

RECLAMATION

Managing Water in the West

Teton River Canyon Resource Management Plan



U.S. Department of the Interior
Pacific Northwest Region
Snake River Area Office

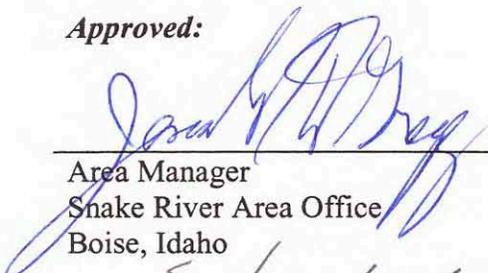
December 2006

Teton River Canyon

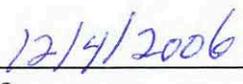
Resource Management Plan

U.S. Department of the Interior
Bureau of Reclamation

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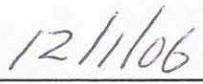
Area Manager
Snake River Area Office
Boise, Idaho



Date

for 

Regional Director
Pacific Northwest Region
Boise, Idaho



Date

This Resource Management Plan was prepared by EDAW, CH2M Hill, and JPA under contract for the Department of the Interior, Bureau of Reclamation, Pacific Northwest Region.



Point of Contact:

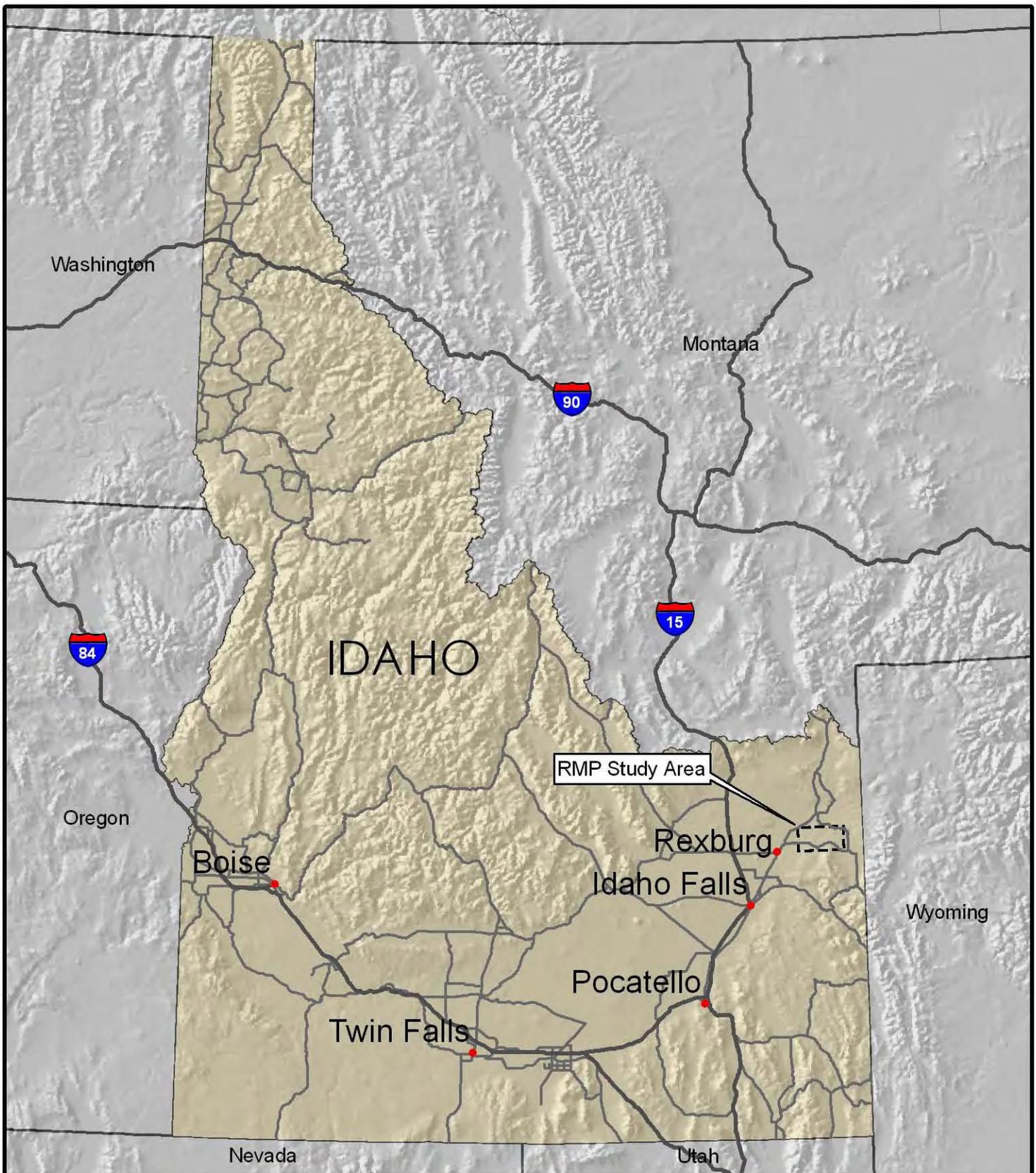
Robert "Hap" Boyer, Resource Manager
Snake River Area Office
1359 Hansen Avenue
Burley, ID 83318
(208) 678-0461

MISSION STATEMENT

THE MISSION OF THE BUREAU OF RECLAMATION IS TO MANAGE, DEVELOP, AND PROTECT WATER AND RELATED RESOURCES IN AN ENVIRONMENTALLY AND ECONOMICALLY SOUND MANNER IN THE INTEREST OF THE AMERICAN PUBLIC.

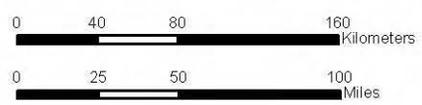
VISION STATEMENT

THROUGH LEADERSHIP, USE OF TECHNICAL EXPERTISE, EFFICIENT OPERATIONS, RESPONSIVE CUSTOMER SERVICE AND THE CREATIVITY OF PEOPLE, RECLAMATION WILL SEEK TO PROTECT LOCAL ECONOMIES AND PRESERVE NATURAL RESOURCES AND ECOSYSTEMS THROUGH THE EFFECTIVE USE OF WATER.



RMP Study Area Location

-  RMP Boundary
-  Interstate Highways
-  Major Roads of Idaho
-  Major Cities



**TETON RIVER CANYON
RESOURCE MANAGEMENT PLAN**

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Source: Data
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Acronyms and Abbreviations

AIRFA	American Indian Religious Freedom Act
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
BMP	Best Management Practice
CDC	Conservation Data Center
CFR	Code of Federal Regulations
CUL	Cultural
EA	Environmental Assessment
EO	Executive Order
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FR	Federal Register
FWS	U.S. Fish and Wildlife Service
H	High
IDEQ	Idaho Department of Environmental Quality
IDFG	Idaho Department of Fish and Game
IDL	Idaho Department of Lands
IDPR	Idaho Department of Parks and Recreation
IEI	Interpretation, Education, & Information
IOGLB	Idaho Outfitters and Guides Licensing Board
IPM	Integrated Pest Management
ITA	Indian Trust Assets
KOP	Key Observation Point
L	Low
LUM	Land Use & Management
M	Medium
MOA	Memorandum of Agreement
NAGPRA	Native American Graves Protection and Repatriation Act
NAT	Natural Resources
National Register	National Register of Historic Places
NEPA	National Environmental Policy Act of 1969
NHPA	National Historic Preservation Act

Acronyms and Abbreviations (continued)

NPS	National Park Service
NWBSNU	Northwestern Band of the Shoshoni Nation of Utah
ORV	Off-road vehicle
P.L.	Public Law
PN	Pacific Northwest
R	Required
RAV	Recreation, Access, and Visual Quality
Reclamation	U.S. Bureau of Reclamation
RMP	Resource Management Plan
ROW	Right-of-Way
SHPO	State Historic Preservation Officer
SOP	Standard Operating Procedure
SR	State Route
TCP	Traditional cultural property
TMDL	Total Maximum Daily Load
USFS	U.S. Forest Service
WMA	Wildlife Management Area

Chapter 1

Introduction

Chapter 1.0

Introduction

1.1 RMP Program and Policy

Resource Management Plan (RMP) preparation is specifically authorized in Title 28 of Public Law (P.L.) 102-575. Each RMP is intended to provide the management framework needed to balance the development, use, and protection of U.S. Bureau of Reclamation (Reclamation) lands and their associated natural, cultural, and recreational resources. It is Reclamation's blueprint for future resource management decisions to guide Reclamation, managing partners, and agency cooperators, as well as inform the public about the resource management policies and actions to be implemented over the life of the RMP.

Reclamation's resource management policy is to provide a broad level of stewardship to ensure and encourage resource protection, conservation, and multiple use, as appropriate. Management practices and principles established in this RMP, in accordance with existing Federal laws, regulations, and policies, provide for the protection of fish, wildlife, and other natural resources; cultural resources; public health and safety; and applicable uses of Reclamation lands and water areas, public access, and outdoor recreation.

1.2 Purpose and Scope of the Plan

The Teton River Canyon RMP is a 15-year plan to provide management direction for lands and waters under Reclamation jurisdiction in the vicinity of the Teton River Canyon. These lands are located adjacent to and upstream of the Teton Dam Site in the Teton River Canyon and along

the canyon rim in Fremont, Teton, and Madison Counties in Idaho. This RMP is needed to address Reclamation's future management of the 5,804 acres of Reclamation lands located within the Teton Basin Project. Because the RMP Study Area also contains 3,496 acres of Bureau of Land Management (BLM) lands, Reclamation and BLM have been closely coordinating on this RMP.

The purpose of this RMP is to address current and anticipated future issues to permit the orderly and coordinated management of lands and resources under Reclamation's jurisdiction in the RMP Study Area.

Through implementation of the RMP, Reclamation aims to balance competing and conflicting demands for differing uses and to maximize compatibility with surrounding land uses, while affording an appropriate level of resource protection and enhancement.

Over the course of implementing the RMP, it will be reviewed, reevaluated, and revised (if necessary) in cooperation with all involved agencies and Tribes to reflect changing conditions and management objectives. If a proposed modification to the RMP would significantly affect area resources or public use, opportunities for public involvement will be provided. The RMP will be reviewed at the end of its 15-year life.

In addition to this introductory chapter, the RMP contains the five main chapters, summarized below.

Chapter 2 – Existing Conditions summarizes the relevant natural, visual, cultural, and

socioeconomic resources in the study area. The chapter describes existing conditions and lays the framework for identifying suitable resources for a variety of land and water uses, as well as sensitive resources that require special protection, enhancement, or restoration.

Chapter 3 – Existing Land Use & Management summarizes the range of existing land uses and land use agreements. These include: Project facilities and general operations (i.e., Teton Dam Site); agreements, easements, and permits; encroachments; public facilities, utilities, and services; recreational uses; and access.

Chapter 4 – RMP Planning Process provides a detailed description of the two-year RMP planning process, including the public involvement program and input received through newsbrief response forms, meetings/workshops, and agency consultation. This chapter also describes Reclamation's efforts regarding its responsibilities to the affected Tribes. All of this information helped identify the range of issues and concerns, establish goals and objectives, identify the range of alternative plans for study, and modify the Preferred Alternative, which ultimately became the basis for this RMP.

Chapter 5 – Resource Management is the core of the RMP and provides a detailed description of the Goals, Objectives, and Management Actions associated with the plan. The Goals, Objectives, and Management Actions are organized according to the six themes that follow: (1) land use and management; (2) natural resources; (3) cultural resources, including Indian sacred sites; (4) Indian Trust Assets; (5) recreation, access, and visual quality; and (6) interpretation, education, and information.

Chapter 6 – Implementation Program lists the various activities associated with the Manage-



Photo 1-1. Teton River and canyon as seen from the Dam Overlook.

ment Actions set forth in Chapter 5. This includes a description of program phasing, related actions, priorities, and responsible entities, as well as the process involved with amending and updating the plan.

1.3 Location and Description of the RMP Study Area

The study area includes that portion of the Teton River located primarily in Fremont, Madison, and Teton Counties of southeastern Idaho. As shown in Figure 1.3-1, the Teton River Canyon RMP Study Area consists of the 5,804 acres of Reclamation lands and 3,496 acres of BLM lands located within the Teton Basin Project. These lands are located adjacent to and upstream of the Teton Dam Site in the Teton River Canyon and along the canyon rim. The Teton Dam Site is located approximately 3 miles northeast of Newdale, Idaho.

