3				6	
Total	1,090	186	8	50	20

<sup>1</sup> Activities based in statutory rights, such as oil and gas leases and mining claims under the 1872 General Mining Law are also tracked as part of the developed site monitoring effort. Mining claims and or oil and gas leases do not in and of themselves constitute a site development, but have the potential to be developed sometime in the future. There were no oil and gas leases inside the PCA as of 1998, and 1,354 mining claims in ten subunits inside the PCA. It is important to note that one mining claim does not necessarily mean a potential for one operating plan. Claims are often staked around known mineral deposits to protect the original claim, and operating plans can sometimes encompass hundreds of claims. In addition, there are always a number of claims filed that, after detailed exploration, do not prove to have enough mineralization to be economically developed. Claims or claim groups with approved operating plans are included in the developed site baseline (Figure 125).

**Livestock Grazing on Public Lands within the PCA**

There were 100 commercial livestock grazing allotments inside the PCA in 1998 and 23,090 permitted sheep AMs (Figure 127). Allotments with less than 100 acres inside the PCA were not included. Where several allotments are managed as one, this was counted as a single allotment. Sheep AMs are calculated by multiplying the permitted number of sheep times the months of permitted use. In many cases, actual use by sheep may have been less than the permitted numbers identified for 1998.

Figure 127. Number of commercial livestock grazing allotments and sheep AMs inside the PCA in 1998.

Administrative unit	Cattle allotments		Sheep allotments		Sheep AMs <sup>1</sup>
	Active <sup>2</sup>	Vacant	Active <sup>1</sup>	Vacant	
Beaverhead-Deerlodge NF	2	3	0	0	0
Bridger-Teton NF	9	0	0	0	0
Caribou-Targhee NF	9	1	7	4	14,163
Custer NF	0	0	0	0	0
Gallatin NF	24	9	2	3	3,540
Shoshone NF	24	0	2	0	5,387
Grand Teton NP	1	0	0	0	0
Total in PCA	69	13	11	7	23,090

<sup>1</sup>Since 1998 five of the seven active sheep allotments on the Caribou-Targhee National Forest and the two active sheep allotments on the Shoshone National Forest within the PCA have been closed. As of 2004, there are only four active sheep allotments in side the PCA, totaling 7,130 AMs.

<sup>2</sup> One of the active cattle allotments on the Bridger-Teton National Forest was closed in late 2003.

<sup>3</sup>Vacant allotments are those without an active permit but may be used periodically by other permittees at the discretion of the land management agency to resolve resource issues or other concern

**Habitat Effectiveness**

Habitat effectiveness outputs from the CEM (Weaver et al. 1986, Bevins 1997, Dixon 1997, Mattson et al. 2004) as of 1998 are presented in Figure 128. Habitat effectiveness is a relative measure of that part of the energy potentially derived from the area that is available to bears given their response to humans (Mattson et al. 2004). The higher the number the greater the habitat effectiveness. The highest values in the estrus period are associated with cutthroat trout spawning streams, high values in early hyperphagia are a result of moth aggregation sites and high values in late hyperphagia are primarily due to whitebark pine. HE is calculated using the ICE9 software (Bevins 1997), which evaluates information, contained in several GIS and tabular databases. The databases include digital maps of vegetation, ungulate winter ranges, and point, linear, and dispersed human activities; coefficient tables that categorize the relative values of vegetation and human activities; and tables that identify the type, intensity, and duration of the human activities.

Figure 128. 1998 habitat effectiveness (HE) values by season from the Yellowstone grizzly bear CEM for each of the 40 GYA grizzly bear management subunits<sup>1</sup>.

<b>Subunit</b>	<b>Spring (3/1-5/15) HE</b>	<b>Estrus (5/16-7/15) HE</b>	<b>Early Hyperphagia (7/16-8/31) HE</b>	<b>Late Hyperphagia (9/1-11/30) HE</b>
Bechler/Teton#1	116	64	44	274
Boulder/Slough#1	105	105	119	853
Boulder/Slough#2	123	112	111	521
Buffalo/Spread Cr#1	79	86	78	267
Buffalo/Spread Cr#2	58	98	125	863
Crandall/Sunlight#1	53	94	78	800
Crandall/Sunlight#2	52	82	124	329
Crandall/Sunlight#3	53	50	156	208
Firehole/Hayden#1	96	189	162	244
Firehole/Hayden#2	45	843	66	342
Gallatin#1	139	144	198	635
Gallatin#2	104	97	105	585
Gallatin#3	78	69	89	599
Hellroaring/Bear#1	85	74	95	678
Hellroaring/Bear#2	117	99	98	628
Henry's Lake#1	41	39	32	178

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

<b>Subunit</b>	<b>Spring (3/1-5/15) HE</b>	<b>Estrus (5/16-7/15) HE</b>	<b>Early Hyperphagia (7/16-8/31) HE</b>	<b>Late Hyperphagia (9/1-11/30) HE</b>
Henrys Lake#2	41	41	33	225
Hilgard#1	99	68	91	614
Hilgard#2	81	97	132	902
Lamar#1	127	118	136	571
Lamar#2	132	167	180	795
Madison#1	53	115	227	390
Madison#2	41	60	147	63
Pelican/Clear#1	103	324	105	560
Pelican/Clear#2	105	2253	203	997
Plateau#1	26	49	36	109
Plateau#2	75	81	56	442
Shoshone#1	39	50	115	264
Shoshone#2	51	56	1424	387
Shoshone#3	65	57	583	484
Shoshone#4	57	78	327	392
South Absaroka#1	55	57	392	399
South Absaroka#2	41	45	339	250

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<b>Subunit</b>	<b>Spring (3/1-5/15) HE</b>	<b>Estrus (5/16-7/15) HE</b>	<b>Early Hyperphagia (7/16-8/31) HE</b>	<b>Late Hyperphagia (9/1-11/30) HE</b>
South Absaroka#3	46	73	303	551
Thorofare #1	84	488	298	956
Thorofare #2	79	82	295	583
Two Ocean/Lake#1	115	1300	64	426
Two Ocean/Lake#2	117	2401	107	1079
Washburn#1	121	110	126	404
Washburn#2	99	86	85	272

<sup>1</sup>Weaver et al. 1986, Bevins 1997, Dixon 1997. HE values are based on productivity coefficients depicting an average year (Mattson et al. 2004). The higher the number the greater the HE.

**Analysis Unit Information for Alternative 4 Areas outside the PCA**

For Alternative 4 outside the PCA, there are 39 Analysis Units (AUs) totaling 5,999,000 acres on six national forests (Figure 131). National Forest System land comprises 96 percent of this area. Private and other agency lands within national forest boundaries comprise 4 percent of this area.

***Secure Habitat for each Analysis Unit in Alternative 4 Areas outside the PCA***

Using GIS databases created by each administrative unit, the percent secure habitat was estimated as of 2003 for each AU for National Forest System lands in Alternative 4 (Figure 129). A standardized program (AML) that runs in the ARC/INFO software environment was used to make the calculations. The buffer command in ARC/INFO is used to buffer all relevant motorized access features by 500 meters. The area outside of this buffer is secure habitat. For this analysis, areas open to OHV [off-highway vehicle] use were also excluded.



Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Figure 129. Secure habitat analysis on National Forest System lands for each analysis unit in Alternative 4 areas outside the PCA. Acres are shown in thousands.

Analysis unit	Total national forest acres	Existing national forest secure habitat acres	Existing % secure habitat	New additional acres of secure habitat to meet Standard 1 in Alternative 4 <sup>1</sup>	Total % secure habitat for Alternative 4	Minimum miles of motorized access to close to achieve Alternative 4 standards	Total existing open motorized access miles
Beaverhead 2	258.9	162.4	63	18.9	70	29	499.3
Beaverhead 3	304.2	161.5	53.1	71.7	77	97	585.2
Beaverhead 4	152.5	143.5	94	8.6	100	2	21.9
Beaverhead 5	99.0	50.2	51	32.1	83	45	173.3
Beaverhead 6	224.0	149.1	67	50.5	89	37	242.3
Beaverhead 7	257.8	157.3	61	41.1	77	30	322.2
Beaverhead 8	54.9	53.6	98	0	98	0	4.4
Beaverhead 9	113.7	55.0	48	24.6	70	21	215.8
Beaverhead 10	114.6	62.9	55	30.5	82	17	179.5
Bridger-Teton 2	131.6	126.7	96	4.1	99	10	13.6
Bridger-Teton 3	190.4	190.4	100	0	100	0	0
Bridger-Teton 4	337.8	222.3	66	58.1	83	195	449.1

Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA

Analysis unit	Total national forest acres	Existing national forest secure habitat acres	Existing % secure habitat	New additional acres of secure habitat to meet Standard 1 in Alternative 4 <sup>1</sup>	Total % secure habitat for Alternative 4	Minimum miles of motorized access to close to achieve Alternative 4 standards	Total existing open motorized access miles
Bridger-Teton 5	324.9	206.3	64 <sup>2</sup>	45.3	77	57	271.5
Bridger-Teton 6	128.9	109.5	85 <sup>2</sup>	9.0	92	13	40.8
Bridger-Teton 7	179.3	130.1	73 <sup>2</sup>	27.5	88	24	99.3
Custer 2	136.7	118.4	87	4.8	90	5	70.4
Custer 3	204.2	188.3	92	2.7	94	5	50.1
Gallatin 2	183.1	130.7	71	9.3	76	17	356.7
Gallatin 3	100.8	65.2	65	6.0	71	10	180.0
Gallatin 4	187.3	161.8	86	9.1	91	27	148.7
Gallatin 5	130.4	110.2	85	6.4	89	10	62.8
Gallatin 6	95.3	70.7	74	7.9	83	18	203.3
Gallatin 7	42.3	36.5	86	2.5	92	4	22.8
Gallatin 8	44.0	43.8	100	0	100	0	0.4
Shoshone 2	100.4	72.6	72	13.8	86	32	114.6
Shoshone 3	90.0	70.6	78	7.9	87	12	72.8
Shoshone 4	155.8	124.4	80	9.7	86	17	117.4
Shoshone 5	145.6	123.0	85	7.1	89	4	88.8
Shoshone 6	152.7	113.2	74	8.3	80	23	173.3
Shoshone 7	114.2	32.5	29	47.4	70	117	433.3
Shoshone 8	130.8	128.9	99	0.7	99	3	5.8
Shoshone 9	72.6	72.6	100	0	100	0	0

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Analysis unit	Total national forest acres	Existing national forest secure habitat acres	Existing % secure habitat	New additional acres of secure habitat to meet Standard 1 in Alternative 4 <sup>1</sup>	Total % secure habitat for Alternative 4	Minimum miles of motorized access to close to achieve Alternative 4 standards	Total existing open motorized access miles
Shoshone 10	119.0	114.5	96	1.9	98	2	16.1
Targhee 2	219.3	123.5	56	61.5	84	150	304.1
Targhee 3	225.4	164.6	73	49.1	95	137	194.8
Targhee 4	77.6	69.3	89 <sup>2</sup>	6.3	98	2	7.5
Targhee 5	194.3	86.8	45	49.2	70	124	344.5
Targhee 6	165.6	96.4	58	19.5	70	45	221.1
Targhee 7	52.1	31.3	60	10.9	81	22	58.1
<b>Total</b>	<b>5,999.0</b>	<b>4,331.0</b>	<b>72</b>	<b>763.8</b>	<b>85</b>	<b>1,363</b>	<b>6,365.6</b>

<sup>1</sup> There are two steps in calculating the new additional acres of secure habitat to meet Standard 1. The first step is closing all motorized access routes in inventoried roadless areas. The second step is closing additional motorized access routes if necessary to achieve a minimum of 70 percent secure habitat. Sometimes the first step results in achieving more than the minimum 70 percent secure habitat. Standard 1 requires closing all motorized access routes in inventoried roadless areas even if 70 percent secure habitat is exceeded.

<sup>2</sup> These four analysis units have areas open to cross-country motorized travel, which reduces the amount of secure habitat. If the cross-country motorized travel areas were closed to such use, the amount of secure habitat would be as follows: Bridger-Teton 5 would be 76 percent secure, Bridger-Teton 6 would be 87 percent secure, Bridger-Teton 7 would be 80 percent secure, Targhee 4 would be 96 percent secure. If the cross-country motorized travel areas were closed to such use, fewer miles of motorized access would need to be closed to achieve 70 percent secure.