Lands in the RMP Study Area are predominately in agricultural use, and surrounding land ownership includes both federally managed land (Reclamation and the BLM) as well as private lands, primarily rangeland and rural residences. Public access to the river canyon is limited, and in general, the canyon receives very low levels of recreational use due to its remoteness and inaccessibility. The river can be floated by experienced boaters in a one-day trip but can require a portage, still with Class II to IV rapids, and paddling long stretches of flat water at the

Insert Figure 1.3-1 RMP Study Area Map

lower end of the canyon. There are only a few public access points along the canyon rim that offer views into the canyon. Aside from these viewpoints, there is very little recreational use along the rims of the canyon.

1.4 Project Summary

Construction of the Lower Teton Division of the Teton Basin Project was authorized in 1964 (78 Stat. 925, P.L. 88-583). The purpose of the Teton Dam and Teton Reservoir was to provide supplemental water to 111,210 acres of land in the Fremont-Madison Irrigation District, production of hydroelectricity, provision of recreation at the reservoir, and control of floods.

On June 5, 1976, the Teton Dam structure failed, within days of filling for the first time, resulting in the loss of 11 lives and \$400,000,000 in damages. The dam failure also caused significant physical and biological changes within the Teton River Canyon. Reservoir elevation at the time of the failure was 5,302 feet with approximately 234,260 acre-feet of stored water. Full reservoir capacity would have been 5,320 feet with 288,250 acre-feet of stored water. Although there are currently no

plans to rebuild the dam, lands within the Teton Basin Project will be retained by Reclamation because Congressional authorization still exists for this project.

The Teton Dam Site is also listed as a Protected Reservoir Site under the Idaho State Water Plan. These lands were privately owned and largely were being dry-farmed prior to their purchase for construction of the Teton Dam Project. After the failure of the dam, some of these lands were leased back to farmers for agricultural use. Lands within the Teton River Canyon RMP Study Area are currently being used for agriculture, fish and wildlife habitat, hydroelectric power generation, and recreation.

There is no comprehensive plan guiding the management of Reclamation lands within the RMP Study Area. Current management includes administering agricultural leases on Reclamation lands on the canyon rim, permitting guided fishing trips on the river in cooperation with the BLM, participating in noxious weed control efforts with the Idaho Department of Fish and Game (IDFG) and BLM, and supporting a number of scientific studies within the canyon.



Photo 1-2. Panoramic view of the old dam, spillway, and downstream area from the Dam Overlook.

Chapter 2

Existing Conditions

Chapter 2

Existing Conditions

Chapter 2 is organized by resource topic. Topics analyzed include natural resources (climate & air quality, topography & geology, soils, water quality, vegetation & wetlands, wildlife, aquatic biology, and threatened & endangered species), visual resources, cultural resources, Indian sacred sites, Indian Trust Assets, and socioeconomics.

2.1 Natural Resources

2.1.1 Climate & Air Quality

The study area lies in a region of moderate climate with warm, dry summers and cool, wet winters. Annual precipitation is generally about 13 inches. The warmest months are July and August, with an average high of 84°F and an average low of 48°F. The coldest month is January, with an average high of 29°F and low of 10°F. Most precipitation falls during the fall, winter, and spring. Summer rainfall is quite low, but some precipitation falls each month. The maximum average precipitation falls in May, at approximately 1.9 inches. August is generally the driest month with an average of 0.72 inch of precipitation.

Air quality is monitored by the Idaho Department of Environmental Quality (IDEQ), and the results are stored in a U.S. Environmental Protection Agency (EPA) database. Areas with persistent air quality problems are noted in the database as nonattainment areas. No nonattainment areas are recorded by EPA in Madison, Fremont, or Teton counties.

The minor source of air pollution in the study area is suspended particulates from non-point

sources such as motor vehicle exhaust, agricultural burning, occasional wild fires, and airborne dust. Dust is created by agricultural operations and by vehicles on unpaved as well as paved roads. Because of the low traffic volumes and lack of industrial sources, IDEQ does not gather regular air quality information for this area. The primary potential for air quality effects is expected to originate from outside of the study area, including vehicular traffic on unpaved roads, agricultural and timber related activities, and wind blown soil.

2.1.2 Topography & Geology

The geologic setting of the Teton River Canyon is influenced by the Rocky Mountain overthrust and the younger Snake River Plain downwarp. Both of these events are controlled by the tectonic forces that produced the volcanic activities in the Yellowstone area. The following sequence of geologic events was presented in Reclamation's geomorphology report (2000):

The major geologic activities in the area are the uplift of the Teton and Snake River Ranges (the eastern extent of the Snake River Plain), and the associated volcanic activity from Island Park and the Yellowstone area. During the late Pliocene and early Pleistocene age (2.1 million years ago), the Huckleberry Ridge tuff, a 200- to 600-foot-thick flow of rhyolite from Yellowstone Caldera, was deposited over a pre-existing uneven landscape (Pierce and Morgan 1992). The Teton River started downcutting through the rhyolite, likely due to uplifting of the Rexburg Bench in relation to the

subsidence of the adjacent Snake River Plain to the west. Following incision of the Teton River into the Huckleberry Ridge tuff, a single younger basalt flow entered the Teton River canyon just downstream from the present dam site and flowed upstream, covering river gravel and filling the lower part of the canyon to a depth of about 125 feet (Magleby 1968). The Teton River continued its active erosion cycle and extensively eroded the intracanyon basalt flow. The lower river near the dam site then changed from degradation to aggradation, resulting in the deposition of more than 100 feet of sand and gravel, completely burying the remnants of the intracanyon basalt flow (Magleby 1968).

As seen in Figure 2.1-1, the steep walls of the Teton River canyon rise 300 to 500 feet above the river in the 17-mile stretch above the Teton Dam site (Magleby 1981, in Reclamation 2000). Most of the canyon walls are covered with colluvium derived from the volcanic rocks that form the area (Scott 1982). This is composed of mostly sand and angular to subround fine gravel with variable amounts of rubble. Thickness is generally 3 to 10 feet on slopes and 33 feet at the base of slopes (Scott 1982).



Photo 2-1. The steep walls of the Teton River Canyon as seen from the surrounding benchlands from above.

2.1.3 Soils

Soils in the RMP Study Area are dominated by silty loams and sandy loams. Rock outcrops are more common within the Teton River Canyon. Runoff and erosion potential varies across the RMP Study Area. Soils within the Teton River Canyon, including river terraces and floodplains, tend to have slow runoff with slight erosion hazard. In contrast, soils on the canyon walls tend to be highly erosive, with rapid runoff. Erosion in farmland on the canyon rim and areas upslope of the canyon ranges from slight in flat areas to very severe as slope increases over 12 percent.



Photo 2-2. Topography and hydrography of the Teton River and canyon just upstream of the old dam site.

Landslide Activity in Teton River Canyon

Landslides are a natural process in the Teton River Canyon, which historically created rapids and pools in the river. However, the process was accelerated by the filling of the reservoir and subsequent dam failure. According to Reclamation's geomorphology report (2000), more than 200 landslides were activated by the dam failure. Further, "approximately 1,460 acres of canyon slopes

**Placeholder for Figure 2.1-1: Topography
and Hydrography**

were submerged by the reservoir, and 34 percent (500 acres) failed.” In total, approximately 3.6 million cubic feet of debris moved to the canyon floor (Reclamation 2000). Because so much material was moved in such a short period of time, the authors of the geomorphology report believe that the volume of source material for landslides has been reduced, which in turn lowers the likelihood of future landslides during the next several centuries. The lack of evidence of large landslides since 1976 supports this theory. The largest landslides occurred in the 2-mile stretch between Bitch Creek and Spring Hollow, and in the 2-mile reach upstream from Canyon Creek (Reclamation 2000). In the Bitch Creek to Spring Hollow reach, landslides created a 30.5-foot drop. In the Spring Hollow to Canyon Creek reach, landslides created a total drop of 26 feet over 2.1 miles.

2.1.4 Water Quality & Contaminants

Despite the impacts from the reservoir preparation and subsequent failure of the dam, water quality within the Teton subbasin is generally good (IDEQ 2003). IDEQ based this

conclusion on the continued presence of the native Yellowstone cutthroat trout (*O. clarki bowvieri*), as discussed in the Section 2.6, *Aquatic Biology*. Within the Teton RMP Study Area, beneficial uses for the waters are described in Table 2.1-1 and include uses for aquatic life, recreation, and others (including drinking water supply and special resource waters) (IDEQ 2003).



Photo 2-3. Typical scene from within the canyon. Small gravel beach (right foreground), large rock outcroppings, and steep denuded slopes and islands formed when water evacuated out the breached dam.

Table 2.1-1. Designated¹ Beneficial Uses within the Teton RMP Study Area

IDEQ Unit	Water	Aquatic Life ²	Recreation ³	Other ⁴
US-4	Teton River—Canyon Creek to Teton Dam	COLD SS	PCR	DWS SRW
US-17	Teton River—Milk Creek to Canyon Creek	COLD SS	PCR	DWS SRW
US-19	Teton River—Badger Creek to Milk Creek	COLD SS	PCR	DWS SRW
US-20	Teton River—Spring Creek to Badger Creek	COLD SS	PCR	DWS SRW

¹Undesignated segments are protected for all recreational use in and on water and for the protection and propagation of fish, shellfish, and wildlife, where attainable.

²COLD—Cold water aquatic life, SS-salmonid spawning.

³PCR—Primary contact recreation, SCR-Secondary contact recreation.

⁴DWS—Drinking water supply, SRW-Special Resource water.

NOTE: Other downstream segments (US-1, US-2, and US-3) from the Teton RMP Study Area have also been designated for COLD, SS, and PCR/SCR.

Source: Adopted from IDEQ 2003

Stream segments within the Teton RMP Study Area that do not meet the applicable water quality standards for the identified designated uses are listed as water quality impaired and require the development of a Total Maximum Daily Load (TMDL). The goal of a TMDL is to restore an impaired waterbody to a condition that meets State water quality standards and supports designated beneficial uses (IDEQ 2003).

The State impaired waters list (also known as the §303(d) list) undergoes revisions every 2 years; the latest revision occurred in 2002 but has yet to be approved by EPA Region 10. However, IDEQ (2003) has recommended adding a number of §303(d) list revisions for 2002, and includes these proposed revisions in the TMDL. Table 2.1-2 reflects listings from the 1998 §303(d) list (the most recent EPA-approved list), as well as the proposed 2002 additions.

Agriculture practices within the subbasin are considered to be the primary contributor for the impairments (IDEQ 2003). Sediment is generated by: (1) sheet and rill erosion from cultivated fields, and (2) streambank erosion resulting from grazing, channel alteration, and flood irrigation. The collapse of the Teton Dam and natural mass wasting events in the upper reaches of the Teton watershed also contribute to sediment in the reach. Cattle manure, fertilizer, and hay crops have resulted in elevated levels of nutrients (particularly nitrogen) in the project area (IDEQ 2003).

Temperatures in the canyon have increased slightly since the dam failure because water moves more slowly through the enlarged pools caused by the 1976 landslides and the borrow ponds excavated for the construction of the dam (Reclamation 2000). The loss of riparian habitat, particularly in the lower reaches of the Teton RMP Study Area, would also contribute to slightly higher river temperatures.

Based on the Teton River TMDL (IDEQ 2003), sediment and nutrient TMDLs have been

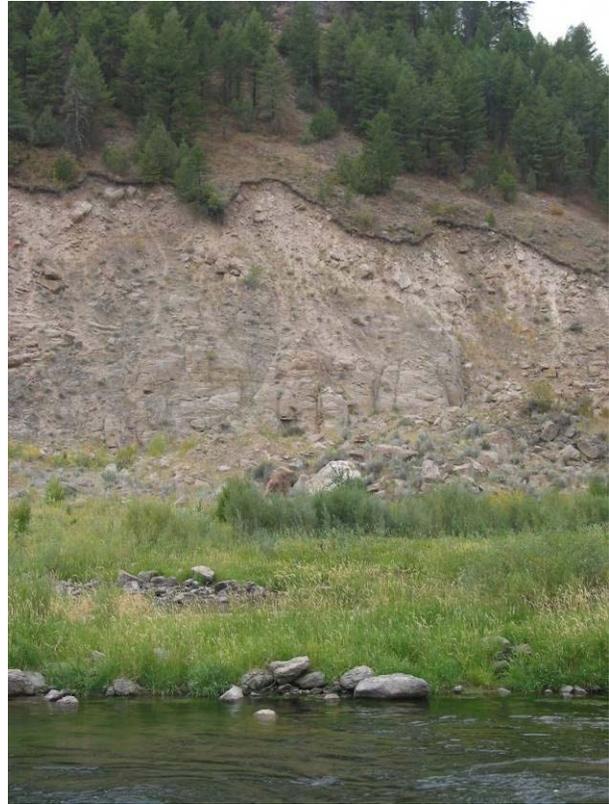


Photo 2-4. Typical view from the canyon floor of a slide and source material below.