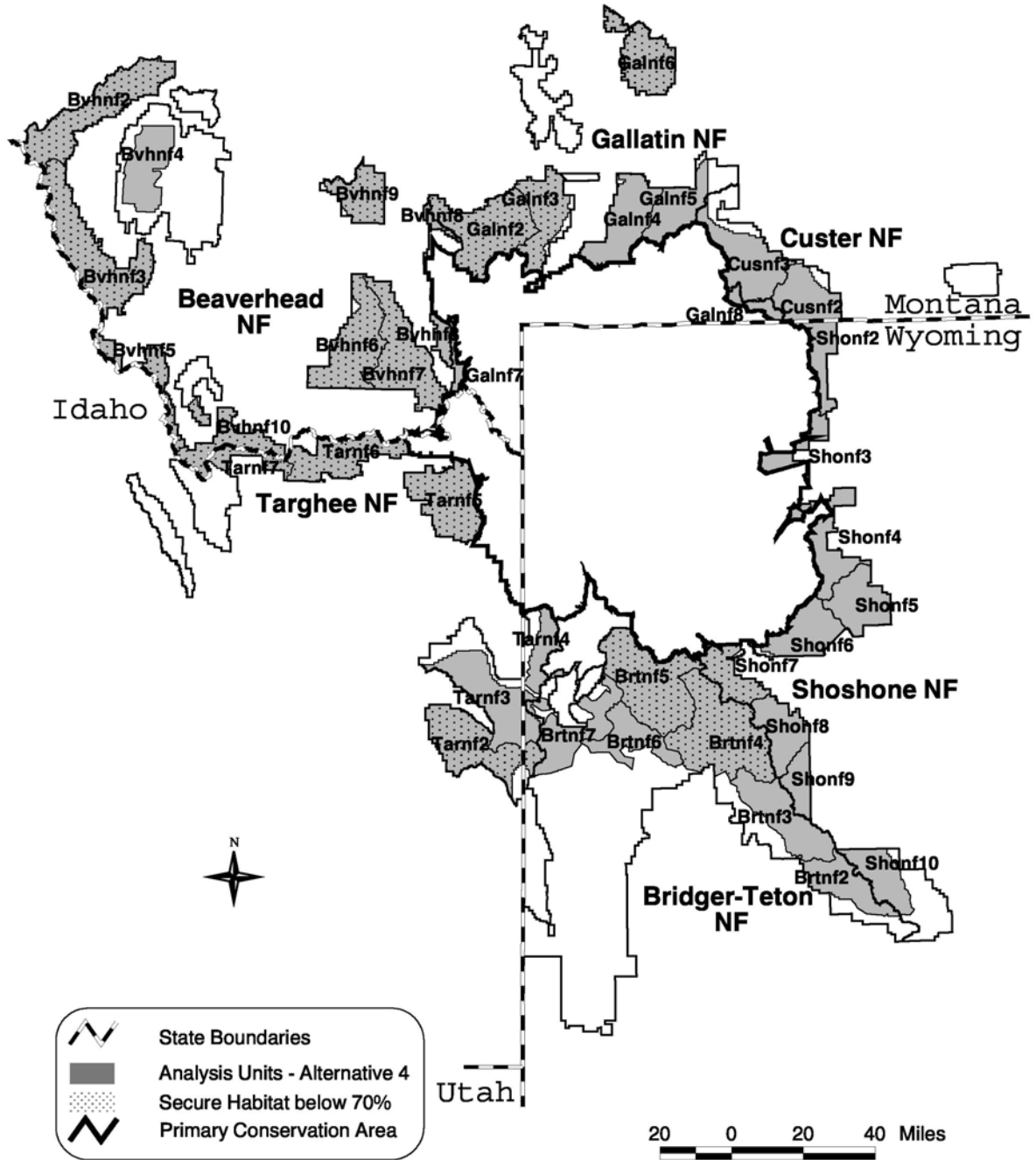
Figure 130. Analysis unit information outside the PCA for private/other ownership lands. Acres are shown in thousands.

Analysis unit	Total private/other acres	Existing secure acres	Percent secure
Beaverhead 2	6.6	1.8	28
Beaverhead 3	7.4	1.0	13
Beaverhead 4	0.4	0.3	84
Beaverhead 5	1.0	0.05	5
Beaverhead 6	1.7	0.4	24
Beaverhead 7	1.7	0.7	40
Beaverhead 8	2.1	2.0	93
Beaverhead 9	1.0	0.06	6
Beaverhead 10	2.0	0.1	5
Bridger-Teton 2	0.0	0.0	na
Bridger-Teton 3	0.0	0.0	na
Bridger-Teton 4	0.0	0.0	na
Bridger-Teton 5	0.0	0.0	na
Bridger-Teton 6	0.0	0.0	na
Bridger-Teton 7	0.6	0.02	3
Custer 2	0.0	0.0	na
Custer 3	0.0	0.0	na
Gallatin 2	82.5	21.8	26
Gallatin 3	55.7	32.6	58
Gallatin 4	10.1	5.8	57
Gallatin 5	4.2	1.2	28
Gallatin 6	67.7	36.8	54
Gallatin 7	0.1	0.03	3
Gallatin 8	0.0	0.0	na
Shoshone 2	2.3	1.0	42
Shoshone 3	1.7	0.6	37
Shoshone 4	11.3	4.0	35
Shoshone 5	0.7	0.3	43
Shoshone 6	0.8	0.07	9
Shoshone 7	0.8	0.2	25
Shoshone 8	0.04	0.04	100
Shoshone 9	0.0	0.0	na
Shoshone 10	0.0	0.0	na
Targhee 2	6.7	1.3	20
Targhee 3	2.4	0.5	20
Targhee 4	0.0	0.0	na
Targhee 5	19.3	8.1	42

*Appendix A – BMU/Subunit Information within the PCA and Analysis Unit Information outside the PCA*

<b>Analysis unit</b>	<b>Total private/other acres</b>	<b>Existing secure acres</b>	<b>Percent secure</b>
Targhee 6	6.0	1.0	17
Targhee 7	0.4	0.007	2
<b>Total</b>	<b>297.2</b>	<b>121.6</b>	<b>41</b>

Figure 131. Analysis units outside the PCA.



**Developed Sites on National Forest System Lands in Alternative 4 Areas outside the PCA**

Developed sites here include all sites on National Forest System lands developed or improved for human use or resource development such as campgrounds, trailheads, lodges, administrative sites, service stations, summer homes, restaurants, visitor’s centers, and permitted resource development sites such as oil and gas exploratory wells, production wells, plans of operation for minerals activities, work camps, etc. Figure 132 displays the number of developed sites for each administrative unit within the boundaries of Alternative 4 outside the PCA.

*Figure 132. The 2003 baseline for numbers of developed sites on National Forest System lands within the boundaries of Alternative 4 outside the PCA.*

<b>National forest</b>	<b>Permitted summer home complexes</b>	<b>Developed campgrounds</b>	<b>Trailheads</b>	<b>Major developed site and lodges</b>	<b>Administrative or maintenance sites<sup>1</sup></b>	<b>Other developed sites<sup>2</sup></b>	<b>Plans of operation for minerals activities<sup>3</sup></b>
Beaverhead	2	23	16	3	29	22	35
Bridger-Teton	0	16	25	0	0	21	0
Custer	3	13	25	0	0	11	6
Gallatin	3	21	59	2	0	58	16
Shoshone	6	14	26	7	15	24	0
Targhee	5	19	24	9	7	37	6
<b>Total</b>	<b>19</b>	<b>106</b>	<b>165</b>	<b>21</b>	<b>51</b>	<b>173</b>	<b>63</b>

<sup>1</sup> Not all administrative and maintenance sites are included. These sites are exempt from the developed site standard.

<sup>2</sup> Includes developed recreation sites shown in Figure 72 as well as community infrastructure site, dams (Figure 103), and other facilities.

<sup>3</sup> Mining claims with plans of operation are considered developed sites for this baseline. Currently, not all sites have active projects.

## Appendix B – Definitions and Descriptions of the Management Situations<sup>33</sup>

### **Management Situation 1**

#### *Population and habitat conditions*

The area contains grizzly population centers (areas key to the survival of grizzly where seasonal or year-long grizzly activity, under natural, free-ranging conditions is common) and habitat components needed for the survival and recovery of the species or a segment of its population. The probability is very great that major federal activities or programs may affect (have direct or indirect relationships to the conservation and recovery of) the grizzly.

#### *Management direction*

Grizzly habitat maintenance and improvement (improvement does not apply to Park Service), and grizzly-human conflict minimization will receive the highest management priority. Management decisions will favor the needs of the grizzly bear when grizzly habitat and other land use values compete. Land uses which can affect grizzlies and/or their habitat will be made compatible with grizzly needs or such uses will be disallowed or eliminated. Grizzly-human conflicts will be resolved in favor of grizzlies unless the bear involved is determined to be a nuisance. Nuisance bears may be controlled through either relocation or removal but only if such control would result in a more natural free-ranging grizzly population and all reasonable measures have been taken to protect the bear and/or its habitat (including area closures and/or activity curtailments).

### **Management Situation 2**

#### *Population and habitat conditions*

Current information indicates that the area lacks distinct population centers; highly suitable habitat does not generally occur, although some grizzly habitat components exist and grizzlies may be present occasionally. Habitat resources in Management Situation 2 either are unnecessary for survival and recovery of the species, or the need has not yet been determined but habitat resources may be necessary. Certain management actions are necessary. The status of such areas is subject to review and change according to demonstrated grizzly population and habitat needs. Major federal activities may affect the conservation of the grizzly bear primarily in that they may contribute toward (a) human-caused bear mortalities or (b) long-term displacement where the zone of influence could affect habitat use in Management Situation 1.

#### *Management direction*

The grizzly bear is an important, but not the primary, use of the area. In some cases, habitat maintenance and improvement may be important management considerations. Minimization of grizzly-human conflict potential that could lead to human-caused mortalities is a high management priority. In this management situation, managers would accommodate demonstrated grizzly populations and/or grizzly habitat use in other land use activities if feasible, but not to the extent of exclusion of other uses. A feasible accommodation is one which is compatible with (does not make unobtainable) the major goals and/or objectives of other uses. Management will at least maintain those habitat conditions which resulted in the area being stratified Management Situation 2. When grizzly population and/or grizzly habitat use and other land use needs are mutually exclusive, the other land use needs may prevail in management consideration. In cases where the need of the habitat resources for recovery has not yet been determined, other land uses may prevail to the extent that they do not result in irretrievable/irreversible resource commitments which would preclude the possibility of eventual re-stratification to Management Situation 1. If grizzly population and/or habitat use represents demonstrated needs that are so great (necessary to the normal needs or survival of the species or a segment of its population) that they should prevail in management considerations, then the area should be reclassified under Management Situation 1. Managers would control nuisance grizzlies.

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<sup>33</sup> Interagency Grizzly Bear Guidelines (IGBC 1986).



**Management Situation 3**

*Population and habitat conditions*

Grizzly presence is possible but infrequent. Developments, such as campgrounds, resorts or other high human use associated facilities, and human presence result in conditions which make grizzly presence untenable for humans and/or grizzlies. There is a high probability that major Federal activities or programs may affect the species' conservation and recovery.

*Management direction*

Grizzly habitat maintenance and improvement are not management considerations. Grizzly-human conflict minimization is a high priority management consideration. Grizzly bear presence and factors contributing to their presence will be actively discouraged. Any grizzly involved in a grizzly-human conflict will be controlled. Any grizzly frequenting an area will be controlled.

## **Appendix C – National Categories for Management Areas<sup>34</sup>**

### **Category 1**

In Category 1, ecological processes such as fire, insects, and disease are allowed to operate relatively free from the influence of humans. A predominantly diverse, native vegetation results from natural succession and disturbance processes, while non-native vegetation is rare. People who use Category 1 areas must be self-reliant and should expect little contact with others. Few, if any man-made facilities and structural improvements are present. Travel is non-mechanized with few exceptions. Typical types of Category 1 areas are designated as wilderness, roadless, and backcountry lands. A small amount of motorized use may be required to restore desired conditions in core restoration areas.

### **Category 2**

These areas provide for conservation of representative, or particularly rare and narrowly distributed, ecological settings or components. They help ensure conservation of ecosystems or ecosystem components that may provide important functions ensuring the overall sustainability of larger landscapes. Human influences on the ecological processes are limited to the degree possible, but are sometimes evident. Type of human use varies, but generally is not intensive. Travel is generally non-motorized. Some of these areas help provide an important role under an adaptive management philosophy by providing “natural” reference areas that are intensively managed for a particular objective. These areas are often formally designated. Research natural areas, national recreation areas, designated wild and scenic rivers, and special interest areas are typically included in Category 2.

### **Category 3**

Ecological values are in balance with human occupancy and consideration is given to both. Resource management activities may occur, but natural ecological processes and resulting patterns will normally predominate. Ecosystems are allowed to function naturally while resource use may change over time to accommodate the ecological factors. Although these areas are characterized by predominantly natural appearing landscapes, an array of management tools may be used to restore or maintain relatively natural patterns of ecological progress. This will result in some evidence of human activities. Users expect to experience some isolation from the sights and sounds of people in a setting that offers some challenge and risk. Restrictions on motorized travel may vary from area to area and from season to season.

### **Category 4**

Ecological values are managed to provide recreational use, but are maintained well within the levels necessary to sustain overall ecological systems. Resource use for other values is not emphasized and has little impact on ecological structure, function, or composition. Human use is recreation oriented. Sights and sounds of people on the site are expected and may even be desired. Motorized transportation is common.

### **Category 5**

These areas are primarily forested ecosystems that are managed to meet a variety of ecological and human needs. They are often characterized by a substantially modified natural environment. A wide variety of structure and composition is present, some showing the effects of past management activities, others affected by predominantly natural forces such as fire, insects, and diseases. Ecological conditions are maintained, while emphasizing selected biological structures and compositions considering the range of natural variability. These lands often display high levels of investment, use, and activity; density of facilities; and evidence of vegetative manipulation. Users expect to see other people and evidence of human activities. Facilities supporting the various resource uses are common. Motorized transportation is common.

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<sup>34</sup> USDA Forest Service 1982.