Photo 2-5. Teton River upstream of the RMP Study Area is surrounded by agricultural lands.

developed for the Teton River waterbody for sediment (Table 2.1-3) and nutrients (Table 2.1-4). No TMDL was developed for habitat alteration because IDEQ policy is to establish TMDLs for waterbodies impaired by pollution (water chemistry), but not to address pollutants such as habitat alteration (IDEQ 2003).

Table 2.1-2. Water Quality Impaired Waterbodies within the Teton RMP Study Area

Waterbody	WQLS ¹	Boundary	Pollutant	Stream Miles
Teton River (Valley Segment)	2116	Highway 33 to Bitch Creek	Sediment Habitat alteration Nutrients	10.10
Teton River (Canyon Segment)	unknown	Confluence of Badger Creek to Teton Dam Site	Temperature	unknown

¹Water quality limited segment, corresponding to the numbers used in the 1998 §303(d) list.
 NOTE: Downstream segments (including North Fork Teton River [WQLS 2113] are also listed for sediment and nutrients.
 Source: Adopted from IDEQ 2003

Table 2.1-3. Estimated Sediment Reductions Proposed for the Listed Streams within the Teton RMP Study Area

Waterbody ¹	Current Yield (tons/year)	Alternative 3 Yield (tons/year) ²	Reduction
Teton River (Valley Segment -WQLS 2116)	205,946	121,508	41%

¹Water quality limited segment, corresponding to the numbers used in the 1998 §303(d) list.
²Alternative 3 from the Teton River TMDL (IDEQ 2003) includes both structural and non-structural Best Management Practices (BMPs).
 NOTE: Downstream segment WQLS 2113 (North Fork Teton River) has also been allocated a 41 percent reduction in sediment.
 Source: Adopted from IDEQ 2003

Table 2.1-4. Nutrient Reductions Proposed for the Listed Streams within the Teton RMP Study Area

Waterbody ¹	Nutrient	Load Capacity	Existing Load	Reduction ²
Teton River (Valley Segment - WQLS-2116)	Nitrogen (Nitrate)	305,645	494,270	38%
	Total Phosphorus	101,882	461,319	78%

¹Water quality limited segment, corresponding to the numbers used in the 1998 §303(d) list.
²A 10% margin of safety is included in calculations to adjust for uncertainty related to load calculations.
 NOTE: Downstream segment WQLS 2113 (North Fork Teton River) has also been allocated an 8% reduction in nitrogen (nitrate) and a 67% reduction in total phosphorus.
 Source: Adopted from IDEQ 2003



Photo 2-6. The confluence of Bitch Creek and Teton River.

Recognizing uncertainty in the assumptions used to develop TMDLs, IDEQ is following EPA’s recommendation to rely on an adaptive management strategy. This strategy will be incorporated into the TMDL Implementation Plan, which is being developed by designated management agencies including local and State conservation commissions and districts, Idaho Department of Lands (IDL), U.S. Forest Service (USFS), BLM, and Reclamation.

Water quality monitoring within the Teton River is currently being conducted as a collaborative effort among private, State, and Federal organizations as a mechanism for conducting remediation actions to improve water quality conditions (Friends of the Teton River 2005).

2.1.5 Vegetation & Wetlands

Lands on the canyon rim are virtually all farmed and are discussed in Chapter 3, *Existing Land Use and Management*.

Upland Plant Communities

The distribution of major plant communities within the Teton River Canyon is determined by aspect, proximity to water, whether or not lands were inundated by the water behind Teton Dam when it was filling, soil development, and early revegetation efforts along the river (Figure 2.1-2, Vegetation Association). The Teton River Canyon generally runs from west to east within the RMP Study Area. Therefore, south slopes of the canyon generally face north and north slopes generally face south. The aspect at each specific location has a strong bearing on soil development and the plants that occur there. However, within this general west-east orientation, the canyon includes long sections that trend southeast to northwest and others that are oriented from northeast to southwest. This creates a good deal of variability in the vegetation, especially along the canyon walls to the south of the river. South-facing slopes support a different plant community because of the drier conditions and poorly developed soils compared to north-facing slopes.

Within the canyon, lands above the inundation zone support a mix of native plant communities determined largely by aspect. North-facing slopes above the inundation zone are vegetated with a mix of Douglas-fir (*Pseudotsuga menziesii*), scattered aspen (*Populus*

tremuloides) stands, and a variety of shrubs including choke cherry (*Prunus virginiana*), service berry (*Amelanchier alnifolia*), golden currant (*Ribes aureum*), snowberry (*Symphoricarpos albus*), and, in more moist areas, willows (*Salix* spp.). A variety of native grasses and forbs form the ground cover. The south side of the canyon also includes slopes with more easterly or westerly aspects, which tend to be drier than the north-facing slopes. These east- and west-facing slopes above the inundation zone support more xeric plant communities that tend to include some of the above species as well as many of those that occur on the south-facing slopes. Common species on these drier slopes include big sagebrush (*Artemisia tridentata*), antelope bitterbrush (*Purshia tridentata*), rubber rabbitbrush (*Chrysothamnus nauseosus*), currant, and Wood's rose (*Rosa woodsii*).



Photo 2-7. North- and south-facing slopes, and canyon bottom show the area's varying vegetation types.

**Placeholder for Figure 2.1-2:
Vegetation Association (11x17, color)**

Native grasses and forbs form the ground cover, although the exotic annual cheatgrass (*Bromus tectorum*) is relatively abundant in some areas, especially in higher slopes near the canyon rim.

Slopes along the south side of the canyon, which were within the inundation zone but did not slide as the reservoir emptied, support similar species at lower densities and with less mature trees and shrubs. Slopes along the south side of the canyon that did slide as the reservoir emptied are either barren or support a sparse cover of grasses and a few shrubs.



Photo 2-8. A mix of upland vegetation within Teton Canyon, both native and non-native.

Reclamation (2003a) conducted a study that compared the vegetation on historically inundated and non-inundated south-facing slopes within the RMP Study Area. Historically, inundated slopes were further divided into those that slid (landslide slopes) as the reservoir emptied and those that did not (inundated slopes). Portions of the study results are presented as follows:

Total shrub density was significantly higher on inundated non-sliding slopes, and species richness was significantly reduced on landslide slopes. Big sagebrush was the most abundant shrub sampled. Bitterbrush, an important winter food for mule deer, was positively correlated with deer use based

on pellet group counts, significantly less abundant on inundated slopes, and absent from landslide slopes. Shrub species richness was highest in the non-inundated plots, and significantly reduced in the inundated-landslide plots.

Transects where bitterbrush was absent had site conditions that were often very dry, steep, and rocky. On such slopes, bitterbrush appeared to be replaced by oceanspray (*Holodious discolor*). Rubber rabbitbrush was relatively common in all inundation categories, but had a higher mean density in the inundated-landslide plots. Some landslide plots were dominated by rubber rabbitbrush, a shrub that is often associated with disturbance. Rocky Mountain juniper (*Juniperus scopulorum*) was detected in low numbers on transects in all inundation categories.

Perennial grass and forb cover was significantly less in the inundated-nonslide plots. The lower mean values of herbaceous cover on the inundated-nonslide plot are possibly a function of the higher densities of shrubs on those plots.

The Reclamation (2003a) study reached the following conclusions:

Several plant species have become established in the inundation zone of south-facing slopes since the failure of Teton Dam in 1976. Total shrub density was significantly higher on inundated-nonslide plots compared to non-inundated plots. Shrub species richness, as well as big sagebrush density, was significantly lower on only the inundated-landslide plots. The lower percent cover of grass and forbs on inundated-nonslide plots is probably a function of increased shrub cover.

No significant differences were measured between big sagebrush density, height, and volume between non-inundated and inundated-nonslide plots. Big sagebrush was the most abundant woody species on all transects and had similar densities on non-inundated and inundated-nonslide plots. Its occurrence on certain landslide plots in moderate densities with significantly more young-aged plants indicates that it can successfully colonize on some slide areas. However, some deeper landslides where vegetation was almost entirely absent will probably not support substantial vegetation for an extremely long time, if ever.

Wetland and Riparian Communities

Riparian communities were eliminated during the filling and subsequent emptying of Teton Reservoir. Early attempts to stabilize landslides near the river included extensive seeding of reed canarygrass (*Phalaris arundinaceae*). This species now dominates the riparian zone along much of the length of the Teton River in the RMP Study Area.

Native narrowleaf cottonwood (*Populus angustifolia*) and willow (*Salix exigua*) are beginning to become re-established at a few locations, primarily along the river in the lower third of the RMP Study Area. Cottonwood, willow, red-osier dogwood (*Cornus stolonifera*), and a few other riparian species also occur in the uppermost ends of the drainages within the RMP Study Area that were not affected by the filling of Teton Reservoir.



Photo 2-9. Riparian vegetation along the canyon bottom and Teton River tributaries.

Noxious Weeds and Invasive Plants

Existing populations of noxious weeds within the RMP Study Area include leafy spurge (*Euphorbia esula*) and several species of thistle, particularly Canada thistle (*Cirsium arvense*) and musk thistle (*Cirsium nutans*). Leafy spurge and Canada thistle are currently of significant concern within Teton River Canyon. In addition to these species, spotted knapweed (*Centaurea maculosa*) is now present in Teton County and either may be present or should be expected to occur within Teton River Canyon in the near future (Personal Communication, Ben Eborn, August 30, 2005). It is widespread across Idaho and other parts of the West. This native of Europe is a biennial or short-lived perennial that grows 3 to 5 feet in height. It is named for the dark fringe on the flower-head that resembles dark spots. Spotted knapweed is aggressive and reduces biodiversity by out-competing native vegetation. It reduces wildlife forage and is detrimental to water and soil resources. Sites with this knapweed have much higher than normal water runoff and stream sediment loads than non-infested lands (Lacey et al. 1989). Seeds from this species can germinate on sites with a wide range of conditions, and multiple rosettes on a single spotted knapweed root crown are common (Watson and Renney 1974).

Other exotic species present in the RMP Study Area and on adjacent BLM lands include salt cedar (*Tamarix ramosissima*), reed canarygrass, and tumble mustard (*Sisymbrium altissimum*). The Felt Dam area has patches of cocklebur (*Xanthium strumarium*). Crested wheatgrass (*Agropyron cristatum*) is another exotic species that was planted in areas near the Teton Dam Overlook. It remains as a monoculture in these areas, and provides little or no wildlife value.

Reclamation and its cooperators implement noxious weed control efforts on an annual basis. However, there is no formal noxious weed control plan specifically for the Teton River Canyon. Multi-agency plans are being developed for larger geographical areas that will include the Teton River Canyon. The existing noxious weed control program includes informal effectiveness monitoring and coordination between the participating agencies and entities.



Photo 2-10. Noxious weeds are prevalent in many areas along the river's edge.

Thistle control efforts appear to be successful in holding populations in check and limiting their spread. Leafy spurge is increasing and moving downstream, where it is spreading from lands upstream in the Teton Valley.

Leafy spurge is an extremely difficult plant to eradicate or control because it spreads by both seeds and by extensive roots, which can

exceed 20 feet in depth. Also, it tolerates a wide range of habitats from rich, moist sites, such as streambanks, to nutrient-poor, dry soils typical of many western rangelands. It is most aggressive in semi-arid situations where competition from associated species is less intense, so infestations generally occur and spread rapidly on dry hillsides, dry prairies, or arid rangelands. Although it occurs on all soil types, it seems best adapted and spreads the fastest on coarse-textured soils (Selleck et al. 1962). Most of the soil types that occur in the RMP Study Area are well-drained silty and sandy loams. (Appendix B). Well-drained soil types tend to consist of coarser materials than poorly drained, fine-textured soils, and therefore may be especially susceptible to infestation by leafy spurge. Vegetative reproduction is the primary means of patch expansion once a plant is established at a site.