In some ecosystems, intensive management is necessary to restore the systems to their range of natural variability. This management is usually a combination of prescribed fire and timber harvest treatments. These lands appear similar to “natural” landscapes if left to function under natural disturbance processes. Restoration to the range of natural variability will only be a goal when stated as part of the decision documented in the Record of Decision for a particular forest plan. On some forests in Region 2, the decision may be to manage these resources outside of their range of natural variability, or a documented decision that management within the range of natural variability is not possible to accomplish within the life of the forest plan.

**Category 6**

These areas are primarily grasslands or other non-forested ecosystems managed to meet a variety of ecological and human needs. They are often characterized by a substantially modified natural environment. Ecological conditions are maintained while emphasizing selected biological structures and compositions considering the range of natural variability. A wide variety of structure and composition is present, some showing the effects of past management activities, others affected by predominantly natural forces such as fire, insects, and diseases. These lands often display high levels of investment, use and activity, density of facilities, and evidence of vegetative manipulation. Users expect to see other people and evidence of human activities. Facilities supporting the various resource uses are common. Motorized transportation is common.

**Category 7**

Public lands are intermingled with private lands to such an extent that ecosystem management objectives for National Forest System lands must be tempered by other landowners’ uses and objectives. Human activities have altered the natural appearance of these landscapes in most areas on both the public and private lands. Sights and sounds of people predominate. Private land use is often residential. Resource use is not planned on a sustainable basis, but may occur in concert with surrounding private land values. Motorized transportation is common.

**Category 8**

Ecological conditions including processes are likely to be permanently altered beyond the level needed to maintain natural-appearing landscapes and ecological processes by human activities. These areas are generally small in scale. Ecological values are protected where they affect the health and welfare of human occupancy. Areas such as mines or other concentrated uses are included in this category. Human activities are generally commercial in nature and directly or indirectly provide jobs and income. Motorized transportation is common.

**Figure 133. Management area crosswalk to the national categories for the six GYA national forests.**

		National Management Area Category							
MA	Description	1	2	3	4	5	6	8	
<b>Beaverhead National Forest</b>									
1	Custodial management	X							
6	Research Natural Areas		X						
7	Developed recreation sites							X	
8	Dispersed recreation sites			X					
9	Wilderness	X							
10	Wilderness study	X							

Appendix C – National Categories for Management Areas

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
13	Timber/wildlife					X		
14	Wetlands			X				
16	Timber					X		
17	Timber/range					X		
18	Timber/range/recreation					X		
19	Wildlife/timber(low)/range					X		
20	Wildlife/timber(mod)/range					X		
21	Wildlife/timber(mod)					X		
22	Range (high)						X	
23	Range (mod)						X	
24	Wildlife/range						X	
25	Big game winter range			X				
26	Big game summer range/timber					X		
27	Watershed restoration				X			
28	Recreation complex							X
30	Historic/scenic trails			X				
<b>Bridger-Teton National Forest</b>								
1B	Timber/range					X		
2A	Primitive and semiprimitive nonmotorized recreation		X					
2B	Motorized recreation					X		
3	River recreation			X				
4	Municipal watersheds		X					
6A-6D, S	Wilderness	X						

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
7A	Grizzly bear recovery through scheduled timber harvest				X			
8	Grizzly bear habitat recovery—few roads/habitat security			X				
9A	Developed and administrative sites							X
9B	Special use recreation areas			X				
10	Some development and roads while having no adverse wildlife effects			X				
12	Backcountry, dispersed recreation and wildlife security areas		X					
<b>Custer National Forest</b>								
B	Livestock grazing/minerals						X	
C	Key wildlife habitat/MS 1/current allotment status maintained			X				
D	Timber/range/wildlife					X		
E	Mineral management emphasis						X	
F	Recreation							X
G	Timber					X		
H	Wilderness study	X						
I	Absaroka-Beartooth Wilderness	X						
L	Research Natural Areas		X					
P	Administrative sites							X

Appendix C – National Categories for Management Areas

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
Q	Wild horses			X				
R	Municipal watersheds				X			
T	Scenic highway			X				
<b>Gallatin National Forest</b>								
1	Developed recreation sites							X
2	Ski area special use permits							X
3	Custodial management/maintain present conditions	X						
4	Absaroka-Beartooth and Lee Metcalf Wilderness areas and recommended wilderness	X						
5	Travel corridors			X				
6	Semiprimitive motorized and nonmotorized			X				
7	Riparian areas (timber and grazing suitable)				X			
8	Timber management					X		
9	Timber with dispersed recreation					X		
10	Timber interspersed with grassland					X		
11	Forested big game habitat					X		
12	Wildlife summer and winter range				X			
13	Occupied grizzly bear habitat (forested suitable timber)				X			

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
14	Occupied grizzly bear habitat, big game winter range, not suitable for timber but suitable for grazing			X				
15	Occupied grizzly bear habitat (mostly grassland), suitable grazing			X				
16	Grassland, unsuitable timber						X	
17	Forage production for livestock and wildlife			X				
18	Hyalite-Porcupine-Buffalo Horn Wilderness Study Area		X					
19	Hyalite-Porcupine-Buffalo Horn Wilderness Study Area		X					
20	Cabin Creek recreation and wildlife management area		X					
21	Proposed Research Natural Areas		X					
24	Mineral extraction							X
26	Administrative sites							X
	Acquired lands		X					
<b>Shoshone National Forest</b>								
2A	Semiprimitive motorized recreation			X				
2B	Rural and roaded natural recreation				X			
3A	Semiprimitive nonmotorized recreation				X			
4B	Management indicator species					X		
5A	Big game winter range (nonforested)					X		

Appendix C – National Categories for Management Areas

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
5B	Big game winter range (forested)					X		
7E	Wood fiber production					X		
8A	Pristine wilderness	X						
8B	Primitive wilderness	X						
8C	Semiprimitive wilderness	X						
8E	Fitzpatrick Wilderness addition	X						
9A	Riparian area management			X				
9E	Water impoundments				X			
10A	Research Natural Areas		X					
10D	Wild and scenic rivers	X						
10E	High Lakes Wilderness Study Area	X						
10F	Dunoir Special Management Area	X						
<b>Targhee National Forest</b>								
1.1.6, 7, 8	Designated wilderness	X						
1.2	Wilderness study area	X						
1.3	Recommended wilderness	X						
2.1.1	Special management areas		X					
2.1.2	Visual quality maintenance		X					



		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
2.2	Research Natural Areas		X					
2.3	Eligible wild river		X					
2.4	Eligible scenic river		X					
2.5	Eligible recreational river		X					
2.6.1(a)	Grizzly bear habitat (no ASQ, no cross country, no sheep)		X					
2.6.2	Grizzly bear core area		X					
2.6.5	Grizzly bear security area		X					
2.7(a,b)	Elk and deer winter range		X					
2.8.3	Aquatic influence zone		X					
2.9.1	South Fork Snake River eligible scenic river		X					
2.9.2	South Fork Snake River eligible recreation river		X					
3.1.1(a)	Nonmotorized			X				
3.1.2	Nonmotorized			X				
3.2(b-j)	Semiprimitive motorized			X				
4.1	Developed recreation sites							X
4.2	Special use permit recreation sites							X
4.3	Dispersed camping management				X			
5.1(c)	Timber management					X		

Appendix C – National Categories for Management Areas

		National Management Area Category						
MA	Description	1	2	3	4	5	6	8
5.1.3(a,b)	Timber management (no clearcutting, urban interface)					X		
5.4(a-c)	Elk summer range					X		
5.2.1,2	Visual quality maintenance and improvement					X		
5.3.5	Grizzly bear habitat (non-interchangeable [NIC] for ASQ), no cross country, phase out sheep)					X		
6.1(b)	Range management						X	
8.1	Concentrated development areas							X
	Water		X					

## Appendix D – Species Lists

Figure 134. Threatened, endangered, proposed, and candidate wildlife, fish, and plant species on the six GYA national forests.

Species common name	Species scientific name	Listed status <sup>1</sup>	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>2</sup>
<b>Mammals</b>									
Black-footed ferret	<i>Mustella nigripes</i>	E			X		X		
Canada lynx	<i>Lynx canadensis</i>	T	X	X	X	X	X	X	Y
Gray wolf	<i>Canis lupus</i>	EN	X	X	X	X	X	X	Y
Grizzly bear	<i>Ursos arctos horribilis</i>	T	X	X	X	X	X	X	Y
<b>Birds</b>									
Bald eagle	<i>Haliaeetus leucocephalus</i>	T	X	X	X	X	X	X	Y Beaverhead, Bridger-Teton, Gallatin, Shoshone, Targhee
Eskimo curlew	<i>Numenius borealis</i>	E		X					
Interior least tern	<i>Sterna antillarum</i>	E		X	X				
Piping plover	<i>Charadrius melodus</i>	T		X					
Whooping crane	<i>Grus americana</i>	E		X					
Yellow-billed cuckoo	<i>Coccyzus americanus</i>	C	X	X				X	
<b>Fish and snails</b>									
Bonytail chub	<i>Gila elegans</i>	E		X					
Bull trout	<i>Salvelinus confluentus</i>	T	X						

Appendix D – Species Lists

Species common name	Species scientific name	Listed status <sup>1</sup>	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>2</sup>
Colorado pikeminnow	<i>Ptychocheilus lucius</i>	E		X					
Humpback chub	<i>Gila cypha</i>	E		X					
Kendall Warm Springs dace	<i>Rhinichthys osculus thermalis</i>	E		X					
Montana arctic grayling	<i>Thymallus arcticus</i>	C	X						Y
Pallid sturgeon	<i>Scaphirhynchus albus</i>	E		X					
Razorback sucker	<i>Xyrauchen texanus</i>	E		X					
Utah valvata snail	<i>Valvata utahensis</i>	E						X	
<b>Plants</b>									
Ute ladies' tresses	<i>Spiranthes diluvialis</i>	T						X	
Western prairie fringed orchid	<i>Platanthera praeclara</i>	T		X					

<sup>1</sup> T = threatened, E = endangered, P = proposed, C = candidate, EN = experimental non-essential

<sup>2</sup> Y in this column means yes for all national forests that have a particular species. Y followed by the name of a national forest means yes just for the national forests listed. A blank cell means that habitat for the species is not found within the grizzly bear recovery line.

The following references were used in compiling the list of threatened, endangered, proposed, and candidate species:

U. S. Department of the Interior. Fish and Wildlife Service. 2005. 90-Day Species List Update for the Caribou-Targhee National Forest.

U.S. Department of Agriculture. Forest Service. 2005. Federally listed threatened, endangered, or proposed species, on the Custer National forest, Montana and South Dakota. Custer National Forest.

U. S. Department of the Interior. Fish and Wildlife Service. 2005. Current list of endangered, threatened, and candidate species which may occur within the Shoshone National Forest.

U. S. Department of the Interior. Fish and Wildlife Service. 2005. Threatened, endangered and candidate species for the Custer National Forest.

U. S. Department of the Interior. Fish and Wildlife Service. 2005. Threatened, endangered and candidate Species for the Beaverhead-Deerlodge National Forest.

U. S. Department of the Interior. Fish and Wildlife Service. 2005. Threatened, endangered and candidate species for the Gallatin National Forest.

U. S. Department of the Interior. Fish and Wildlife Service. 2005. Current list of threatened and endangered species and designated critical habitat which may occur within the Bridger-Teton National Forest.

Appendix D – Species Lists

Figure 135. Forest Service sensitive wildlife, fish, and insect species on the six GYA national forests.

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
<b>Mammals</b>								
American (pine) marten	<i>Martes Americana origins</i>					X		Y
Rocky Mountain bighorn sheep	<i>Ovis Canadensis canadensis</i>			X				Y
Black-tailed prairie dog	<i>Cynomys ludovicianus</i>			X				
Fisher	<i>Martes pennanti</i>	X	X				X	Y
Fringe-tailed myotis	<i>Myotis thysanodes pahasapensis</i>					X		Y
Great Basin pocket mouse	<i>Perognathus parvus</i>	X						
Long-eared myotis	<i>Myotis evotis</i>			X				Y
Long-legged myotis	<i>Myotis volans</i>			X				Y
North American wolverine	<i>Gulo gulo</i>	X	X	X	X	X	X	Y
Northern bog lemming	<i>Synaptomys borealis</i>	X						
Pallid bat	<i>Antrozous pallidus</i>			X				
Pygmy rabbit	<i>Brachylagus idahoensis</i>	X					X	
River otter	<i>Lutra canadensis (recently changed to Lontra canadensis)</i>					X		Y
Spotted bat	<i>Euderma maculatum</i>		X	X		X	X	Y Bridger-Teton, Shoshone, Targhee
Water vole	<i>Microtus richardsoni</i>					X		Y

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Western (Townsend's) big-eared bat (or Pale Lump-nosed Bat)	<i>Corynorhinus townsendii pallescens</i>	X	X	X	X	X	X	Y
White-tailed prairie dog	<i>Cynomys leucurus</i>			X		X		
<b>Birds</b>								
Baird's sparrow	<i>Ammodramus bairdii</i>			X				
Black tern	<i>Chidonias niger</i>					X		
Black-backed woodpecker	<i>Picoides arcticus</i>	X		X	X	X		Y
Blue-gray gnatcatcher	<i>Polioptila caerulea</i>			X				Y
Boreal owl	<i>Aegolius funereus</i>		X			X	X	Y
Brewer's sparrow	<i>Spizella breweri</i>					X		Y
Burrowing owl	<i>Athene cunicularia</i>			X		X		
Columbian sharp-tailed grouse	<i>Tympanuchus phasianellus columbianus</i>						X	
Common loon	<i>Gavia immer</i>		X				X	Y
Ferruginous hawk	<i>Buteo regalis</i>					X		
Flammulated owl	<i>Otus flammeolus</i>	X	X		X		X	Y Targhee, Unknown Bridger-Teton, Gallatin
Grasshopper sparrow	<i>Ammodramus savannarum</i>					X		
Great gray owl	<i>Strix nebulosa</i>		X				X	Y
Harlequin duck	<i>Histrionicus histrionicus</i>	X	X	X	X	X	X	Y Bridger-Teton, Custer, Gallatin, Shoshone, Targhee