Reclamation is actively involved in the large-scale control of leafy spurge, Canada thistle, and musk thistle in the RMP area. Reclamation is actively involved in biological control of Canada thistle, provides funding to other agencies for control efforts, and also conducts spraying operations and administers spraying contracts with IDFG and the counties. Reclamation's 2005 budget for biological control of Canada thistle in Teton County of \$10,000 is spent to purchase and distribute thistle stem weevil (*Ceutorhynchus litura*), thistle defoliating beetle (*Cassida rubiginosa*), and thistle stem gall fly (*Urophora cardui*). Reclamation, along with IDFG, also is actively controlling salt cedar along the river. Teton County is using biological controls at inaccessible areas with leafy spurge infestations, and Fremont County is using both biological and chemical control methods on all species of weeds in the RMP area. IDFG has and continues to use biological, mechanical, and chemical methods. IDFG has used biological control as the main control technology for leafy spurge to date (Personal Communication, Kim Ragotskie, June 9,

2005). Currently, Teton County weed agents are gaining better control of leafy spurge outbreaks by using herbicides rather than biological controls. Herbicide application is typically limited to less steep areas of the county that are accessible to manual spraying with backpack sprayers. In such areas, controlling leafy spurge by spraying in the fall with the herbicide Plateau™ has been successful (Personal Communication, Ben Eborn, August 30, 2005). Biological control is still used in steep areas where access is limited.



Photo 2-11. Releasing flea beetles on leafy spurge, a biological control method for this noxious weed.

Rare and Sensitive Species

No rare plants are known to occur within the RMP Study Area (Idaho Conservation Data Center [CDC] 2005). However, a thorough inventory has not been conducted.

2.1.6 Wildlife Resources

A reconnaissance-level assessment of wildlife use of the area was conducted by the U.S. Fish and Wildlife Service (FWS) in 1961 in anticipation of the construction of the Teton Dam (FWS 1961). This report provides limited information regarding wildlife use of the Teton River Canyon at that time. No comprehensive field surveys to document the species of

wildlife that occur in the RMP Study Area have been conducted.

Wildlife Habitat

Wildlife habitats within the canyon include mixed conifer stands with scattered aspen, deciduous mountain shrub communities, shrub-steppe communities dominated by sagebrush and bitterbrush, weedy upland sites, barren rocky slopes, open water, and riparian areas; most of which are dominated by reed canarygrass and a few that support native cottonwoods and willows. The rocky slopes include both naturally barren areas, especially on the north side of the river, and barren areas caused by landslides related to failure of the dam, located mostly on the south side of the river where soils were deeper. Tributaries of the Teton River within the RMP Study Area, including Bitch and Badger Creeks, drain upland forested lands of Grand Teton National Park located approximately 20 miles to the east. The combination of the variety of habitat types present and the relative proximity to forested lands results in a fairly diverse range of wildlife species within the canyon on a seasonal basis. However, the fact that virtually all of the lands outside of the canyon and within the RMP Study Area are farmed eliminates potential use of the area by other wildlife species.

Mammals

FWS (1961) noted the following species of mammals within the canyon: beaver (*Castor canadensis*), muskrat (*Ondatra zibethicus*), river otter (*Lutra canadensis*), mink (*Mustela vison*), bobcat (*Lynx rufus*), short-tailed weasel (*Mustela erminea*), cottontail rabbit (*Sylvilagus nuttallii*), coyote (*Canis latrans*), red fox (*Vulpes vulpes*), raccoon (*Procyon lotor*), mule deer (*Odocoileus hemionus*), elk (*Cervus elaphus*), and moose (*Alces alces*). All of these species continue to occur in

suitable habitats. Other species not listed by FWS (1961) but that undoubtedly also occur in the canyon include the yellow-bellied marmot (*Marmota flaviventris*), least chipmunk (*Tamias minimus*), red squirrel (*Tamiasciurus hudsonicus*), porcupine (*Erethizon dorsatum*), and several species of mice and voles. The upland vegetation and water in the canyon portion of the RMP Study Area provide habitat for eight species of bats, including the little brown myotis (*Myotis lucifugus*), Yuma myotis (*Myotis yumanensis*), long-eared myotis (*Myotis evotis*), long-legged myotis (*Myotis volans*), silver-haired bat (*Lasionycteris noctivagans*), big brown bat (*Eptesicus fuscus*), hoary bat (*Lasiurus cinereus*), and Townsend's big-eared bat (*Corynorhinus townsendii*) (Groves et al. 1997).

A few mule deer are year-round residents. However, many more deer as well as a smaller number of elk and moose winter in the area. A large percentage of the deer that winter in Teton River Canyon migrate from Wyoming. Large numbers of mule deer winter in Teton River Canyon and along the major tributaries within the RMP Study Area. Deer use is concentrated on the south- and west-facing slopes located on the north side of the canyon. During winters when there is more snow, deer concentrate in the lower portions of the RMP Study Area within the canyon.

IDFG (2003a and 2006) conducts aerial surveys to count wintering deer along the Teton River and its major tributaries including lower Canyon, Bitch, and Badger Creeks. The survey results are presented as sightability estimates, which provide a more accurate estimate of true population size than do raw numbers. Sightability estimates are based on controlled studies where a deer or elk population's known size is systematically counted from aircraft to determine the portion of the actual population that is counted. Factors including deer or elk group size, activity, terrain, percent vegetation cover, and snow

conditions all affect the percent of the actual numbers of animals that are counted from the air. This information is used to develop sightability models that are applied to raw numbers, given the conditions present during the survey. The sightability estimate of the number of mule deer wintering in the canyon portion of the RMP Study Area were 1,626 in January 2000; 614 in March 2001; 1,257 in March 2002, and 1,775 in January 2006.

Reclamation (2003a) conducted a study that compared vegetation on historically inundated and non-inundated south-facing slopes in Teton River Canyon with implications for mule deer winter habitat. Information from that study as it relates to plant species and abundance was summarized in Section 2.1.6, *Vegetation and Wetlands*. Study findings related to mule deer habitat follow:

Total shrub density was significantly higher on inundated, non-sliding slopes, and species richness was significantly reduced on landslide slopes. Big sagebrush was the most abundant shrub sampled. Bitterbrush, an important winter food for mule deer, was positively correlated with deer use based on pellet group counts, was significantly less abundant on inundated slopes, and was absent from landslide slopes.

IDFG (2003b) indicated that during the 1980s approximately 100 elk wintered along the Teton River and its tributaries north of Highway 33, an area that roughly coincides with the RMP Study Area. Elk populations throughout Idaho and in this area increased dramatically during the 1990s.

Birds

The variety of habitats present in the RMP Study Area, especially within the canyon, provides habitat for a wide range of bird species including several species of raptors and many species of neotropical migrant

songbirds. Relatively common raptors include the red-tailed hawk (*Buteo jamaicensis*), American kestrel (*Falco sparverius*), prairie falcon (*Falco mexicanus*), the sensitive species discussed in the following text, and bald eagles (*Haliaeetus leucocephalus*), discussed in Section 2.1.9, *Threatened and Endangered Species*. Many of the same species of birds found in the Tex Creek Wildlife Management Area (WMA) would likely use habitats within the Teton River Canyon. The Tex Creek WMA is located approximately 25 miles to the southwest of the Teton RMP Study Area. It includes many of the same habitat types found in the RMP Study Area, although the Tex Creek WMA is much larger. The Tex Creek Management plans (IDFG 1998a, 1998b) list 92 species of birds that use the Tex Creek area.

In 1961, ruffed grouse (*Bonasa umbellus*) and mourning doves (*Zenaida macroura*) were found in the canyon, and ring-necked pheasants (*Phasianus colchicus*), Hungarian partridge (*Perdix perdix*), and sharp-tailed grouse (*Tympanuchus phasianellus*) were present near the canyon rim (FWS 1961). The presence of ruffed grouse in the canyon and large numbers of sharp-tailed grouse near the canyon rim has been noted recently (Personal Communication, Kim Ragotzkie, June 2005). Columbian sharp-tailed grouse currently occupy less than 10 percent of their original range (IDFG 1990). Columbian sharp-tailed grouse are considered to be a species of concern by the FWS, and a sensitive species by both the USFS and BLM. Low numbers of waterfowl use the river and adjacent wetlands during the late spring, summer, and early fall. Mallards (*Anas platyrhynchos*) and common mergansers (*Mergus merganser*) are probably the most common species. Winter waterfowl use is restricted to a few small areas below rapids where the water does not freeze.

Amphibians and Reptiles

Some of the more common amphibians and reptiles that likely occur in the RMP Study Area include the western rattlesnake (*Crotalus viridis lutosus*), yellow-bellied racer (*Coluber constrictor mormon*), western terrestrial garter snake (*Thamnophis elegans*), common garter snake (*Thamnophis sirtalis*), gopher snake (*Pituophis melanoleucus deserticola*), and sagebrush lizard (*Sceloporus graciosus*). Rubber boas (*Charina bottae*) and northern leopard frogs (*Rana pipiens*) probably also occur. Populations of many frog species have apparently suffered declines on a global scale in recent years, making all suitable habitat especially important.

Rare and Sensitive Wildlife Species

Information regarding the possible occurrence of rare and sensitive species in the RMP Study Area was obtained from the available literature, the Idaho CDC, and discussion with an IDFG biologist. Four rare species that have been observed in the RMP Study Area include trumpeter swan (*Cygnus buccinator*) each winter, a northern goshawk (*Accipiter gentilis*) nest in 1994, a wolverine (*Gulo gulo*) sighting in 1981, and observation of several great gray owls (*Strix nebulosa*) in 1982 and 1983. Formally designated threatened and endangered species are addressed in Section 2.1.9.

Trumpeter Swan. The Idaho CDC database indicates that trumpeter swans are present in varying numbers along the Teton River within the RMP Study Area each winter. Mid-winter surveys are typically conducted in January or February. Survey results for the period from 1987 through 2000 indicate as few as nine and as many as 114 swans were present in the RMP Study Area at the time of the survey. Two different counts in 1995 indicated 15 and 114 swans in the area, reflecting substantial differences from day to day, within a given

winter. Swans are also present on the Teton River during the winter below the dam site. Mid-winter counts below the dam site during the same years indicated as many as an additional 232 swans using this reach of the river immediately below the RMP Study Area.

Northern Goshawk. A northern goshawk nest was located on Milk Creek, a tributary to the Teton River within the RMP Study Area, in 1994. The nest site is within RMP Study Area and approximately 2 miles south of the Teton River. The nest was successful and two young goshawks fledged. At the mapping scale of the CDC data available for analysis, lands surrounding the nest site appear to be privately owned. The CDC information did not indicate if the site was searched for nesting activity in subsequent years. However, raptors display a relatively high degree of nest site fidelity if a nest is successful and would likely reuse the nest site if the surrounding conditions do not change. Goshawks nest in a variety of forest types including deciduous (cottonwood and aspen), coniferous (Douglas-fir and other species), and mixed forests. During the non-breeding period, goshawks prefer large tracts of mature forest (Widen 1989) but may also use fragmented landscapes of forests, clearcuts, wetlands, agricultural lands, and especially forested riparian areas. Goshawks could nest in forested portions of the Teton River Canyon and its tributaries and would be expected to spend some time in the area during the non-breeding period because of limited food present during the winter.

Wolverine. The Idaho CDC database also reported a wolverine occurrence in Teton River Canyon in 1981. This was certainly a transient animal as there is no long-term suitable habitat in the RMP Study Area or on adjacent lands. Wolverines have been known to move from Little Teton River Canyon, near Grand Targee ski resort, to an area near Idaho Falls. Movements of this type are not unusual. The following information about wolverine habitat and movements is summarized from

Nature Serve (2004) ([http://www. Nature serve.org / explorer / servlet NatureServe](http://www.NatureServe.org/explorer/servletNatureServe)). Wolverines prefer alpine and arctic tundra and boreal and mountain forests (primarily coniferous). They are limited to mountainous areas in the southern portion of their range, including Idaho, and are most abundant in large wilderness areas. Wolverines usually occur in areas with snow on the ground in winter. Riparian areas may be important winter habitat. Wolverines move long distances and may disperse through atypical habitat. When inactive, they occupy a den in a cave, rock crevice, under a fallen tree, in a thicket, or similar site. Lands within the RMP Study Area are not capable of supporting wolverines for an extended period.

Great Gray Owl. Four to six great gray owls were observed approximately 3 miles north of the dam site and within the RMP Study Area by an IDFG biologist in 1982 and 1983. This location is within the RMP Study Area boundary but well outside of the Teton River Canyon. The owls were seen in a narrow riparian area bordering an agricultural field. Great gray owls typically use dense coniferous and hardwood forest, especially pine, spruce, paper birch, poplar; also second growth, especially near water. They forage in wet meadows and coniferous forest and meadows in mountainous areas. This species exhibits greater mobility in years when food is scarce (Duncan 1987), sometimes moving several hundred miles. Food scarcity or unavailability may cause post-breeding movements, especially by immature birds. The winters of both 1982 and 1983 had heavy snow packs, which likely forced these owls out of forested lands to the north or east of the RMP Study Area. Lands within Teton River Canyon in the RMP Study Area would not be considered good great gray owl habitat.