Appendix D – Species Lists

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Lewis's woodpecker	<i>Melanerpes lewis</i>					X		
Loggerhead shrike	<i>Lanius ludovicianus</i>			X		X		
Long-billed curlew	<i>Numenius americanus</i>			X		X		
Mountain plover	<i>Charadrius montanus</i>					X		
Northern goshawk	<i>Accipiter gentilis</i>	X	X	X	X	X	X	Y
Northern harrier	<i>Circus cyaneus</i>					X		
Olive-sided flycatcher	<i>Contopus cooperi</i>					X		Y
Peregrine falcon	<i>Falco peregrinus anatum</i>	X		X	X	X	X	Y
Sage grouse	<i>Centrocercus urophasianus</i>	X	X	X			X	Y Beaverhead, Targhee
Short-eared owl	<i>Asio flammeus</i>					X		
American three-toed woodpecker	<i>Picoides tridactylus (Picoides dorsalis)</i>		X			X	X	Y
Trumpeter swan	<i>Cygnus buccinator</i>	X	X		X	X	X	Y
Yellow-billed cuckoo	<i>Coccyzus americanus</i>					X		Y
<b>Amphibians and reptiles</b>								
Boreal (western) toad	<i>Bufo boreas</i>	X		X	X	X		Y Custer, Gallatin, Shoshone
Columbia spotted frog	<i>Rana luteiventris</i>		X			X	X	Y
Great Plains toad	<i>Bufo cognatus</i>			X				
Greater short-horned lizard	<i>Phrynosoma hernandesi</i>			X				Y
Milksnake	<i>Lampropeltis triangulum</i>			X				



Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Northern leopard frog	<i>Rana pipiens</i>	X		X	X	X		Y Custer, Gallatin, Shoshone
Plains spadefoot	<i>Spea bombifrons</i>			X				Y
Western hog-nosed snake	<i>Heterodon nasicus</i>			X				
<b>Fish</b>								
Bonneville cutthroat trout	<i>Oncorhynchus clarkii utah</i>		X					
Colorado River cutthroat trout	<i>Oncorhynchus clarkii pleuriticus</i>		X					
Montana fluvial arctic grayling	<i>Thymallus arcticus montanus</i>	X			X			Y
Mountain sucker	<i>Catostomus platyrhynchus</i>					X		Y
Northern redbelly dace	<i>Phoxinus eos</i>			X				Y
Snake River fine spotted cutthroat trout	<i>Oncorhynchus clarkii spp.</i>		X				X	Y Bridger-Teton
Sturgeon chub	<i>Macrhybopsis gelida</i>			X				
Westslope cutthroat trout	<i>Oncorhynchus clarkii lewisi</i>	X			X			Y
Yellowstone cutthroat trout	<i>Oncorhynchus clarkii bouvieri</i>		X	X	X	X	X	Y
<b>Insects</b>								
Hudsonian emerald dragonfly	<i>Somatochlora hudsonica</i>					X		

<sup>1</sup> Y in this column means yes for all national forests that have a particular species. Y followed by the name of a national forest means yes just for the national forests listed. A blank cell means that habitat for the species is not found within the grizzly bear recovery line.

The following references were used in compiling the list of sensitive wildlife, fish and insect species:

*Appendix D – Species Lists*

U.S. Department of Agriculture. Forest Service. 2004. Region 1 sensitive species (Montana). Northern Region. Missoula, Montana.

U. S. Department of Agriculture. Forest Service. 2005. Internal letter re: addition of the goshawk and black-backed woodpecker to the R1 sensitive species list. Northern Region. Missoula, Montana.

U.S. Department of Agriculture. Forest Service. 2004. Intermountain Region proposed, endangered, threatened, and sensitive plants. Intermountain Region. Ogden, Utah.

U. S. Department of Agriculture. Forest Service. 2004. Intermountain Region sensitive species, 11/95, as amended with Caribou-Targhee National Forest updates of Nov. 1, 1999 and Feb. 29, 2000, and Region 4 changes made to the TESP species list, 12/03. Intermountain Region. Ogden, Utah.

U.S. Department of Agriculture. Forest Service. 2005. Rocky Mountain Region endangered, threatened, proposed, and sensitive species. Rocky Mountain Region. Golden, Colorado.

Figure 136. Forest Service sensitive plants on the six GYA national forests. Species are sorted by scientific name.

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Musk-root	<i>Adoxa moschatellina</i>	X			X?			Y
Cusick's giant hyssop	<i>Agastache cusickii</i>	X						?
Pink agoseris	<i>Agoseris lackschewitzii</i>		X				X	Y
Tapertip onion	<i>Allium acuminatum</i>	X						?
Small round-leaved orchid	<i>Amerorchis rotundifolia</i>					X		Y
Sweet-flowered rock jasmine	<i>Androsace chamaejasme ssp. carinata</i>		X?				X	Y
Denseleaf pussytoes	<i>Antennaria densifolia</i>	X						?
Short-styled columbine	<i>Aquilegia brevistyla</i>				X			Y
Mt. Sapphire rockcress	<i>Arabis fecunda</i>	X						
Ovalleaf milkweed	<i>Asclepias ovalifolia</i>			X				
Soft aster	<i>Aster mollis</i>		X					Y
Barr's milkvetch	<i>Astragalus barrii</i>			X				
Meadow milkvetch	<i>Astragalus diversifolius</i>		X				X	
Starveling milkvetch	<i>Astragalus jejunus var. jejunus</i>		X					
Payson's milkvetch	<i>Astragalus paysonii</i>		X				X	Y
Bitterroot milkvetch	<i>Astragalus scaphoides</i>	X						

Appendix D – Species Lists

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Large-leaved balsamroot	<i>Balsamorhiza macrophylla</i>	X			X			Y
Scalloped moonwort	<i>Botrychium crenulatum</i>	X						?
Western moonwort	<i>Botrychium hesperium</i>	X						?
Slender moonwort	<i>Botrychium lineare</i>		X?				X?	?
Peculiar moonwort	<i>Botrychium paradoxum</i>	X						?
Lesser panicled sedge	<i>Carex diandra</i>					X		Y
Pregnant sedge	<i>Carex gravida</i> var. <i>gravida</i>			X				
Idaho sedge	<i>Carex idahoensis</i> ( <i>Carex parryana</i> ssp. <i>Idahoensis</i> )	X						Y
Seaside sedge	<i>Carex incurviformis</i> var. <i>danaensis</i>		X					Y
Livid (pale) sedge	<i>Carex livida</i>					X		Y
Black and purple sedge	<i>Carex luzulina</i> var. <i>atropurpurea</i>		X					Y
Colville Indian paintbrush	<i>Castilleja covilleana</i>	X?						
Centennial rabbitbrush	<i>Chrysothamnus parryi</i> ssp. <i>montanus</i> ( <i>Ericameria parryi</i> var. <i>montana</i> )						X	
Small yellow lady's slipper	<i>Cypripedium parviflorum</i>			X	X	X?		Y
Wind River tansymustard	<i>Descurainia torulosa</i>		X			X		Y

Appendix D – Species Lists

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Rockcress (Welsh) draba	<i>Draba globosa</i> ( <i>Draba densifolia apiculata</i> )		X				X?	Y
English sundew	<i>Drosera anglica</i>				X	X		Y
Beaked spikerush	<i>Eleocharis rostellata</i>	X			X			Y
Giant helleborine	<i>Epipactis gigantea</i>	X		X?	X?			?
Idaho fleabane	<i>Erigeron asperugineus</i>	X						?
Woolly fleabane	<i>Erigeron lanatus</i>		X					Y
Russet cottongrass	<i>Eriophorum chamissonis</i>					X		Y
Slender cottongrass	<i>Eriophorum gracile</i>				X	X		Y
Western boneset	<i>Eupatorium occidentale</i>	X?						?
Hall's fescue	<i>Festuca hallii</i>					X		Y
Hiker's gentian	<i>Gentianopsis simplex</i>	X		X	X			Y
Northern Rattlesnake plantain	<i>Goodyera repens</i>				X?			?
Beartooth large-flowered goldenweed	<i>Haplopappus carthamoides</i> var. <i>subsquarrosus</i>			X				Y
Discoïd goldenweed	<i>Haplopappus macronema</i> var. <i>macronema</i> ( <i>Ericameria discoidea</i> )	X			X			?
Narrow-leaf goldenweed	<i>Haplopappus macronema</i> var. <i>linearis</i> ( <i>Ericameria discoidea</i> var. <i>linearis</i> )		X					Y
Hall's rush	<i>Juncus hallii</i>	X		X	X	X		Y
Simple bogsedge	<i>Kobresia simpliciuscula</i>					X		

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Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Fremont bladderpod	<i>Lesquerella fremontii</i>					X		Y
Payson bladderpod	<i>Lesquerella paysonii</i>	X	X				X	Y
Beautiful bladderpod	<i>Lesquerella pulchella</i>	X						Y
Dwarf purple monkeyflower	<i>Mimulus nanus</i>				X			Y
Primrose monkeyflower	<i>Mimulus primuloides</i>	X						
California Indian potato	<i>Orogenia fusiformis</i>	X						Y
Stalked-pod crazyweed	<i>Oxytropis podocarpa</i>	X?						
Kotzebue's grass-of-Parnassus	<i>Parnassia kotzebuei</i>					X		Y
Naked-stemmed parrya	<i>Parrya nudicaulis</i>		X					Y
Absaroka Range beardtongue	<i>Penstemon absarokensis</i>					X		Y
Lemhi penstemon	<i>Penstemon lemhiensis</i>	X						
Missoula phlox	<i>Phlox kelseyi</i> var. <i>missoulensis</i>	X						
Creeping twinpod	<i>Physaria integrifolia</i> var. <i>monticola</i>		X				X?	?
Marsh's bluegrass	<i>Poa abbreviata</i> ssp. <i>marshii</i>						X	?
Austin's knotweed	<i>Polygonum douglasii</i> ssp. <i>austinae</i>	X?			X?			Y

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Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Five-leaf cinquefoil	<i>Potentilla quinquefolia</i> ( <i>Potentilla nivea</i> var. <i>pentaphylla</i> )	X						Y
Alkali primrose	<i>Primula alcalina</i>	X					X	
Greenland primrose	<i>Primula egalikensis</i>		X			X		Y
Mealy primrose	<i>Primula incana</i>	X		X?				?
Entire-leaf goldenweed	<i>Pyrocoma integrifolia</i>					X		Y
Absaroka goldenweed	<i>Pyrocomma</i> ( <i>Haplopappus</i> ) <i>carthamoides</i> var. <i>subsquarrosa</i>					X		Y
Jove's buttercup	<i>Ranunculus jovis</i>	X			X			Y
Ice cold buttercup	<i>Ranunculus karelinii</i> ( <i>R. gelidus</i> ssp. <i>grayi</i> )					X		Y
Barratt's willow	<i>Salix barrattiana</i>				X	X		Y
Hoary willow	<i>Salix candida</i>					X		Y
Myrtleleaf willow	<i>Salix myrtilifolia</i> var. <i>myrtilifolia</i>					X		Y
Weber's saw-wort	<i>Saussurea weberi</i>	X	X					?
Storm tempestiva	<i>Saxifraga tempestiva</i>	X						
Pod grass	<i>Scheuchzeria palustris</i>	X						Y
Tufted bulrush	<i>Scirpus cespitosus</i> ( <i>Trichophorum caespitosum</i> )	X						
Shoshone carrot	<i>Shoshonea pulvinata</i>			X	X?	X		Y
Alpine meadowrue	<i>Thalictrum alpinum</i>	X			X?			Y
North Fork Easter daisy	<i>Townsendia condensata</i> var. <i>anomala</i>					X		Y

Appendix D – Species Lists

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Wooly-head clover	<i>Trifolium eriocephalum</i>	X?						?
Hollyleaf clover	<i>Trifolium gymnocarpon</i>	X?						
Lesser bladderwort	<i>Utricularia minor</i>					X		Y
California false-hellebore	<i>Veratrum californicum</i>	X			X?			Y

<sup>1</sup>Y in this column means yes- indicating that habitat is known or suspected to occur within the PCA for all national forests that have a particular species. ? in this column means unknown – indicating that available information is insufficient to make a determination. A blank cell means that habitat for the species is not found within the grizzly bear recovery line.

The following references were used in compiling the list of sensitive plant species:

State of Idaho. Idaho Fish and Game Department. 2005. Idaho special status plants. Conservation Data Center. Boise, Idaho.

Montana Natural Heritage Program. 2005. Plant species of special concern field guide.

U.S. Department of Agriculture. Forest Service. 2004. Region 1 sensitive species – plants (Montana). Northern Region. Missoula, Montana.

U.S. Department of Agriculture. Forest Service. 2004. Intermountain Region proposed, endangered, threatened, and sensitive plants. Intermountain Region. Ogden, Utah.

U.S. Department of Agriculture. Forest Service. 2005. Rocky Mountain Region endangered, threatened, proposed, and sensitive species. Rocky Mountain Region. Golden, Colorado.

U.S. Department of Agriculture. Forest Service. 2005. Rocky Mountain Region conservation project. Rocky Mountain Region. Golden, Colorado.

U.S. Department of Agriculture. Natural Resource Conservation Service. 2005. The PLANTS database, version 3.5. Data compiled from various sources by Mark W. Skinner. National Plant Data Center. Baton Rouge, Louisiana.

Wyoming Natural Diversity Database. 2005. Plant species of special concern. Laramie, Wyoming.



Figure 137. Wildlife, fish, and plants management indicator species on the six GYA national forests.

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
<b>Mammals</b>								
American (pine) marten	<i>Martes americana origines</i>	X	X		X	X	X	Y
Beaver	<i>Castor canadensis</i>					X		Y
Black-footed ferret	<i>Mustella nigripes</i>					X		
Canada lynx	<i>Lynx canadensis</i>						X	Y
Elk and deer winter range							X	Y
Fisher	<i>Martes pennanti</i>						X	Y
Gray wolf	<i>Canis lupus</i>	X				X	X	Y
Grizzly bear	<i>Ursus arctos horribilis</i>	X	X		X	X	X	Y
Mountain goat	<i>Oreamnos americanus</i>					X		Y
Mule deer	<i>Odocoileus hemonious</i>		X			X		Y
North American wolverine	<i>Gulo gulo</i>						X	Y
Pronghorn antelope	<i>Antilocapra Americana</i>		X					
Red squirrel	<i>Tamiasciurus hudsonicus</i>						X	Y
Rocky Mountain bighorn sheep	<i>Ovis canadensis canadensis</i>		X			X		Y
Rocky Mountain elk	<i>Cervus elaphus nelsoni</i>	X	X		X	X	X	Y
Shiras moose	<i>Alces alces shirasi</i>		X			X		Y
White-tailed deer	<i>Odocoileus virginianus</i>			X				
<b>Birds</b>								
Bald eagle	<i>Haliaeetus leucocephalus</i>	X	X		X	X	X	Y
Blue grouse	<i>Dendragapus obscurus</i>					X		Y
Boreal owl	<i>Aegolius funereus</i>						X	Y
Brewer's sparrow	<i>Spizella breweri</i>		X	X		X		Y Bridger-Teton
Bullock's oriole	<i>Icterus bullockii</i> <sup>3</sup>			X				
Columbian sharp-tailed grouse	<i>Tympanuchus phasianellus columbianus</i>			X				
Common loon	<i>Gavia immer</i>						X	Y

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Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Flammulated owl	<i>Otus flammulatus</i>						X	Y
Great gray owl	<i>Strix occidentalis occidentalis</i>						X	Y
Hairy woodpecker	<i>Picoides villosus</i>					X	X	Y
Harlequin duck	<i>Histrionicus histrionicus</i>						X	Y
Lark sparrow	<i>Chondestes grammacus</i>			X				
Northern goshawk	<i>Accipiter gentiles</i>	X		X	X	X	X	Y
Ovenbird	<i>Seiurus aurocapillus</i>			X				
Peregrine falcon	<i>Falco peregrinus anatum</i>	X	X			X	X	Y
Primary cavity nesters <sup>2</sup>							X	Y
Ruffed grouse	<i>Bonasa umbellus</i>			X		X		Y
Sage grouse	<i>Centrocercus urophasianus</i>	X						Y
Spotted (Rufous-sided) towhee	<i>Pipilo erythrophthalmus</i>			X				
Trumpeter swan	<i>Cygnus buccinator</i>	X					X	Y
Western kingbird	<i>Tyrannus verticalis</i>			X				
Whooping crane	<i>Grus americana</i>		X					Y
Yellow warbler	<i>Dendroica petechia</i>			X				
<b>Amphibians</b>								
Boreal (western) toad	<i>Bufo boreas</i>		X					Y
Boreal chorus frog	<i>Pseudacris triseriata maculata</i>		X					Y
Columbia spotted frog	<i>Rana luteiventris</i>						X	Y
<b>Fish</b>								
Cutthroat trout	<i>Oncorhynchus clarki</i>	X	X				X	Y
Game trout						X		Y
Kendall Warm Springs dace	<i>Rhinichthys osculus thermalis</i>		X					
Largemouth bass	<i>Micropterus salmoides</i>			X				
Rainbow trout	<i>Onchorynchus mykiss</i>		X			X		Y

Species common name	Species scientific name	Beaverhead NF	Bridger-Teton NF	Custer NF	Gallatin NF	Shoshone NF	Targhee NF	Habitat inside the PCA? <sup>1</sup>
Wild trout					X			Y
Yellowstone cutthroat trout	<i>Oncorhynchus clarki bouvieri</i>			X		X		Y
<b>Plants</b>								
Aspen	<i>Populus tremuloides</i>		X					Y
Boreal draba	<i>Draba borealis</i>		X					Y
Payson's milkvetch	<i>Astragalus paysonii</i>		X					Suspected
Shultz milkvetch	<i>Astragalus shultziorum</i>		X					Y
Sweet-flowered rock jasmine	<i>Androsace chamaejasme</i>		X					
Weber's saw-wort	<i>Saussurea weberii</i>		X					
Wyoming tansymustard	<i>Descurainia torulosa</i>		X					

<sup>1</sup>Y in this column means yes for all national forests that have a particular species. Y followed by the name of a national forest means yes just for the national forests listed. A blank cell means that habitat for the species is not found within the grizzly bear recovery line.

<sup>2</sup> Primary cavity nesters includes eight species: three-toed woodpecker, Lewis' woodpecker, red-napped sapsucker, Williamson's sapsucker, downy woodpecker, hairy woodpecker, black-backed woodpecker, and northern flicker.

<sup>3</sup>Bullock's oriole was formerly the northern oriole (*Icterus galbula*). In 1995, the American Ornithologists Union split the northern oriole group, making Bullock's oriole a separate species.

The following references were used in compiling the list of MIS:

Beaverhead Forest Plan and FEIS, 1986.

Bridger-Teton National Forest Land and Resource Management Plan and FEIS, 1990.

Errata sheet, Bridger-Teton National Forest Land and Resource Management Plan, June 27, 2005.

1997 Revised Forest Plan—Targhee National Forest and FEIS.

Custer National Forest and Grasslands Land and Resource Management Plan and FEIS, 1986.

Gallatin National Forest Plan and FEIS, 1987.

Shoshone National Forest Land and Resource Management Plan and FEIS, 1986.

Appendix D – Species Lists

Figure 138. High Priority or Level I bird species identified in the bird conservation plans for Idaho, Montana, and Wyoming.

High Priority or Level I bird species <sup>1</sup>	Idaho	Montana	Wyoming	Federally listed (threatened, endangered, proposed, or candidate species)	Forest Service Sensitive Species	MIS	Species distribution is outside of the area affected by alternatives
American avocet	x						
American dipper	x						
American white pelican	x						
Baird's sparrow		x	x		x		
Bald eagle			x	x		x	
Barrow's goldeneye	x						
Black rosy-finch	x						
Black swift	x						x
Black tern			x		x		
Black-backed woodpecker	x	x			x	x	
Black-billed magpie	x						
Black-chinned hummingbird	x						x
Black-necked stilt	x						x
Black-throated gray warbler	x						x
Blue grouse	x					x	
Brewer's sparrow	x		x		x	x	
Brown creeper	x	x					
Burrowing owl		x	x		x		
Calliope hummingbird	x						
Cinnamon teal	x						
Common loon		x			x	x	

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High Priority or Level I bird species <sup>1</sup>	Idaho	Montana	Wyoming	Federally listed (threatened, endangered, proposed, or candidate species)	Forest Service Sensitive Species	MIS	Species distribution is outside of the area affected by alternatives
Dusky flycatcher	x						
Ferruginous hawk	x		x		x		
Flammulated owl	x	x			x	x	
Forster's tern			x				
Franklin's gull	x		x				
Golden eagle	x						
Gray flycatcher	x						x
Hammond's flycatcher	x						
Harlequin duck		x			x	x	
Hooded merganser	x						
Interior least tern		x		x			
Killdeer	x						
Lark sparrow	x					x	
Lewis' woodpecker	x				x	x	
Loggerhead shrike	x				x		
Long-billed curlew	x		x		x		
MacGillivray's warbler	x						
McCown's longspur			x				
Mountain plover		x	x		x		
Mountain quail	x						x
Northern goshawk	x		x		x	x	
Olive-sided flycatcher	x	x			x		
Peregrine falcon			x		x	x	
Pinyon jay	x						

Appendix D – Species Lists

High Priority or Level I bird species <sup>1</sup>	Idaho	Montana	Wyoming	Federally listed (threatened, endangered, proposed, or candidate species)	Forest Service Sensitive Species	MIS	Species distribution is outside of the area affected by alternatives
Piping plover		x		x			
Plumbeous vireo	x						x
Prairie falcon	x						
Redhead	x						
Rock wren	x						
Ruffed grouse	x					x	
Rufous hummingbird	x						
Sage grouse	x	x	x		x	x	
Sage sparrow	x		x				x
Sage thrasher	x						
Sandhill crane	x						
Sharp-shinned hawk	x						
Sharp-tailed grouse	x				x	x	
Short-eared owl	x		x		x		
Sprague's pipit		x					
Swainson's hawk	x		x				
Townsend's warbler	x						
Trumpeter swan	x	x	x		x	x	
Upland sandpiper			x				x
Varied thrush	x						x
Vaux's swift	x						x
Virginia's warbler	x						x
Western grebe	x						
Western tanager	x						
White-faced ibis	x						

High Priority or Level I bird species <sup>1</sup>	Idaho	Montana	Wyoming	Federally listed (threatened, endangered, proposed, or candidate species)	Forest Service Sensitive Species	MIS	Species distribution is outside of the area affected by alternatives
White-headed woodpecker	x						x
Williamson's sapsucker	x					x	
Willow flycatcher	x						
Wilson's phalarope			x				
Yellow warbler	x					x	

The following references were used in compiling the list of high priority and level I bird species:

Idaho Partners in Flight. 2000. Idaho bird conservation plan, version 1.0, January 2000. Idaho PIF coordinator Sharon Ritter. Hamilton, Montana.

Montana Partners in Flight. 2000. Montana bird conservation plan (bird conservation priorities in Montana, priority bird species list, level I).

Cerovski, A., M. Gorges, T. Byer, K. Duffy, and D. Felley, editors. 2001. Wyoming bird conservation plan, version 1.0. Wyoming Partners In Flight. Wyoming Game and Fish Department, Lander, Wyoming.

**Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species**

This appendix contains the following tables:

- Figure 139, which displays a summary of the habitat changes and/or management/activity changes associated with the standards and guidelines for each alternative.
- Figure 140, which displays the potential indirect beneficial effects of the standards, guidelines, and alternatives on species listed under the ESA.
- Figure 141, which displays the potential indirect beneficial effects of the standards, guidelines, and alternatives on Forest Service sensitive species.
- Figure 142, which displays the potential indirect beneficial effects of the standards, guidelines, and alternatives on MIS.
- Figure 143, which displays the potential indirect beneficial effects of the standards, guidelines, and alternatives on High Priority or Level I bird species.

See section 3.4 for a full discussion of effects on other wildlife species.



Figure 139. Comparison of habitat changes and/or management/activity changes associated with the standards and guidelines for each alternative.