2.1.7 Aquatic Biology

The most highly altered segment within the Teton Subbasin includes the Teton RMP Study Area (IDEQ 2003). The Teton Dam failure caused extensive damage to the fisheries and riparian areas downstream of the dam to the confluence with the Henrys Fork of the Snake River. Upstream of the dam and prior to filling the Teton Reservoir, the woody and riparian areas within the canyon were cleared over 17 miles to prepare for the reservoir filling. Following the dam failure, the resulting landslides within this area further impacted the wetlands, riparian, and aquatic conditions, as well as to those species dependent on these habitats (Randle et al. 2000).

Although the impacts from the dam failure and reservoir construction were significant, the fisheries within the Teton River continue to be impacted by habitat degradation, disease, and competition hybridization with non-natives (Van Kirk and Jenkins 2005). Habitats continue to be impacted by tributary passage barriers created by irrigation diversions as well as the altered hydrologic regime created from the withdrawal of water for irrigation in the upper subbasin and the influx of diverted water from other drainages within the lower end of the subbasin (Van Kirk and Jenkins 2005). Whirling disease has been known within the Teton River since the mid-1990s. Competition with introduced brook and rainbow trout (*Salvelinus fontinalis* and *Oncorhynchus mykiss*) and hybridization with rainbow trout are likely contributors to the decline of native Yellowstone cutthroat trout (*Oncorhynchus clarki*) populations (Van Kirk and Jenkins 2005). Recently, the FWS initiated a status review of Yellowstone cutthroat trout to determine the need to list the species under the Endangered Species Act (ESA) (FWS 2005b). In February 2006, the FWS ruled that listing the Yellowstone cutthroat trout as

either threatened or endangered under the ESA is not warranted at this time.

The Teton River is currently designated by IDEQ as cold-water salmonid spawning, as well as other uses, for its beneficial uses (IDEQ 2003). Recent fisheries studies within the Teton River Canyon find a variety of native and non-natives fishes (Table 2.1-5; Schrader 2004, Schrader and Brenden 2004, and Schrader and Jones 2004); however, the overall robustness of the fishery within the project area appears to be weaker than that within the upper portion of the Teton River watershed (IDEQ 2003). There is a winter stream fishing season on the Teton River from December 1 to March 31. This season includes catch-and release rules for cutthroat trout, while whitefish (*Prosopium williamsoni*) and brook trout may be harvested. Public meetings have also identified fish poaching within this portion of the river as a significant concern and attribute the pervasiveness of poaching to the lack of access, which makes enforcement difficult. While IDFG does not perceive poaching to be a significant factor, the public concern is acknowledged by Reclamation.

At present, few measures are implemented within the RMP Study Area to protect local fisheries and their habitats. Indirect effects stem from cooperative management programs that focus on noxious weed control and include treatments within riparian areas. Cooperative efforts are also made with BLM and IDFG to minimize unauthorized recreation and degradation of local resources. However, no specific RMP has been implemented to protect the aquatic resources.

Impassable irrigation diversions within certain tributaries to the Teton River upstream of the RMP Study Area have limited access to natal fish grounds that have impacted the native cutthroat trout distribution as well as abundance within and around the RMP Study Area (Pers. Comm., Bill Schrader, 2005).

Table 2.1-5. Fishes within the Teton River Canyon Area¹

Common Name	Species
Yellowstone cutthroat trout	<i>Oncorhynchus clarki</i>
Wild rainbow trout	<i>Oncorhynchus mykiss</i>
Hybrid cutthroat x rainbow trout	<i>O. mykiss</i> x <i>O. clarki</i>
Hatchery rainbow trout	<i>Oncorhynchus mykiss</i> sp.
Eastern brook trout	<i>Salvelinus fontinalis</i>
Brown trout ²	<i>Salmo trutta</i>
Mountain whitefish	<i>Prosopium williamsoni</i>
Sculpin ²	<i>Cottus</i> sp.
Longnose dace ²	<i>Rhinichthys cataractae</i>
Speckled dace ²	<i>Rhinichthys osculus</i>
Utah sucker ²	<i>Catostomus ardens</i>
Utah chub	<i>Gila atraria</i>
Redside shiner ²	<i>Richardsonius balteatus</i>

¹ Adopted from Schrader 2004, Schrader and Brenden 2004, and Schrader and Jones 2004

² IDEQ 2003

The diversion on Canyon Creek is the biggest problem for seasonal spawning migration. While the diversion does not completely block all fish passage, it is believed to be a significant barrier to fish passage (IDFG 2006). There are no irrigation diversions in the watered portions of Bitch and Badger Creeks, the two other important spawning tributaries.

The condition of the aquatic habitats at the watershed level within the greater Yellowstone ecosystem was described by Van Kirk et al. (1999). The results of this report find the Teton River watershed to contain a good general condition for native fishes, poor quality fisheries habitat, but good overall habitat integrity across the watershed. The combination of the native fish condition, habitat condition, and habitat integrity values resulted in ranking the Teton watershed as the highest priority for restoration (Van Kirk et al.

1999). Van Kirk et al. (1999) concluded that the Teton River watershed had a high potential for restoration success due to the cooperative interests of the fisheries managers, biologists, and outside interests.

Finally, in addition to the Van Kirk et al. (1999) study, a comprehensive report of enhancement program activities conducted from 1987 through 1999 is currently being published by IDFG that would provide project area-specific information and would include population surveys, fish movement, age and growth, whirling disease, black spot disease, fish stocking, creel surveys, habitat surveys, and habitat projects (Personal Communication, Bill Schrader, 2005). This report should provide additional valuable information on the existing conditions as well as provide recommendations for improving the fisheries within the project area.

2.1.8 Threatened & Endangered Species

Information regarding the possible occurrence of proposed, candidate, and listed threatened or endangered species in the RMP Study Area was obtained from the available literature, the Idaho CDC, discussion with IDFG biologists, and the Idaho office FWS website.

The Teton RMP Study Area is located within the Greater Yellowstone Ecosystem. The FWS website includes six listed species and one candidate for listing under the ESA as occurring in Teton, Madison, or Fremont Counties (Table 2.1-6). These species include the listed gray wolf (*Canis lupus*), Canada lynx (*Lynx canadensis*), grizzly bear (*Ursus arctos*), bald eagle, Ute ladies'-tresses orchid (*Spiranthes diluvialis*), and the Utah valvata snail (*Valvata utahensis*). The yellow-billed cuckoo (*Coccyzus americanus*) is a candidate for listing. Of these, only the bald eagle is either known or expected to occur in the RMP Study Area on a regular basis. The potential or known occurrence of each of the species listed

Table 2.1-6. Listed and Candidate Species for Fremont, Madison, and Teton Counties (from FWS website); Notes the Likelihood of Species Occurrence in the RMP Study Area

Listed Species and Status	Likelihood of Occurrence	Fremont County	Madison County	Teton County
Gray wolf (<i>Canis lupus</i>) XN	Unlikely, but could occur during the winter when wintering deer are abundant.	X	X	X
Canada lynx (<i>Lynx canadensis</i>) LT	Very unlikely due to unsuitable habitat in the RMP Study Area and the distance to suitable habitat areas.	X	X	X
Grizzly bear (<i>Ursus arctos</i>) LT	Does not occur. Habitat within and around the RMP Study Area is not suitable.	X		X
Bald eagle (<i>Haliaeetus leucocephalus</i>) LT	Wintering/nesting area. Three nests confirmed in the area by Idaho CDC.	X	X	X
Ute ladies'-tresses orchid (<i>Spiranthes diluvialis</i>) LT	Unknown at this time. Occurrence very unlikely due to occupancy of potential habitat by reed canarygrass.	X	X	
Utah valvata snail (<i>Valvata utahensis</i>) LE	No occurrences within the RMP Study Area in the Idaho CDC database. No snails found in the Teton River during 2004 surveys.	X	X	
Proposed Species				
None				
Candidate Species				
Yellow-billed cuckoo (<i>Coccyzus americanus</i>) C	Highly unlikely since there is no preferred habitat present in the RMP Study Area.	X	X	X

LE— Listed endangered
 LT—Listed threatened
 XN—Experimental/non-essential population
 C—Candidate
 Source: FWS 2005a

in Table 2.1-6 within the RMP Study Area are discussed briefly.

The Idaho CDC database indicates that the only known occurrence of these species within the RMP Study Area includes three bald eagle nests. The potential for occurrence of the other species listed in Table 2.1-6 is discussed first, followed by a discussion of the bald eagle.

Gray wolf. The gray wolf has no particular habitat preference and is highly adaptable to a variety of habitats. The gray wolf does, however, require areas with low human population, low road density, and high prey density (ideally large, wild ungulates). Wolves live in dens or caves and are known to use the same den year after year. Wolf packs usually live within a specific territory ranging in size from 50 to more than 1,000 square miles, depending on availability of prey and seasonal prey movements (FWS 2003). Summer home

ranges are generally smaller than the winter ranges (NatureServe 2004).

The FWS proposed to reintroduce wolves into Yellowstone National Park as experimental, non-essential populations. In 1995 and 1996, 14 and 17 wolves, respectively, were released into Yellowstone National Park as part of a reintroduction effort. Wolves that might occur in the RMP Study Area during the winter are offspring of these reintroductions and are also classified as experimental, non-essential under the ESA.

The number of wolf packs and lone and dispersing wolves has increased dramatically in recent years following their reintroduction into central Idaho and Yellowstone National Park. IDFG (2006) reports that there has been considerable verified wolf activity within 10 miles of the RMP Study Area in recent years. This includes observations immediately to the

north of Teton Canyon in the Conant and Squirrel Creek areas during the past several winters. The large numbers of mule deer and, to a lesser degree, elk that winter within the RMP Study Area could easily attract wolves to the area during the winter in the near future.

However, the RMP Study Area and adjacent lands do not provide suitable year-long habitat for wolves. Because all the lands surrounding the RMP Study Area are intensively farmed, there is virtually no permanent cover immediately outside of the canyon, and there are relatively high levels of human activity in the area throughout most of the year. Human activity levels in the vicinity of the RMP Study Area are lower during the winter. These conditions, and especially the limited number of deer in the area except during winter, make it unlikely, though not impossible, that wolves would establish a permanent, year-round pack within the RMP Study Area.

Canada lynx. Canada lynx are solitary carnivores, generally occurring at low densities in boreal forest habitats. Within most of their range, Canada lynx densities and population dynamics are strongly tied to the distribution and abundance of snowshoe hare (*Lepus americanus*), their primary prey. The primary forest types used by lynx in the western U.S. are lodgepole pine (*Pinus contorta*), Engelmann spruce (*Picea engelmannii*), and subalpine fir (*Abies lasiocarpa* Nutt) (Agee 1999; McKelvey et al. 1999; Squires and Laurion 1999). A variety of stand ages and structures of forest cover are needed to provide habitat suitable for lynx denning and foraging. Foraging habitat for lynx has typically been described in terms of suitability for their primary prey: snowshoe hares. Hares use young conifer stands that are densely stocked with seedlings or saplings, tall enough to provide browse for snowshoe hares above typical winter snow depth (Koehler and Brittel 1990).

It is extremely unlikely that Canada lynx would use the RMP Study Area because the habitat is not suitable and the lynx primary prey species does not occur in the area. The nearest suitable lynx habitat is likely at least 25 miles to the east in Grand Teton National Park.

Grizzly bear. Grizzly bears require large areas of relatively undisturbed habitat. Females tend to have smaller ranges (50 to 300 square miles) while males need larger areas (200 to 500 square miles); overlapping of ranges is not uncommon. Most existing grizzly bear habitat is characterized by contiguous, relatively undisturbed mountainous habitat with a high level of topographic and vegetative diversity. Grizzlies prefer open meadows and avalanche chutes in the spring and timberlands with berry bushes in late summer and fall. Winter hibernation requires access to high elevation areas where deep snow accumulates (Reclamation 1998; FWS 2004). Grizzly bears do not occur within or near the RMP Study Area because the habitat is not suitable and there are too many people present in the area.

Ute ladies'-tresses orchid. This species is limited to mid-elevation (4,300 to 7,000 feet) wetland and riparian habitats. It requires permanent sub-irrigation, and a water table within 18 inches of the ground surface throughout the growing season. It is typically found where floodplains are frequently or severely flooded, and is well adapted to regular disturbances caused by water. Although Ute ladies'-tresses prefer alluvial deposits containing a high percentage of gravel and sand, they have sometimes been found in clay and highly organic muck soils. Ute ladies'-tresses orchids also primarily grow in areas where the vegetation is not overly dense or overgrown and prefer full to partial sun.

While no surveys have been conducted in the RMP Study Area, the likelihood of its

occurrence is very low because conditions are largely unsuitable. Past actions including clearing of the riparian zone for the reservoir, landslides that occurred as the reservoir emptied, sediment deposition, and subsequent establishment of dense stands of reed canarygrass along the river banks have likely eliminated any potential habitat that may have been present before dam construction. Within the RMP Study Area, sites that meet the suitable habitat conditions described are generally occupied by dense stands of reed canarygrass, which would shade the orchids.

Utah valvata. The Utah valvata snail has generally been associated with cold, clean, well-oxygenated flowing waters in the mainstem Snake River and perennial flowing waters in large spring complexes (FWS 1995). This species has been reported to be generally intolerant of turbid waters and pollution, although it can tolerate slower-flowing environments with silty vegetated substrate better than the other mollusks (57 Federal Register [FR] 59244, December 14, 1992). Some of the best Utah valvata populations occur in Lake Walcott and the American Falls Reservoir on the Snake River where they live on mud/sand substrate, which does not suggest sediment or warm-water temperature intolerance. Reclamation (1998) reported that the Utah valvata snail appears to be a generalist and not a specialist. There are no known occurrences of Utah valvata within or near the RMP Study Area in the Idaho CDC database. Fields (2005) conducted surveys to locate Utah valvata occurrences in the upper Snake River basin, including the Teton River, in 2004. No Utah valvata were found in the Teton River. This species was found at five locations on the mainstem of the Snake River between American Falls Reservoir and the confluence of the South and Henrys Forks of the Snake River. The nearest known occurrence of the Utah valvata is in the Henrys Fork of the Snake River upstream from its confluence with the Snake River to

Beaver Dick Park at the Highway 33 bridge. This is about 20 miles downstream from the mouth of the Teton River and 35 miles downstream of the RMP Study Area.

Yellow-billed cuckoo. This species is a candidate for listing under the ESA. Cuckoos may go unnoticed because they are slow-moving and prefer dense vegetation. In the West, cuckoos favor areas with a dense understory of willow combined with mature cottonwoods and generally within 325 feet of slow or standing water (Gaines 1974; Gaines 1977; Gaines and Laymon 1984). Microhabitat requirements are also important. A USFS report from California found that nesting groves at the South Fork Kern River are characterized by higher canopy closure, higher foliage volume, intermediate basal area, and intermediate tree height when compared to random sites (Laymon et al. 1997). Sites with less than 40 percent canopy closure are unsuitable, those with 40 to 65 percent are marginal to suitable, and those with greater than 65 percent are optimal (Laymon and Halterman 1989). Recent surveys conducted in 2003 (TREC, Inc. 2003) recorded cuckoos at 18 locations in eastern Idaho, including 13 along the lower South Fork of the Snake River and one on the main Snake River below the confluence of the South and Henrys Forks. All of these sites had a tall cottonwood overstory and dense woody understory vegetation characteristic of typical cuckoo breeding habitat. The RMP Study Area does not include any of the cottonwood/willow habitat preferred by cuckoos, and this species is not expected to breed in the area. However, the proximity of the RMP Study Area to the South and Henrys Forks of the Snake River suggests that cuckoos could pass through the RMP Study Area during migration, especially if there happens to be an outbreak of caterpillars, a favored food source, during migration.

Bald eagle. According to the *Pacific Bald Eagle Recovery Plan* (FWS 1986), most bald eagle nests in the Pacific Recovery Area,

which includes the RMP Study Area, are located in uneven-aged conifer stands near water bodies that support an adequate food supply; primarily fish. In Idaho, large cottonwoods, ponderosa pines (*Pinus ponderosa*), and Douglas-fir are used. Within the Snake River basin, courtship and reproduction begin in February, and the young typically fledge in July. The young may stay near the nest for several weeks after fledging.

The typical nest is constructed of large sticks and lined with soft materials such as pine needles and grasses. The nests are very large, measuring up to 6 feet across and weighing hundreds of pounds. Many nests are believed to be used by the same pair of eagles year after year.



Photo 2-12. A bald eagle looks out from a ledge about a mile upstream of Parkinson's.

Bald eagles are opportunistic feeders. Fish are the primary food source, but bald eagles will also take a variety of birds and mammals when fish are not readily available. Waterfowl concentrations also attract wintering bald eagles, with injured birds being an easy target. Carrion is also used when it is abundant, such as on deer winter range following a severe winter with high deer mortality. Bald eagles will also steal food from other species, including osprey (*Pandion haliaetus*).

Jackrabbits (*Lepus* sp.) can be an important food source in southern Idaho when rabbit numbers are high. Large numbers of eagles congregate where food is available.



Photo 2-13. A pair of bald eagles on their nest located a few miles from Spring Hollow.

Idaho CDC data indicate that there are three bald eagle nests along the Teton River within the RMP Study Area. Virtually all of the bald eagle activity would be focused in the immediate vicinity of the Teton River corridor and its main tributaries. Bald eagles would be in the RMP Study Area from February through the summer for breeding. Both adult and young bald eagles would likely remain in the area into the early winter until the river freezes. Eagles using the RMP Study Area in late winter would feed on carrion if a severe winter results in large numbers of dead mule deer. Occupancy and productivity at these nests based on the CDC element occurrence records are presented in Table 2.1-7.

Table 2.1-7. Nest Success and Productivity at Bald Eagle Nests within the Teton RMP Study Area

Year	Danford Nest	Spring Hollow Nest	Hog Hollow Nest
1995	NN/NE*	NN/NE	Nest discovered, three young possibly produced
1996	NN/NE	NN/NE	Successful, two young produced
1997	NN/NE	NN/NE	Successful, two young produced
1998	NN/NE	NN/NE	Successful, one young produced
1999	NN/NE	Two nests discovered after nesting season	Occupied, no young produced
2000	Nest discovered	Occupied, no young produced	Occupied, no eggs laid
2001	Not occupied	Successful, one young produced	Successful, two young produced
2002	Occupied, no eggs laid	Successful, one young produced	Successful, two young produced
2003	Not occupied	Successful, one young produced	Occupied, no young produced

*NN/NE = either the nest was not known to observers or the nest did not exist.

Source: Reclamation (2006)

2.2 Visual Resources

2.2.1 Overview

This section provides an overview of the existing visual resources within the RMP Study Area, as well as more specific descriptions from several key observation points (KOPs) along the canyon rim and within the river corridor itself. Visual resources are often described in terms of different views and various landscape vernacular. The three most commonly used terms for views refer to distance from the viewer, and are: (1) foreground (near), middleground (farther away), and background (distant). Common vernacular used to describe the scenery or features in a given landscape setting include terms like: form (e.g., dam remains), line (e.g., spillway and pipelines), color (e.g., blue pumps, black rock), texture (e.g., cliffs, landslide roughness), and contrast (e.g., vegetation clearing, pipelines and pumps, spillway graffiti).

The Teton River and surrounding canyon have carved a 300- to 500-foot deep gorge that stretches approximately 20 miles in length. The canyon is surrounded by agricultural croplands located on relatively flat benches

and rolling hills. The canyon, river, and its major tributaries are by far the most striking features within this otherwise pastoral landscape. Overall, colors tend to be a mixture of muted browns and greens, with more distinct darker greens seen within the canyon where riparian vegetation occurs along the margins of the river and creeks and along north-facing canyon walls where tree cover is denser. Landscape form and line have a higher degree of variability in the canyon than seen in the surrounding area – e.g., water (horizontal line and variable form depending on width), cliff-face (vertical lines and often bulky, protruding forms). The area once inundated by the reservoir is readily apparent throughout much of the canyon when viewed from locations along the rim as well as within the river corridor. This unavoidable and austere landscape feature is essentially composed of a horizontal line about halfway up the side of the canyon wall below which is essentially lacking vegetation and above which appears in a more natural, vegetated condition. Tans and various shades of brown make up the lower part and light to dark green can be seen above. Due to a lack of soils and vegetation cover, textural changes are also quite apparent with the lower portion



Photo 2-14. View of the Teton River Canyon and surrounding landscape.



Photo 2-15. View of the area once inundated by the reservoir and other landscape features in the canyon and along the canyon rim.

appearing more rugged and granular while the upper part appears somewhat rounded and smoother.

2.2.2 Key Observation Points

Because the canyon is fairly isolated from highly traveled roads (SRs 20, 32, and 33) and surrounded by private lands used mainly for agriculture, it lacks any readily or easily viewable locations. The KOPs that do provide views of the canyon and river generally

require at least some amount of walking before views become apparent, and these are accessed by lightly traveled county, or in a few cases, private roads (refer to Section 3.3, Recreation & Public Access for descriptions of each of the study area access points and to Figure 3.1-1 for their locations). The following subsections provide descriptions of the existing visual resources from six of the most commonly used access points, most of which are currently available to the public via open county and/or other roads on Federal lands (Reclamation/BLM).

Teton Dam Overlook

The most easily accessible and frequently used KOP is the overlook at the terminus of Teton Dam Road. Foreground views are of a gravel parking lot / turn-around area, an unattractive concrete barrier and chain link fence (presumably in place to keep vehicles and people from getting too close to the canyon rim), and the bare ground and scrub vegetation leading up to the canyon's edge.

Remains of the once 305-foot high earth-filled dam are prominent in the middleground view from this KOP. This huge piece of the old dam rises high above the canyon floor and is mainly composed of bare rock, soils, and scrub vegetation, with colors of various shades of light brown to various shades of green.



Photo 2-16. Approach to the Teton Dam Overlook with the old spillway and dam in the background.



Photo 2-17. Panorama from the Teton Dam Overlook of the old dam site (right), spillway (middle), and downstream (left).

Adjacent to the old dam site are remnant portions of other dam structures which appear as small, light-colored, vertical manmade elements against a backdrop of green water and brown cliffs. Middleground views downstream of the old dam site are primarily of the scarring that remains along the sides of the cliffs where vegetation and soils were washed away from the reservoir's initial evacuation and of the disturbed riverbed below. Huge boulders and an enormous volume of sediment were deposited during the reservoir's evacuation and have left the area unnaturally devoid of vegetation. Old construction roads can also be seen meandering through the middle of the flat riverbed. Also prominently visible in the middleground view from this KOP is the old concrete spillway. A viewer's attention is drawn to this stark, light-colored, long, linear, unnatural feature that stretches from the rim top down the side of the canyon to the floor below and greatly contrasts with the surrounding landscape. When viewed up close, and at some angles at further distances, graffiti marking large portions of the spillway is also readily visible.

Background views are primarily of the surrounding light green agricultural lands located on the nearly flat benches surrounding this part of the canyon. Farther in the distance are the dark gray mountains rising to the north.

Teton Dam Site Access

This KOP is just upstream of the old dam. Facing to the west, views are of the flat river plain and include the green hues of shrub-steppe vegetation intermingled with light gray gravel roads that cross the area. The middleground view features remnants of the old dam and intake structure, which take prominence in the overall landscape setting. The old intake structure is particularly noticeable due to its vertical form, light color (concrete), and placement on a bench carved into the dark basalt hillside. Also quite noticeable are the old construction roads that are cut into dark basalt and wind their way up to the top of the old portion of the dam in the mid-section of this viewshed. Background views are of the dark cliffs beyond the old dam.



Photo 2-18. West-facing view from just upstream of the old dam and intake structure.

Foreground views are similar, facing eastward as described above for the westerly view. One noticeable difference between the two foreground views is the change in vegetation from shrub vegetation to the yellow/brown grasses. In the middleground, nearly vertical, dark-colored cliffs to the north give way to the flat river corridor and meandering, blue/green river. Moving southward, smoother textured cliffs are covered with light-colored vegetation. Also prominent in this view is the road cut made by the Teton Dam Access Site Road due to its contrasting horizontal line against the north-facing side of this cliff.

Upper Teton Dam Site Access

This KOP is about a mile upstream of the old dam site. Facing westward, the foreground views are composed primarily of the large green-colored pool that makes up this part of the river, as well as various shades of green vegetation along its margins. Farther away, and in the middleground, this same view can be seen to the north, with the brown, south-facing cliffs rising just beyond. The Upper Teton Dam Site Access Road can be seen toward the east as it cuts its way down the north-facing cliff. Distant, background views are of another large pond within the river channel and the dark-colored cliffs beyond.