Standard or Guideline	Indicator or measure of change	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
<b>Standard 1 Secure Habitat</b>	Percent of National Forest System land inside PCA in long-term secure habitat	72%	83% <sup>1</sup>	83% <sup>1</sup>	88%	88%
	Percent of National Forest System land inside PCA in short-term secure habitat	11%	0%	0%	0%	0%
	Estimated miles of open motorized access routes to be closed on National Forest System land within the PCA to provide for increased secure habitat <sup>1</sup>	0	0	0	487	487
	Percent of National Forest System land in Alternative 4 areas outside PCA in long-term secure habitat	52%	52%	52%	52%	85%
	Percent of National Forest System land in Alternative 4 areas outside the PCA in short-term secure habitat	21%	21%	21%	21%	0%
	Estimated miles of open motorized access routes to be closed on National Forest System land in Alternative 4 areas outside the PCA to provide for increased secure habitat <sup>2</sup>	0	0	0	0	1,363

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

<b>Standard or Guideline</b>	<b>Indicator or measure of change</b>	<b>Alternative 1</b>	<b>Alternative 2</b>	<b>Alternative 2-Modified</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
<b>Standard 2 Developed Sites</b>	Number of sites on National Forest System land within the PCA and potential trend	371 with potential increases in capacity or number of sites	371 no net increases in capacity or number of developed sites without mitigation	371 no net increases in capacity or number of developed sites without mitigation	371 with potential for some decreases (see Standards 8 and 9)	371 with potential for some decreases (see Standards 8 and 9)
	Number of sites on National Forest System land in Alternative 4 areas outside the PCA and potential trend	598 with potential increases in capacity or number of sites	598 with potential increases in capacity or number of sites	598 with potential increases in capacity or number of sites	598 with potential increases in capacity or number of sites	598 with potential for some decreases (see Standards 8 and 9)
<b>Standard 3 Livestock Grazing</b>  <b>And</b>  <b>Guideline 2 Livestock Grazing</b>	Number of cattle allotments inside the PCA and potential trend	70 with potential for increases in the number of allotments	70 no increases in the number of allotments	70 no increases in the number of allotments and potential for decreases if recurring conflicts occur	70 no increases in the number of allotments and potential for decreases if recurring conflicts occur	70 no increases in the number of allotments and potential for decreases if recurring conflicts occur
	Number of sheep allotments inside the PCA and potential trend <sup>3</sup>	4 2 designated for phase out	4 all designated for phase out	4 all designated for phase out	0 close 4 allotments within 3 years	0 close 4 allotments within 3 years
	Number of cattle allotments in Alternative 4 areas outside the PCA and potential trend	280 with potential for increases in the number of allotments	280 with potential for increases in the number of allotments	280 with potential for decreases if recurring conflicts occur	280 with potential for increases in the number of allotments	280 with potential for decreases if recurring conflicts occur
	Number of sheep allotments in Alternative 4 areas outside the PCA and potential trend	73 no decrease due to grizzly bear standards or guidelines	73 no decrease due to grizzly bear standards or guidelines	73 with potential for decreases if recurring conflicts occur	73 no decrease due to grizzly bear standards or guidelines	0 close 73 allotments within 3 years

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

<b>Standard or Guideline</b>	<b>Indicator or measure of change</b>	<b>Alternative 1</b>	<b>Alternative 2</b>	<b>Alternative 2-Modified</b>	<b>Alternative 3</b>	<b>Alternative 4</b>
<b>Standard 6 Food Storage and Other Management Tools</b>  <b>And</b>	Management direction inside the PCA	Existing food storage orders cover most of the PCA	Existing food storage orders cover most of the PCA	Use food storage orders, information and education, and other management tools to minimize grizzly bear/human conflicts	Existing food storage orders cover most of the PCA	A uniform forest-wide food storage order implemented within one year
<b>Guideline 3 Food Storage and Other Management Tools</b>  <b>And</b>  <b>Objective 1 Food Storage</b>	Management direction in Alternative 4 areas outside the PCA	Existing food storage orders cover a portion of the area outside of the PCA.	Existing food storage orders cover a portion of the area outside of the PCA	In biologically suitable and socially acceptable areas, emphasize proper sanitation techniques including food storage orders, and information and education while working with local governments and other agencies	Existing food storage orders cover a portion of the area outside of the PCA	A uniform forest-wide food storage order implemented within one year

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Standard or Guideline	Indicator or measure of change	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
<b>Standard 7 Off-Road Motorized Access</b>  <b>And Guideline 1 Winter Motorized Access</b>	Percent of National Forest System land inside PCA open to cross-country OHV use	2%	2%	2%	0%	0%
	Percent of National Forest System land in Alternative 4 areas outside PCA open to cross-country OHV use	2%	2%	2%	2%	0%
	Percent of denning habitat on National Forest System land inside PCA closed to snow machine use	68%	68% potential for additional localized restrictions to resolve conflicts	68% potential for additional localized restrictions to resolve conflicts	100%	100%
	Percent of denning habitat on National Forest System land in Alternative 4 areas outside PCA closed to snow machine use	35%	35%	35%	35%	100%
<b>Standard 8 Oil and Gas Leasing</b>	Percent of National Forest System land inside PCA legally withdrawn or not available or not authorized for use	78% operations could be allowed in the PCA with consultation with USFWS	78% operations could be allowed in the PCA with mitigation to meet Standards 1 and 2	78% operations could be allowed in the PCA with mitigation to meet Standards 1 and 2	100% no new oil and gas leases would be permitted	100% no new oil and gas leases would be permitted
	Percent of National Forest System land in Alternative 4 areas outside PCA legally withdrawn or not available or not authorized for use	47%	47%	47%	47%	100% no new oil and gas leases would be permitted

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Standard or Guideline	Indicator or measure of change	Alternative 1	Alternative 2	Alternative 2-Modified	Alternative 3	Alternative 4
<b>Standard 9 Recreation Conflicts</b>	Management direction inside the PCA	Existing Guidelines and nuisance bear guidelines	Conservation Strategy nuisance bear guidelines	Conservation Strategy nuisance bear guidelines	Conservation Strategy nuisance bear guidelines plus close sites and uses if recurring conflicts occur	Conservation Strategy nuisance bear guidelines plus close sites and uses if recurring conflicts occur
	Management direction in Alternative 4 areas outside the PCA	Existing forest plans	Conservation Strategy nuisance bear guidelines including state grizzly bear plans	Conservation Strategy nuisance bear guidelines including state grizzly bear plans	Conservation Strategy nuisance bear guidelines including state grizzly bear plans	Conservation Strategy nuisance bear guidelines including state grizzly bear plans plus close sites and uses if recurring conflicts occur
<b>Guideline 4 Food Sources and Standard 10 Food Sources</b>	Management direction inside the PCA	Existing Guidelines and forest plans	Conservation Strategy	Maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy	Maintain and restore the four key grizzly bear food sources; close areas to human uses if needed	Maintain and restore the four key grizzly bear food sources; close areas to human uses if needed
	Management direction in Alternative 4 areas outside the PCA	Forest plan direction	Forest plan direction and state grizzly bear plans	In areas identified as biologically suitable and socially acceptable, maintain the productivity, to the extent feasible, of the four key grizzly bear food sources as identified in the Conservation Strategy	Forest plan direction and state grizzly bear plans	Maintain and restore the four key grizzly bear food sources; close areas to human uses if needed

*Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species*

<sup>1</sup>Eleven percent of the long-term secure habitat is subject to the 1 percent rule. These acres were considered as short-term secure habitat under Alternative 1 as it is within Management Areas types 4, 5, 6 and 8 that allow for management activities. Under these alternatives any secure habitat affected by the 1 percent rule would be restored after project completion.

<sup>2</sup>These miles of motorized access routes to be closed are in addition to any miles that are already required in existing forest plans.

<sup>3</sup>Two of the four sheep allotments under all action alternatives inside the PCA are planned for closure by the Gallatin National Forest in 2006.

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Figure 140 displays the standards and guidelines that may have complementary or beneficial effects when compared to Alternative 1. Within the table, alternatives are shown in order of potential indirect beneficial effect, with highest listed first and lowest listed last. Blank cells indicate a neutral effect for that particular standard or guideline. For descriptions of the standards and guidelines, see Figure 4. Standards 4 and 5 would have no effect on any species. To understand the relative differences between the alternatives, compare this table to

Figure 139, which compares habitat changes and/or management/activity changes associated with standards and guidelines for each of the alternatives.

*Figure 140. Potential indirect beneficial effects of standards, guidelines, and alternatives on listed species.*

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
<b>Mammals</b>							
Black-footed ferret							
Canada lynx	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		
Gray wolf	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 2-M Alt. 3 Alt. 2
<b>Birds</b>							
Bald eagle	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M			Alt. 4	Alt. 4 Alt. 3	Alt. 4 Alt. 2-M Alt. 3
Eskimo curlew							
Interior least tern							
Piping plover							
Whooping crane							

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Yellow-billed cuckoo							
<b>Fish and snail</b>							
Bonytail chub							
Bull trout	Alt. 4		Alt. 4	Alt. 4	Alt. 4		
Colorado pikeminnow							
Humpback chub							
Kendall Warm Springs dace							
Montana arctic grayling	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		
Pallid sturgeon							
Razorback sucker							
Utah valvata snail							



Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Figure 141 displays the standards and guidelines that may have complementary or beneficial effects when compared to Alternative 1. Within the table, alternatives are shown in order of potential indirect beneficial effect, with highest listed first and lowest listed last. Blank cells indicate a neutral effect for that particular standard or guideline. For descriptions of the standards and guidelines, see Figure 4. Standards 4 and 5 would have no effect on any species. To understand the relative differences between the alternatives, compare this table to

Figure 139, which compares habitat changes and/or management/activity changes associated with standards and guidelines for each of the alternatives.

**Figure 141. Potential indirect beneficial effects of standards, guidelines, and alternatives on Forest Service sensitive species.**

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
<b>Mammals</b>							
American (pine) marten	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3	Alt. 4 Alt. 3 Alt. 2 & 2-M	
Black-tailed prairie dog							
Fisher	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3	Alt. 4 Alt. 3 Alt. 2 & 2-M	
Fringe-tailed myotis	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Great Basin pocket mouse			Alt. 4 Alt. 2-M		Alt. 4		

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Long-eared myotis	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Long-legged myotis	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
North American wolverine	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2
Northern bog lemming	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Pallid bat	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Pygmy rabbit	Alt. 4		Alt. 4		Alt. 4		
River otter	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Rocky Mountain bighorn sheep	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3	Alt. 4 Alt. 3	
Spotted bat	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Water vole	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Western (Townsend's) big-eared bat	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
White-tailed prairie dog							
<b>Birds</b>							
Baird's sparrow							
Black tern	Alt. 4						
Black-backed woodpecker	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Blue-gray gnatcatcher							

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Boreal owl	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Brewer's sparrow	Alt. 4 Alt. 3 Alt. 2-M Alt. 2				Alt. 4 Alt. 3		
Burrowing owl	Alt. 4				Alt. 4		
Columbian sharp-tailed grouse	Alt. 4		Alt. 4		Alt. 4		
Common loon	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Ferruginous hawk	Alt. 4				Alt. 4		
Flammulated owl	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Grasshopper sparrow							
Great gray owl	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Harlequin duck	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Lewis's woodpecker							
Loggerhead shrike							
Long-billed curlew							
Mountain plover							
Northern goshawk	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Northern harrier	Alt. 4				Alt. 4		
Olive-sided flycatcher							
Peregrine falcon							
Sage grouse	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
Short-eared owl	Alt. 4				Alt. 4		
Three-toed woodpecker	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Trumpeter swan	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Yellow-billed cuckoo							
<b>Amphibians &amp; reptiles</b>							
Boreal (western) toad	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
Columbia spotted frog	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
Great Plains toad							
Greater short-horned lizard							
Milksnake							
Northern leopard frog	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
Plains spadefoot							
Western hognose snake							

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
<b>Fish</b>							
Bonneville cutthroat trout	Alt. 4		Alt. 4		Alt. 4		
Colorado River cutthroat trout	Alt. 4		Alt. 4		Alt. 4		
Montana fluvial arctic grayling	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		
Mountain sucker	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3	Alt. 4 Alt. 3		
Northern redbelly dace	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3	Alt. 4 Alt. 3		
Snake River fine spotted cutthroat trout	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3	Alt. 4 Alt. 3		
Sturgeon chub							
Westslope cutthroat trout	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3	Alt. 4 Alt. 3		

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Yellowstone cutthroat trout	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3	Alt. 4 Alt. 3		
<b>Insects</b>							
Hudsonian emerald dragonfly							



Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Figure 142 displays the standards and guidelines that may have complementary or beneficial effects when compared to Alternative 1. Within the table, alternatives are shown in order of potential indirect beneficial effect, with highest listed first and lowest listed last. Blank cells indicate a neutral effect for that particular standard or guideline. For descriptions of the standards and guidelines, see Figure 4. Standards 4 and 5 would have no effect on any species. To understand the relative differences between the alternatives, compare this table to

Figure 139, which compares habitat changes and/or management/activity changes associated with standards and guidelines for each of the alternatives.

*Figure 142. Potential indirect beneficial effects of standards, guidelines, and alternatives on management indicator species.*

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
<b>Mammals</b>							
Beaver	Alt. 4 Alt. 2-M Alt. 3 Alt. 2				Alt. 4 Alt. 3 Alt. 2 & 2-M		
Elk and deer winter range	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 2-M Alt. 3 Alt. 2
Mountain goat	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M				Alt. 4 Alt. 3 Alt. 2 & 2-M	
Mule deer	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Pronghorn antelope	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		
Red squirrel	Alt. 4 Alt. 2-M Alt. 3 Alt. 2				Alt. 4 Alt. 3 Alt. 2 & 2-M		
Rocky Mountain elk	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2
Shiras moose	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2
White-tailed deer	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2 & 2-M		Alt. 4 Alt. 2-M Alt. 3 Alt. 2

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
<b>Birds</b>							
Blue grouse							
Bullock's oriole <sup>1</sup>							
Lark sparrow							
Ovenbird							
Primary cavity nesters <sup>2</sup>	Alt. 4 Alt. 2-M Alt. 3 Alt. 2						
Ruffed grouse							
Spotted (rufous-sided) towhee							
Western kingbird							
Yellow warbler							
<b>Amphibians</b>							
Boreal chorus frog							
<b>Fish</b>							
Largemouth bass	Alt. 4		Alt. 4	Alt. 4	Alt. 4		

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Rainbow trout	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2		
Wild trout and game trout <sup>3</sup>	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 3 Alt. 2		

<sup>1</sup> Bullock's oriole was formerly called the northern oriole. In 1995, the American Ornithologists Union split the species, making Bullock's oriole a separate species.

<sup>2</sup>Primary cavity nesters includes eight species of woodpeckers: Lewis's woodpecker, red-napped sapsucker, Williamson's sapsucker, downy woodpecker, hairy woodpecker, three-toed woodpecker, black-backed woodpecker, and northern flicker. The Lewis's woodpecker, three-toed woodpecker, and black-backed woodpecker were discussed with sensitive species in section 3.4.2.