Toward the east, the large pools give way to a more natural meandering river corridor. Foreground views in this direction are of this confluence where the narrower, winding, and

faster-moving water meets the wider, slow-moving pools. Light-colored shrub vegetation and grasses, along with gray gravel bars, are also seen in the flat river bottom and foreground views from this KOP. Middleground views are of the north- and south-facing cliffs with common elements and fairly distinct patterns and features to other parts of the canyon walls (once inundated area and the nearly vertical, dark-colored, bare basalt south-facing cliffs; more gradual, brown/ green, bare and vegetated north-facing cliffs). Background views are similar to those seen in the middleground, with the dark-colored cliffs and bend in the river in the distant view.

Linderman Access

This KOP is about seven miles upstream of the old dam and is the site of the old Linderman Dam. Views into this area from the trail located on the south side of the river reveal remnants of the concrete dam structure in the river within an otherwise naturally appearing landscape surrounding it. In the background, the cliffs on the north side of the river are steep and rugged. They are generally dark gray and black with mottled browns and greens intermixed due to patches of soil and vegetation (particularly in the upper reaches on and near the rim of Teton Canyon). Topography on the north side is similar, except in the small canyon where the trail is



Photo 2-19. Easterly view from just upstream of the old dam; Teton Dam Site Access Road is seen in the right side of the photo.



Photo 2-20. West-facing view from a mile upstream of the old dam site; Upper Teton Dam Site Access Road is seen in the left side of the photo.



Photo 2-21. Easterly view from a mile upstream of the old dam site; large pools in the foreground give way to a more natural meandering river corridor.

located that provides access to this site. From the dam site itself, views looking back into this canyon reveal a relatively flat, small alluvial plain in the foreground, with the steep, vegetated canyon walls in the middleground. Somewhat apparent in the background is the trail as it cuts its way down the west-facing slope, while farther in the distance are the tall green conifers toward the farther reaches of this small canyon.

Looking toward the west and viewed from the river, the old Linderman Dam appears as a light-colored, blocky, unnatural landform, which strongly contrasts with its surrounding landscape. A small pool can be seen in the middleground, beyond the old dam structure, with the rugged north-facing cliffs rising beyond. The once inundated canyon can be seen in the background with its disturbed bare rock lower half and vegetated upper half.



Photo 2-22. View looking north from the Linderman Dam Access trail reveals the flat canyon bottom in the foreground, old concrete dam structure and river in the middleground, and steep, rugged cliffs in the background.



Photo 2-24. View looking west from Linderman Dam reveals the old concrete dam structure in the foreground, small pool and rugged cliffs in the middleground, and steep, disturbed cliffs in the background.



Photo 2-23. View looking south up into the small canyon shows the flat-bottomed canyon in the foreground, sloped canyon walls in the middleground, and the trail cut into the west-facing wall in the background.



Photo 2-25. The view looking east from Linderman Dam is fairly typical of much of the Teton River Canyon with a combination of steep, rugged cliffs, meandering river, and vegetated margins.

A fairly typical view is seen toward the east, with a combination of steep, dark, unvegetated, basalt cliffs and somewhat gentler, partially vegetated cliffs making up the middle- and background views. The foreground view from this KOP is composed of the reed canary grass that dominates the lower plain and the meandering river beyond.

Spring Hollow Access

This KOP is located approximately 11 miles upstream of the old Teton Dam Site on the north side of the river. Access to the site is through a relatively gentle side canyon. Views to the northeast from the river show this green, vegetated, low, flat canyon in the fore- and middleground with nearly vertical, dark cliffs in the background. Views to the southeast and southwest from the river are similar to other river-oriented views from within the canyon. From this KOP, the river itself along with the dark green, soft-textured reed canary grasses along its margins make up the foreground view. The middleground and background view is primarily of the once inundated cliffs and remnant slides with their brown, unvegetated lower half and dark green upper half. Background views are similar to the middleground views.

Bitch Creek Access

This KOP is about 18 miles upstream of the old Teton Dam Site. Views from this area are of the Teton River and Canyon to the south and Bitch Creek and surrounding canyon to the northeast. The brown bare ground, rocky outcrops, scrub vegetation, and canyon rims are predominant in the foreground. The middleground view in both directions (Teton River and Bitch Creek) is of the river and adjacent canyon walls. The once inundated zone is fairly minimal this far upriver; thus, the canyon down to the river's edge appears in a more natural state. North-facing cliffs are dark green with conifers and understory



Photo 2-26. View looking toward the northeast of the Spring Hollow Access Site from the Teton River shows a car parked in the small gravel parking area toward the middleground of this photograph.



Photo 2-27. View from the Spring Hollow Access Site looking southeast (upriver) with the once inundated and disturbed canyon walls apparent on both sides of the river.



Photo 2-28. View from the Spring Hollow Access Site looking southwest (downriver) with the vegetated margins of the river apparent in the foreground and canyon walls in the middleground.



Photo 2-29. View from Bitch Creek Access of the Teton River and Canyon in the midground and flat, agricultural lands in the background.



Photo 2-30. View from Bitch Creek Access of Bitch Creek and surrounding canyon.

vegetation. There are also patches of grays and browns from the numerous rock outcroppings. South-facing cliffs are mainly different shades of browns and grays with thin patches of green scrub vegetation. Flat terraces with lands in agricultural production can be seen in the background.

2.3 Cultural Resources

The prehistory of southern Idaho spans nearly 15,000 years. Three major prehistoric periods have been identified for southeastern Idaho, defined mainly from archaeological evidence of changes in weapon systems. The Early Prehistoric Period (15,000 to 7,500 Before

Present) weapons employed large, stone lanceolate points presumably on throwing or thrusting spears. The Middle Prehistoric Period (7,400 to 1,300 Before Present) weapons used large notched points to tip darts propelled by atlatls or throwing sticks. Late Prehistoric Period (1,300 to 150 Before Present) weapons included use of the bow and arrow with small notched points. In terms of subsistence strategies, there is a shift over time from highly mobile groups exploiting a broad range of resources to less-mobile groups procuring and processing certain highly productive resources (such as camas or salmon).

Shoshone and Bannock Indian people lived in what is now the Teton RMP Study Area at the time of the earliest European and American explorations of southeastern Idaho in the early 1800s. Many other groups used the area during historic times, including the Nez Perce, Flathead, Northern Paiute, and Northern Plains groups such as the Crow and Blackfeet. The Shoshone and Bannock people relied on a variety of resources, including roots, groundhogs, rabbits, insects, large game, and fish. (Because of their heavy reliance on camas and other roots, trapper/trader Nathaniel Wyeth referred to the Indians of this area as “Diggers.”) A number of different fishes including trout, suckers, perch, and minnows, were taken by means of hooks, baskets, dams, weirs, and harpoons. Hunting was also important, with bison being probably the most significant. Bison were abundant in the area until about 1840. After about 1750, the horse was used extensively in this area of Idaho, allowing the Tribes to travel more broadly to hunt for bison. Indian relationships with Euroamericans deteriorated as the numbers of emigrants and settlers increased in the middle and late 1800s. Treaties with the U.S. Government in 1863 and the establishment of Fort Hall Reservation in 1867 confined the Shoshone-Bannock and opened the area for Euroamerican settlement. In 1934, the Indian

Reorganization Act changed government policy to promote Tribal self-determination.

The first non-Indians in southeastern Idaho were fur trappers led by Andrew Henry, who came into the upper Snake River drainage in 1810. Wilson Price Hunt's group of trappers, representing John Jacob Astor's Pacific Fur Company, passed through the Teton RMP Study Area in 1811 on their way to the Pacific. The Teton Basin was, for most of the 19th century, known as Pierre's Hole and the Teton River was known as Pierre's Fork or Pierre's River until the mid-1880s. Pierre's Hole became an important meeting place for trappers and other explorers. Pioneer settlement of the upper Snake River country was associated with the northward expansion of Mormon communities out of Utah. Throughout its history, agriculture has been the primary industry of settlers in the area, and irrigation systems were of singular importance to the development of agriculture. Initiated by the small scale of early settlers, private cooperative efforts were organized by canal companies. Roads, ferries, bridges, and railroads were available by the early 1900s as more settlers entered the area. Federal programs such as the Minidoka Project, begun in 1904 by Reclamation, were systems of reservoirs for water storage, flood control, and power. Dry farming of grain and pasturing stock were and are common in the Teton RMP Study Area. Perhaps the most visible and far-reaching Reclamation irrigation-related action to occur in the Teton RMP Study Area was the ill-fated construction and failure of Teton Dam in 1976.

Traditional cultural properties (TCPs) have not been recorded for the Teton RMP Study Area. Shoshone-Bannock Tribal elders and other Tribal members are reluctant to provide specific information about sacred sites or locations where traditional artistic, economic, or other cultural practices were conducted. Rather, they indicate that certain natural resources were, and still are, used and describe activities associated with these resources. The natural resources listed as important for the

Minidoka Northside RMP (and very likely the Teton RMP Study Area) were classified under four categories: rocks and soil (e.g., round rocks for sweat baths and other ceremonies); plants (e.g., pine nuts, chokecherries, sagebrush, and roots); animals (e.g., deer, fish, and groundhogs); and water (e.g., people traveled, camped, traded, hunted, fished, and gathered along rivers and streams). While specific information has not been obtained regarding the use of similar resources in the Teton RMP Study Area, it is reasonable to assume that the same types of resources were probably used in prehistoric times.

In total, 12 cultural resource sites within the Teton RMP Study Area have been previously recorded on forms at the Idaho State Historic Preservation Office (SHPO). The recorded cultural resources include nine archaeological sites, a bridge, the Teton Dam, and a homestead. The recorded archaeological sites are all located in the canyon, rim, or wall of Teton River Canyon. In addition to the recorded cultural resources, there are resources that have been identified but not formally recorded. These resources include the historic-period C.W. Thompson Ranch, the Teton Valley Branch Railroad, and early roads as depicted in the General Land Office maps. Those sites are not included in the above count of recorded cultural resource sites.

Diverse cultural activities and widespread use of Teton River Canyon in prehistoric times are reflected in the range of archaeological site types found in the canyon. A rockshelter (10FM46) exposed in the canyon sidewall yielded fire hearths, projectile points, lithic debitage, and curious "charred bark rolls" upon excavation. Two archaeological sites (10MO1 and 10MO2) on the canyon floor contained surface depressions suggestive of prehistoric house pit features, although there were no associated artifacts. The other six archaeological sites (10FM47, 10FM48, 10FM53, 10MO3, 10MO4, and 10TN1) are "open" sites lacking

natural shelter, although one (10FM48) extends into a small rock overhang. These sites contained deposits of prehistoric artifacts, usually obsidian, ignimbrite, and cryptocrystalline silicate (chert, jasper, or chalcedony) flakes, sometimes with a few stone tools and pieces of animal bone. One open site (10FM47) located above the canyon rim was excavated in 1967 and yielded 34 stone tools including a large side-notched projectile point. Another open site (10FM53) was excavated in 1972 and 1973; mammal bone and 47 stone tools were recovered from archaeological deposits, including hunting and butchering tools indicating the site functioned as a bison processing/butchering camp.

The recorded and unrecorded historic-period cultural resources in the Teton RMP Study Area represent a variety of resources related to several major themes, including transportation (Teton Valley Branch Railroad, historic roads and trails, Canyon Creek Bridge), ranching (C.W. Thompson Ranch), agriculture (Niendorf Homestead), and irrigation (Teton Dam, Linderman Dam).

Approximately 2,600 acres of the estimated 71,000-acre Teton RMP Study Area have been surveyed for cultural resources. Most of these surveys were conducted on Reclamation lands in the study area. Surveys have been conducted in response to the construction of Teton Dam, as well as for a hydroelectric project, transmission line, sediment control basin, and land exchange. The majority of cultural resource survey coverage has occurred in the Teton River Canyon, with approximately three quarters of the canyon that is located in the study area having been surveyed. Of the known cultural sites in the study area (formally recorded and not formally recorded), none has been determined to be eligible for listing in the National Register of Historic Places (National Register) (although the site of the Teton Dam failure will almost certainly be determined eligible for the Register once it achieves the

50-year age milestone, or possibly before). Most study area cultural sites are unevaluated, and several are considered non-eligible for the National Register by the archaeologists who investigated these sites. Table 2.3-1 lists the known cultural resource sites for the study area.

2.4 Indian Sacred Sites

Sacred sites are defined in Executive Order (EO) 13007 as “any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or an Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion...” Under EO13007, Federal land managing agencies must accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners, and avoid adversely affecting the physical integrity of such sacred sites.