<sup>3</sup> Wild trout are identified as MIS in the Gallatin Forest Plan. Game trout are identified as MIS in the Shoshone Forest Plan. Game trout includes all trout species present on the Shoshone National Forest, such as cutthroat trout, rainbow trout, brook trout, brown trout, lake trout, golden trout.

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Figure 143 displays the standards and guidelines that may have complementary or beneficial effects when compared to Alternative 1. Within the table, alternatives are shown in order of potential indirect beneficial effect, with highest listed first and lowest listed last. Blank cells indicate a neutral effect for that particular standard or guideline. For descriptions of the standards and guidelines, see Figure 4. Standards 4 and 5 would have no effect on any species. To understand the relative differences between the alternatives, compare this table to

Figure 139, which compares habitat changes and/or management/activity changes associated with standards and guidelines for each of the alternatives.

**Figure 143. Potential indirect beneficial effects of standards, guidelines, and alternatives on High Priority or Level I bird species.**

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
American avocet							
American dipper							
American white pelican							
Barrow's goldeneye	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Black rosy-finch		Alt. 4 Alt. 3 Alt. 2 & 2-M					
Black-billed magpie							
Brown creeper	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Calliope hummingbird			Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Cinnamon teal							
Dusky flycatcher			Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Forster's tern							
Franklin's gull							
Golden eagle	Alt. 4 Alt. 3 Alt. 2-M Alt. 2	Alt. 4 Alt. 3 Alt. 2 & 2-M			Alt. 4 Alt. 3		
Hammond's flycatcher	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Hooded merganser	Alt. 4 Alt. 3 Alt. 2-M Alt. 2						
Killdeer							

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
MacGillivray's warbler		Alt. 4 Alt. 3 Alt. 2 & 2-M	Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
McCown's longspur							
Pinyon jay							
Prairie falcon	Alt. 4 Alt. 3 Alt. 2-M Alt. 2		Alt. 4 Alt. 2-M Alt. 3 Alt. 2		Alt. 4 Alt. 3		
Redhead							
Rock wren							
Rufous hummingbird			Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Sage thrasher							
Sandhill crane							
Sharp-shinned hawk							
Sprague's pipit			Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Swainson's hawk							

Appendix E – Comparison of Effects of the Alternatives on Other Wildlife Species

Species Name	Standard 1 Secure Habitat	Standard 2 Developed Sites	Standard 3 Livestock Grazing And Guideline 2 Livestock Grazing	Guideline 1 Winter Access and Standard 7 OHV Access	Standard 8 Oil and Gas Leasing	Standard 9 Recreation Conflicts	Guideline 4 Food Sources and Standard 10 Food Sources
Townsend's warbler							
Western grebe							
Western tanager							
White-faced ibis							
Willow flycatcher			Alt. 4 Alt. 2-M Alt. 3 Alt. 2				
Wilson's phalarope							



## Appendix F – Guidelines for Resolving Grizzly-Human Conflicts by Management Situation<sup>35</sup>

### Grizzly Bear Management Guidelines for Management Situation 1

*Management System or Activity: Wildlife Management*

#### Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
  - Determination of where, why, when, and how the conflict occurred
  - Who was involved
  - Determination of status of problem bear (nuisance or non-nuisance) considering unnatural food dependency and individual bear history. See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.
2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

*Management System or Activity: Timber and Fire Management*

#### Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removed the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with logging or burning or fire control (camps) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Range Management*

#### Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict or grizzly-livestock depredation, District Rangers in cooperation with State wildlife management agencies, will immediately identify the cause by determining where, when, why, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related

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<sup>35</sup> From the 1986 Interagency Grizzly Bear Guidelines, pages 6 through 39.

cause. Likely man-related causes are grizzly attractants and/or activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, domestic livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and domestic and/or transportation livestock. Interference activities are domestic livestock and/or any other livestock operation activity disrupting the grizzly's natural activities in meeting its biological requirements (i.e., food use in wet areas with succulent, herbaceous vegetation which is scarce and thereby vitally important to the species especially during dry years or in late summer and autumn). Cause removal could involve simple activity modification or temporary or permanent activity curtailment in deference to seasonal or year-long grizzly use needs.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and state wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Recreation Management*

Resolve Grizzly-Human Conflicts

In cases of grizzly-human conflict, District Rangers, in cooperation with State wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in the possession of man, and transportation and/or domestic livestock. Interference activities are those associated with recreation activities (transportation livestock grazing, camping, trail and road access, etc.) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment or access closure.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Minerals, Watershed, and Special Uses Management*

In cases of grizzly-human conflict, District Rangers in cooperation with State wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing the man-related cause. Causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with mining, watershed development, and special uses which disrupt grizzlies, grizzly habitat, and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary or permanent activity curtailment.

If the problem bear is determined to be a nuisance and all reasonable measures have been taken to protect the bear and its habitat and a more natural grizzly population would be a likely result of its control, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

**Grizzly Bear Management Guidelines for Management Situation 2**

*Management System or Activity: Wildlife Management*

Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
  - Determination of where, why, when, and how the conflict occurred
  - Who was involved
  - Determination of status of problem bear (nuisance or non-nuisance) considering unnatural food dependency and individual bear history, see appendix page 51
2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

*Management System or Activity: Timber and Fire Management*

In cases of grizzly-human conflict, District Rangers in cooperation with State wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with logging or burning or fire control (camps) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation.

If the area does not warrant reclassification under Management Situation 1 and temporary cessation or activity modification is not possible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Range Management*

In cases of grizzly-human conflict or grizzly-livestock depredation, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, when, why, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or activities interfering with grizzly use of habitat. Attractants include foods and food odors associated with man, domestic livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and domestic and/or transportation livestock. Interference activities are domestic livestock and/or any other livestock operation activity disrupting the grizzly's natural activities (i.e., food use in wet areas with succulent, herbaceous vegetation which is scarce and therefore vitally important to the species especially during dry

years or in late summer and autumn). Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Recreation Management*

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or domestic livestock. Interference activities are those associated with recreation activities (transportation livestock grazing, camping, etc.) which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and state wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

*Management System or Activity: Minerals, Watershed, and Special Use Management*

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. If the problem bear is not determined to be a nuisance then correct the problem immediately by removing, if feasible, the man-related cause. Likely man-related causes are grizzly attractants and/or human activities interfering with grizzly use of habitat. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, camps or other dwellings, game meat in possession of man, and transportation and/or work livestock. Interference activities are those associated with mining, watershed development and special uses which disrupt grizzlies, grizzly habitat and/or grizzly use of habitat. Cause removal could involve simple activity modification or temporary activity cessation. If the area does not warrant reclassification under Management Situation 1 and temporary activity cessation or activity modification is not possible or feasible or does not solve the problem or if the problem bear is determined to be a nuisance, the U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

See the Guidelines for Determining Nuisance Bear Status, beginning on page 286 of this appendix.

**Grizzly Bear Management Guidelines for Management Situation 3**

*Management System or Activity: Wildlife Management*

Resolve Grizzly-Human Conflicts

Line Officers will be provided with instructions for:

1. Fact finding, including
  - Determination of where, why, when, and how the conflict occurred
  - Who was involved

2. Grizzly control, including names and phone numbers of personnel from State wildlife management agencies and the U.S. Fish and Wildlife Service, page 51.
3. Live trapping
4. Tranquilization
5. Removal, including carcass disposal
6. Relocation, including maps of specific recommended relocation sites. Relocation plans with implications for National Parks, National Forests, and BLM lands will be reviewed and agreed upon by Park Service, and State wildlife management personnel.

*Management System or Activity: Timber and Fire Management*

In cases of grizzly-human conflicts, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings, and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

*Management System or Activity: Range Management*

In cases of grizzly-human conflict or grizzly livestock depredation, District Rangers in cooperation with state wildlife management agencies will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include foods and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings, and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

*Management System or Activity: Recreation Management*

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

*Management System or Activity: Minerals, Watershed, and Special Uses Management*

In cases of grizzly-human conflict, District Rangers in cooperation with state wildlife management agencies, will immediately identify the cause by determining where, why, when, and how the conflict occurred. Correct the problem immediately by removing the man-related cause and controlling the problem bear. Likely man-related causes are grizzly attractants. Attractants include food and food odors associated with man, livestock carrion, garbage, garbage dumps, prepared livestock and pet foods, unsanitary camps or other dwellings and game meat in possession of man. The U.S. Fish and Wildlife Service and State wildlife agencies will be requested to exercise control.

***Guidelines for Determining Grizzly Bear Nuisance Status***

From the 1986 Interagency Grizzly Bear Guidelines, pages 53 through 57

These guidelines apply to the Management Situation Areas defined in Interagency Grizzly Bear Guidelines. In Management Situations Areas 1 and 2, grizzlies must be determined to be a nuisance by specific criteria before they can be controlled. In Situation Areas 3 and 5, any grizzly involved in a grizzly-human conflict situation is considered a nuisance and will be controlled.

Control must be compatible with Grizzly Bear Recovery Plan objectives for limiting man-caused grizzly mortality and with Federal and State laws and regulations.

A grizzly bear may be determined to be a nuisance if any or all of the following conditions apply:

- Condition A. The bear causes significant depredation to lawfully present livestock or uses unnatural food materials (human and livestock foods, garbage, home gardens, livestock carrion, and game meat in possession of man) which have been reasonably secured from the bear resulting in conditioning of the bear or significant loss of property.
- Condition B. The bear has displayed aggressive (not defensive) behavior toward humans which constitutes a demonstrable immediate or potential threat to human safety and/or a minor human injury resulted from a human/bear encounter.
- Condition C. The bear has had an encounter with people resulting in a substantial human injury or loss of human life.

The following are considerations in determining grizzly nuisance status under Condition A:

Unnatural foods were reasonably secure from grizzlies. Reasonably secure means all steps were taken to comply with guideline objectives (a) Maintain and Improve Habitat and (b) Minimize Grizzly-Human Conflict Potential. The following are examples of reasonably secure conditions:

1. Sight and/or smell of edibles and/or garbage was not dominant (i.e. food was canned or in other sealed containers) and edibles and/or garbage was made unavailable (hung out of reach or secured in a solid-sided-bear-proof structure). Livestock use did not occur in habitat components critically important to grizzlies in time or space
2. Livestock and wildlife carcasses were removed, destroyed or treated so that the material would not reasonably be expected to attract grizzlies
3. Game meat was stored at least 100 yards from any sleeping area
4. No baits were placed for purposes of sport hunting black bears, nor did any artificial feeding of bears occur

The following are considerations in determining grizzly nuisance status under Condition B:

The bear has displayed aggression toward man. Sound evidence must be available to establish that the bear acted aggressively without provocation (not defensively), and that such behavior constituted a threat to human safety and/or a minor human injury occurred as a result of a nondefensive grizzly attack.

The following are considerations in determining grizzly nuisance status under Condition C:

An encounter with people which resulted in a serious human injury or loss of human life. A bear that is involved in an accidental encounter with people, defense of young, or in a provoked attack (the bear acted defensively not aggressively) which results in a minor human injury should not be considered a nuisance under this condition.

If information is insufficient to clearly establish the above requisites under Conditions A, B, and C, then the involved bear(s) probably should not be determined a nuisance under that condition. The criteria in Table 1 should be used to guide control actions.

***Preventive Action***

Certain specific grizzlies have known behavioral patterns, which, when combined with location, time and other factors, indicate that an incident is highly probable. In such situations, direct preventive action designed to safely remove the bear(s) from the situation (prior to an occurrence which would result in nuisance status and possible loss of the bear(s) to the ecosystem) can be implemented regardless of the Management Situation involved. Human activities must be in compliance with applicable guidelines to minimize potential for grizzly-human conflicts for that Management Situation. Control actions should be designed to capture and remove the specific target bear(s).

In other situations, a bear may move into a visitor use or residential area without causing an incident, but there is indication that due to its persistent use of the area, it may become overly-

familiar with humans and may become habituated. The animal may be relocated if a suitable release site (free of circumstances similar to the capture site) is available. This is an action to prevent a possible incident or habituation of the bear. It does not count as an offense when determining the disposition of the bear (using Table 1), should the bear be recaptured in a future control action.

**III. Grizzly Bear Control Action**

1. If a grizzly bear is not determined to be a nuisance after consideration of criteria in Section II, no control action will be initiated.
2. Capture of nuisance grizzly bears outside the National Parks is the primary responsibility of the State Fish and Game Agency in conjunction with the U.S. Fish and Wildlife Service. The National Park Service is responsible for bear capture within National Parks. Figure 1 is a schematic diagram showing the sequence of notification and the decision process which will be used in all grizzly control actions. Data forms for recording information about the captured bear(s) and the control action are provided in the appendix. Nuisance bear forms should be completed by the on-site official and forwarded to the Grizzly Bear Recovery Coordinator for subsequent distribution.
3. Nuisance grizzlies that are sick or injured beyond a point where natural recovery is likely will be removed from the population. Other nuisance grizzlies will be controlled according to the guidelines in Table 1.
4. After a bear has been captured during a control action, the decision on where to relocate the bear or whether to kill it must be made within 24 hours of its capture. The relocation must be made as expeditiously as possible after the disposition of the bear is determined. Bears will not be held in a snare but will be immobilized, marked, and placed in an appropriate holding facility (can be a culvert trap).

With due consideration of mortality risk associated with immobilization, grizzly bears released should be marked with numbered ear tags, lip tattoo, and functioning radio transmitters. Monitoring will be a cooperative effort between State and Federal agencies. On-site release may be accomplished if the bear taken is: (a) determined not to be a nuisance bear or, (b) on a first offense when the bear cannot be relocated because of terrain, weather, or inaccessibility to a relocation site. Females with cubs, where relocation is identified in the above table, will be released on-site if relocation is not feasible for previously stated reasons or if the cubs cannot also be caught and relocated with the female. An on-site release will not be conducted in developed areas. On-site releases will be accomplished after approval of the land management agency if the release is monitored in such a way to determine its success or failure with respect to bear survival and conflict resolution.

5. If a bear is to be killed, the action will be completed only by authorized State or Federal or Tribal employees. A grizzly bear mortality report form should be completed and the carcass forwarded to the Montana Department of Fish, Wildlife and Parks lab in Bozeman, Montana for examination and subsequent disposition.
6. The initiating agency may “take back” a relocated bear, according to case-by-case agreements.
7. The State Fish and Game Regional Office will be the principal coordination point for all control actions, unless specified otherwise in the initial discussions on a particular incident.

The public and news media are extremely interested in all operations involving grizzly bears. To ensure that they receive the proper information, it is critical that information be shared between all involved agencies in an accurate and timely manner. Planned news releases will be the responsibility of the State Fish and Game agency in close consultation with the administering land management agency (or Tribe) and the Grizzly Bear Recovery Coordinator.

**Table 1. Type of Problem**

Type of Grizzly	No Offense	Condition A			Condition B		Condition C
	Offense	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	1 <sup>st</sup>	2 <sup>nd</sup>	1 <sup>st</sup>
<b>Females</b>							
Orphaned Cub	RLS <sup>1</sup> /REL <sup>2</sup>						
Cub		REL	REL	REM <sup>3</sup>	REL	REM	REM
Yearling		REL	REL	REM	REL	REM	REM
Subadult		REL	REL	REM	REL	REM	REM
Prime Adult with young		REL	REL	REM (Adult)	REL	REM (Adult)	REM (Adult)
Old Adult		REL	REM	---	REM	---	REM
Old Adult with young		REL	REL	REM (Adult)	REL	REM (Adult)	REM (Adult)
<b>Males</b>							
Orphaned Cub	RLS/REL						
Cub		REL	REL	REM	REL	REM	REM
Yearling		REL	REM	---	REM	---	REM
Subadult		REL	REM	---	REM	---	REM
Prime Adult		REL	REL	---	REM	---	REM
Old Adult		REM		---	REM	---	REM

<sup>1</sup>RLS=Release on site <sup>2</sup>REL=Relocate <sup>3</sup>REM=Remove from population

(Nuisance grizzlies that are sick or injured beyond a point where natural recovery is likely will be removed.)

**Cub**=Young of the Year. **Yearling** =12 to 24 months old. **Subadult** =24 to 48 months old.

Young=Cub, yearling, or subadult accompanying mother. Old=advanced age and deteriorated physical state; indicators are tooth wear and physical appearance.



**Action Procedures in Cases of Grizzly-Human Conflict**

From the 1986 Interagency Grizzly Bear Guidelines, page 59

All grizzly bear habitat

1. All incidents of grizzly-human conflict will be investigated immediately and a factual and detailed report (answering who, what, when, why, where and how) submitted to the line officer. In case of human death, notify the County Sheriff and County Coroner. In case of grizzly death, notify the U.S. Fish and Wildlife Service and the appropriate State wildlife management agency.
2. State wildlife management agencies and/or the U.S. Fish and Wildlife Service, National Park Service, Tribe will handle nuisance grizzlies.
3. County sheriffs will have primary responsibility for backcountry rescue outside National Parks and Indian Reservations.
4. The site of an incident will be closed immediately to human use until the investigation is complete and the problem solved or corrected. This closure is the responsibility of the managing agency.
5. All incidents resulting in serious human injury or death will be investigated by an interagency team with members from the county law enforcement agency, State wildlife management agency, land management agency, U.S. Fish and Wildlife Service, NPS and appropriate outside experts as necessary.
6. News releases involving grizzly-human conflict incidents will be coordinated through all concerned agencies.

Further, in National Parks,

7. All grizzly-human conflicts will be investigated and a factual and detailed bear incident report submitted to the Superintendent's Office. In incidents where injury and/or property damage have occurred, the investigating officer's report will be supplemented when possible by the statements of witnesses to the incident. All incidents of grizzly inflicted human death will be investigated by an interagency investigation team (as in 5.).
8. All management actions involving bears will be reported by telephone to the Bear Management Office/Resource Management Office.
9. All grizzly bear sightings will be recorded in the station log and telephoned daily to the Bear Management Office/Resource Management Specialist. Information shall include observer, data, location, time, number, activity, and if possible, sex, age class, and individual description.

## Appendix G – Conservation Strategy Nuisance Bear Standards<sup>36</sup>

The focus and intent of nuisance grizzly bear management inside and outside the PCA are predicated on the strategies and actions to prevent grizzly bear/human conflicts. It is recognized that active management aimed at individual nuisance bears will be required in both areas. Management actions outside the PCA will be implemented according to state management plans in coordination with landowners and land management agencies. These actions will be compatible with grizzly bear population management objectives for each state for the areas outside the PCA.

### **General Criteria**

Location, cause of incident, severity of incident, history of bear, health/age/sex of bear, and demographic characteristics of animals involved will all be considered in any relocation or removal. Removal of nuisance bears will be carefully considered and consistent with mortality limits for the GYA as described in the Conservation Strategy. Recognizing that conservation of female bears is essential to maintenance of a grizzly population, removal of nuisance females will be minimized.

### **Within the Primary Conservation Area**

Within the PCA, management of nuisance bears will be addressed according to the following standards:

- Bears displaying food conditioning and/or habituation may be either relocated or removed based on specific details of the incident. State wildlife agencies, following consultation with other appropriate management authorities, and national parks will make this judgment after considering the cause, location, and severity of the incident or incidents.
- Bears may be relocated as many times as judged prudent by management authorities. No bear may be removed for any offense, other than unnatural aggression, without at least one relocation unless representatives of affected agencies document the reason in writing. All relocations outside the PCA will be governed by state management plans.
- Bears may be preemptively moved when they are in areas where they are likely to come into conflicts with site-specific human activities, but only as a last resort. Such preemptive moves will not count against the bear as nuisance moves.
- Bears preying on lawfully present livestock (cows, domestic sheep, horses, goats, llamas, etc.) on public lands will be managed according to the following criteria:
  - No grizzly bear involved in livestock depredations inside the PCA shall be removed unless it has been relocated at least one time and continues to cause livestock depredations. This does not apply to depredations occurring in sheep allotments inside the PCA in areas that were designated Management Situation 1<sup>37</sup> under the Interagency Grizzly Bear Guidelines (IGBC 1986).
  - Grizzly bears will not be removed or relocated from sheep allotments on federal land inside the PCA in areas in areas that were designated Management Situation 1 under the Interagency Grizzly Bear Guidelines (IGBC 1986).
- Before any removal, except in cases of human safety, management authorities will consult by telephone or in person to judge the adequacy of the reason for removal.
- Bears displaying natural aggression are not to be removed, even if the aggression results in human injury or death, unless it is the judgment of management authorities that the particular circumstances warrant removal.
- Bears displaying unnatural aggression will be removed from the population.
- Decisions based on criteria for relocation and removal inside the PCA for management of nuisance bears in the Conservation Strategy and best biological judgment of authorities.

<sup>36</sup> Conservation Strategy Nuisance Bear Standards, pages 59 and 60.

<sup>37</sup> Management Situation 1 areas are described in forest plans.

- Authorized National Park Service authorities will implement removals and relocations within YNP and GTNP.
- Authorized state authorities outside YNP and GTNP will implement other removals and relocations.
- State wildlife agencies in coordination with the appropriate federal agencies will predetermine adequate and available sites for relocations. Relocation sites should be agreed upon before the need for relocation occurs. In order to deal with problem bears more efficiently, managers should have full access to relocation sites without having to conduct individual consultation for each relocation.
- Livestock damage prevention and compensation are addressed in individual state management plans.
- Management of all nuisance bear situations will emphasize removal of the human cause of the conflict, when possible, or management and education actions to limit such conflicts. Relocation and removal of grizzly bears may occur if the above actions are not successful.

**Specific Criteria for Removals**

Captured grizzly bears identified for removal may be given to public research institutions or public zoological parks for appropriate non-release educational or scientific purposes as per regulations of states and national parks. Grizzly bears not suitable for release, research, or educational purposes will be removed as described in appropriate state management plans or in compliance with national park rules and regulations.

Outside of national parks, individual nuisance bears deemed appropriate for removal may be taken by a legal hunter in compliance with rules and regulations promulgated by the appropriate wildlife agency commission, as long as such taking is in compliance with existing state and federal laws, and as long as mortality limits specified for the GYA as described in this Conservation Strategy are not exceeded. This could include licensed hunters or property owners or their agents who have obtained appropriate permits from the state. Licensed hunters will be allowed to possess bear parts for bears that are legally harvested under a state permit.

**Monitoring Protocol**

All nuisance bear control actions, and grizzly bear/human and grizzly bear/livestock conflicts will be summarized annually in the Annual Report of the IGBST. Most conflicts are due to availability of human foods, human developments, or livestock depredations in occupied grizzly bear habitat. This report will detail the cause and location of each conflict and management action and display an annual spatial distribution of conflicts that can be used by managers to identify where problems occur and to compare trends in locations, sources, landownership, and types of conflicts.

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The sources cited is a list of references cited in the FEIS. At the end of this appendix there are links to Web sites for viewing environmental laws, the Forest Service directives system, and IGBST documents.

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Useful Web sites

Government Printing Office (GPO) Web sites

<http://www.gpoaccess.gov/topics/environment.html>

<http://www.gpoaccess.gov/plaws/index.html>

<http://www.gpoaccess.gov/fr/index.html>

<http://www4.law.cornell.edu/uscode/>

Code of Federal Regulations (CFR) <http://www.gpoaccess.gov/cfr/index.html>

Endangered Species Act <http://www4.law.cornell.edu/uscode/16/ch35.html>

Environmental Justice Enviromapping <http://www.epa.gov/enviro/ej/index.html>

Federal Register <http://www.gpoaccess.gov/fr/index.html>

Federal Register environmental documents <http://www.epa.gov/fedrgstr/>

Forest Service directives system (handbooks and manuals) <http://www.fs.fed.us/im/directives>

Interagency Grizzly Bear Study Team Annual Reports and publications

<http://www.nrmssc.usgs.gov/research/igbst-home.htm>

National Environmental Policy Act <http://ceq.eh.doe.gov/nepa/nepanet.htm> with links to related Executive Orders

**Appendix I – Acronyms Used in this Document**

AM	Animal month
AML	Arc macro language
ANILCA	Alaska National Interest Lands Conservation Act
APD	Application for permit to drill
ASQ	Allowable sale quantity
ATV	All-terrain vehicle
AU	Analysis units
AUM	Animal unit month
BLM	Bureau of Land Management
BMU	Bear management unit
CC	Condition class
CEM	Cumulative Effects Model
CFR	Code of Federal Regulations
CIP	Capital improvement projects
COY	Cubs-of-the-year
DEIS	Draft environmental impact statement
EIA	Energy Information Administration
EIS	Environmental impact statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FEIS	Final environmental impact statement
FWS	Fish and Wildlife Service
GBDAU	Grizzly Bear Data Analysis Unit
GIS	Geographic Information System
GTNP	Grand Teton National Park
GYA	Greater Yellowstone Area
GYE	Greater Yellowstone Ecosystem
HE	Habitat effectiveness
HV	Habitat value
IDT	Interdisciplinary team
IGBC	Interagency Grizzly Bear Committee
IGBST	Interagency Grizzly Bear Study Team
KGRA	Known geothermal resource area
LRMP	Land and resource management plan (forest plan)
MBF	Thousand board feet
MIS	Management indicator species
Mmbf	Million board feet
MOU	Memorandum of understanding
MS	Management Situation
NCDE	Northern Continental Divide Ecosystem
NEPA	National Environmental Policy Act
NF	National forest
NFMA	National Forest Management Act
NHPA	National Historic Preservation Act
NIC	Non-interchangeable
NVUM	National visitor use monitoring
OHV	Off-highway vehicle
OMARD	Open motorized access route density
ORV	Off-road vehicle
PAOT	Persons at one time
PCA	Primary Conservation Area
RD	Ranger district
REL	Relocate
REM	Remove from the population
RFD	Reasonable foreseeable development

RLS	Release on site
ROD	Record of Decision
ROS	Recreation Opportunity Spectrum
RV	Recreational vehicle
RZ	Recovery zone
SAOT	Skiers at one time
SHPO	State historic preservation office
SPM	Semi-primitive motorized
SPNM	Semi-primitive non-motorized
TMARD	Total motorized access route density
USDA	United States Department of Agriculture
USDI	United States Department of the Interior
USFWS	United States Fish and Wildlife Service
USDOE	United States Department of Energy
USGS	United States Geological Survey
WUI	Wildland urban interface
YES	Yellowstone Ecosystem Subcommittee
YGCC	Yellowstone Grizzly Coordinating Committee
YNP	Yellowstone National Park