Specific information about sacred sites has not been provided by the Shoshone-Bannock Tribes. As with TCPs, the Shoshone-Bannock Tribes are reluctant to discuss sacred site locational information with outsiders, and it would be disrespectful to describe these sites in a report. Nevertheless, conversations with Tribal members indicate that Elders in the Tribe regard the Teton River Canyon, in general, as a special and “powerful” place, associated now or in the past with “little people.” The physical nature of the canyon, with its steep, almost inaccessible basalt cliffs, would appear to serve as a natural setting for the location of Indian graves, as well as providing spectacular vistas. Such graves and vistas could qualify as “sacred sites.”

Table 2.3-1. Cultural Resource Sites for the Teton RMP Study Area

Site Number	Site Name	Site Type	Location	National Register Status
10FM266	Niendorf Homestead	Farmstead	Snake River Plain	Not significant
10TN1		Campsite/ Lithic scatter	Teton River Canyon Rim	Unevaluated
10FM46		Rock shelter	Teton River Canyon Wall	Not significant
10FM47		Rock shelter	Teton River Canyon Rim	Not significant
10FM48		Campsite/ Lithic scatter	Teton River Canyon	Unevaluated
10MO2		Depressions	Teton River Canyon	Not significant
000582	Canyon Creek Bridge	Bridge	Canyon Creek Canyon	Unevaluated
10MO3		Campsite	Teton River Canyon Rim	Unevaluated
10MO4		Campsite	Teton River Canyon Rim	Unevaluated
10MO1		Depressions	Teton River Canyon	Not significant
10FM53	Borrow Source Site	Butchering site	Teton River Canyon Rim	Not significant
005060	Teton Dam Site	Dam	Teton River Canyon	Unevaluated
—	C.W. Thompson Ranch	Farmstead/ranch	Teton River Canyon	Unevaluated
—	Oregon Short Line Teton Valley Branch	Railroad grade	Snake River Plain	Unevaluated
—	Road to Teton Basin	Historic road	Snake River Plain	Unevaluated
—	Unnamed Road	Historic road	Snake River Plain	Unevaluated
—	Linderman Dam	Dam	Teton River Canyon	Unevaluated

Source: Reclamation (2006)

2.5 Indian Trust Assets

Indian Trust Assets (ITAs) are legal interests in property held in trust by the U.S. for Indian Tribes or individuals. The Secretary of the Interior, acting as the trustee, holds many assets in trust for Indian Tribes or Indian individuals. Examples of objects that may be trust assets are lands, minerals, hunting and fishing rights, and water rights. While most ITAs are on- reservation, they may also be found off-reservation.

The U.S. has an Indian trust responsibility to protect and maintain rights reserved by or granted to Indian Tribes or Indian individuals by Treaties, Statutes, and Executive Orders.

These are sometimes further interpreted through court decisions and regulations.

2.5.1 Shoshone-Bannock Tribes

The Shoshone-Bannock Tribes, a federally recognized Tribe located at the Fort Hall Indian Reservation in southeastern Idaho, have trust assets both on-reservation and off-reservation. The Fort Bridger Treaty was signed and agreed to by the Bannock and Shoshone headman on July 3, 1868. The Treaty states in Article 4, that members of the Shoshone-Bannock Tribe “...shall have the right to hunt on the unoccupied lands of the United States...”

The Tribes believe their right extends to the right to fish. The Fort Bridger Treaty for the Shoshone-Bannock has been interpreted in the case of *State of Idaho v. Tinno*, an off-reservation fishing case in Idaho. The Idaho Supreme Court determined that the Shoshone word for “hunt” also included to “fish.” Under *Tinno*, the Court affirmed that the Tribal Members’ right to take fish off-reservation pursuant to the Fort Bridger Treaty (Shoshone-Bannock Tribes 1994).

The 1990 Fort Hall Indian Water Rights Agreement involved claims the U.S. made on behalf of the Shoshone-Bannock Tribes of the Fort Hall Reservation in the Snake River Basin Adjudication for water rights in the Upper Snake River Basin and its tributaries. The agreement is between the Shoshone-Bannock Tribes, the State of Idaho, the U.S., and certain Idaho water users. The Agreement was ratified in the Fort Hall Indian Water Rights Settlement Act of 1990. The purpose of the settlement was to achieve a fair, equitable, and final settlement of all claims of the Shoshone-Bannock Tribes, its members, and its allottees to water rights in the Upper Snake River Basin (Act of November 16, 1990, P.L. 101-102, 104 Stat. 3059). The 1990 Fort Hall Indian Water Rights Act settles claims for the Fort Hall Reservation.

The lands being discussed in the RMP Study Area are ceded lands of the Shoshone-Bannock Tribes. The Shoshone-Bannock Tribes have developed a document called, “The Policy of the Shoshone-Bannock Tribes for Management of Snake River Basin Resources,” which is included in Appendix C of the Teton River Canyon Environmental Assessment (EA) (Reclamation 2006). The policy states that the Shoshone Bannock Tribes (Tribes) will pursue, promote, and where necessary, initiate efforts to restore the Snake River systems and affected unoccupied lands to a natural condition. This includes the restoration of component resources to conditions that most closely represent the

ecological features associated with a natural riverine ecosystem. In addition, the Tribes will work to ensure the protection, preservation, and where appropriate, the enhancement of Rights reserved by the Tribes under the Fort Bridger Treaty of 1868 and any inherent aboriginal rights.

2.5.2 The Northwestern Band of the Shoshone Indians

The Northwestern Band of the Shoshoni Nation of Utah (Washakie) (NWBSNU), a federally recognized Tribe without a reservation, does not have any water rights. The NWBSNU possess Treaty-protected hunting and fishing rights that may be exercised on unoccupied lands within the area acquired by the U.S. pursuant to the 1868 Treaty of Fort Bridger. No opinion is expressed as to which areas may be regarded as “unoccupied lands.”

2.5.3 Summary of Reserved Rights of Federally Recognized Tribes

Rights to Water: Neither of the Tribes have water rights associated with the RMP Study Area.

Rights to Hunt or Rights to Fish: The Shoshone-Bannock Tribes believe that “unoccupied lands” means Federal lands and that the Tribes’ off-reservation rights apply to these lands regardless of how the lands were acquired by Reclamation.

2.6 Socioeconomics

The RMP Study Area includes portions of Fremont, Madison, and Teton Counties. As shown in Table 2.6-1, the combined population of these three counties in 2000 was 45,285 people. Population growth in the decade of 1990 through 2000 ranged from 8.1 percent (for Fremont County) to more than 74 percent (for Teton County), compared to a statewide average growth of 28.5 percent for

the same period. It should be noted that the 2000 population of Teton County was relatively small (less than 6,000 people), making its growth rate particularly sensitive to an influx of new residents.

The majority of the populations of Fremont, Madison, and Teton Counties are white (89, 95, and 88 percent respectively). The economies of these three rural counties are based primarily on agriculture, recreation, and tourism.

Fremont County

Fremont County was established March 4, 1893, with its county seat in St. Anthony. It was named for John C. Fremont, an explorer known as “the Pathfinder.” Ashton is the county’s other largest community. The county occupies 1,877 square miles, the majority of which is represented by Federal lands. A large portion of these lands are in the Targhee National Forest. Median household income in Fremont County (in 2003) was \$36,120, slightly below the statewide average of \$39,859 (Table 2.6-2). Unemployment in the

Table 2.6-1. Demographic Data for the 3-County Study Area

County	2000 Population	% Change Since 1990	% of People Under 5 years of Age	% of People under 18 Years of Age	% of People Over 65 of Age
Fremont	11,819	8.1%	8.2%	30.1%	12%
Teton	5,999	74.4%	9.3%	30.4%	6.7%
Madison	27,467	16%	8.7%	25.2%	6.2%
Totals	45,285				

Source: U.S. Census Bureau Website (2006).

Table 2.6-2. Economic Data for the 3-County Study Area

	Median household income (2003)	Unemployment (%)	% of Families below poverty line	Primary Employment
Fremont County	\$36,120	3.3	10.3	Agriculture, etc. ¹ Manufacturing Educational, health & social services
Teton County	\$44,335	2.4	9.7	Agriculture, etc. ¹ Construction Education, health & social services Recreation, food svcs, etc. ²
Madison County	\$32,370	4.3	10.1	Wholesale trade Education, health & social services
State of Idaho	\$39,859	3.8%	8.3	Manufacturing Retail trade Education, health & social services

¹ Includes Agriculture, forestry, fishing and hunting, and mining; ² Includes Arts, entertainment, recreation, accommodation and food services.

Source: U.S. Census Bureau Website (2006).

year 2000 was 3.3 percent. Primary sources of employment in the county include agriculture (including forestry, fishing & hunting, and mining); manufacturing; and educational/health and social services.

Teton County

Teton County has a land area of 450 square miles and was established on January 26, 1915, with its county seat at Driggs. It was named for the adjacent Teton mountains and valley. The valley was formerly known as Pierre's Hole where Indians held their councils and trappers met for their rendezvous. Median household income for Teton County (2003) was \$44,335, above the state average and the highest in the 3-county study area, and unemployment in the county was 2.4 percent. The percentage of families below the poverty line was 9.7 percent. Primary sources of employment include agriculture; construction; education/ health & social services; and arts, entertainment, recreation, accommodation and food services.

Madison County

Madison County was established on February 18, 1913 with its county seat at Rexburg. The county was named for President James Madison, the fourth president of the United States. The first settlers in the county were Mormon families from Utah, who built the first irrigation system. The county covers a total of 473 square miles. Median household income for Madison County (in 2003) was \$32,370, the lowest of the 3-county study area, and unemployment was 10.1 percent. Primary sources of employment include manufacturing, retail trade, and educational/ health & social services.

Chapter 3

Existing Land Use & Management

Chapter 3.0

Existing Land Use & Management

3.1 Land Status & Management

3.1.1 Project Facilities and General Operations

Construction of the Lower Teton Division of the Teton Basin Project was authorized in 1964 (78 Stat. 925, P.L. 88-583). The purpose of the Teton Dam and Teton Reservoir was to provide supplemental water to 111,210 acres of land in the Fremont-Madison Irrigation District, production of hydroelectricity, provision of recreation at the reservoir, and control of floods. However, dam failure led to a lack of fulfillment of these intended project purposes, and for this reason the Teton River Canyon Project is unique among Reclamation's projects.



Photo 3-1. A sign located at the juncture of State Route (SR) 33 and the road to the Teton Dam Overlook describes the Teton Dam failure and flood of June 5, 1976.

Today, lands within the Teton River Canyon RMP Study Area are being used primarily for agriculture, fish and wildlife habitat, and dispersed (primarily primitive) recreation. In addition, there is a small hydroelectric development (the Felt Power Plant) in the canyon, which is owned and operated by the Fall River Rural Electric Cooperative and used to supply power to irrigation facilities.

3.1.2 Land Use & Land Status

Overview

In total, there are 9,300 acres of Federal land within the RMP Study Area. Reclamation manages 5,804 acres of these lands, while BLM manages 3,496 acres (Figure 3.1-1). The Teton Project also includes 9,572 acres of land acquired for mitigation, including 9,104 acres at the Tex Creek WMA and 468 acres at the Cartier Slough WMA. Neither of these areas is included in the Teton RMP Study Area; however, both have been previously addressed under the Ririe Reservoir RMP (Reclamation 2001). All of the lands addressed in the Teton River Canyon RMP Study Area were purchased in fee title by Reclamation.

Most private lands surrounding the RMP Study Area are agricultural, including both dry and irrigated lands. Grain, alfalfa, and potatoes are the primary crops grown in the area.



Photo 3-2. Teton River, Canyon, and surrounding agricultural lands downstream of the old dam site.

Agency Agreements

BLM lands within the RMP Study Area were acquired by BLM from the State of Idaho under a three-way agreement among BLM, Reclamation, and the State (Contract No. 14-06-100-8124 dated April 26, 1974) (Table 3.1-1). Per the agreement, Reclamation was to submit to BLM a request for withdrawal of the lands for Project purposes. However, as the deed to BLM from the State was not completed until 1980 (after the dam failed), the lands were never withdrawn. Instead, these lands were covered in a 1981 Interagency Agreement.

Table 3.1-1. Agreements and Contracts Pertaining to the RMP Study Area

Date	Contract Number	Agreement/Contract Description	Parties
6/27/1969	14-06100-6550	Lower Teton Division repayment contract	Reclamation Fremont-Madison Irrigation District
4/26/1974	14-06-1008124	Three-way Exchange Agreement – land exchange for construction of Teton Dam	State of Idaho BLM Reclamation
11/25/1974	14-06-100-8334	Agreement providing for the delivery of water operations and maintenance	Reclamation Fremont-Madison Irrigation District
1/22/1975	14-06-100-8578	Memorandum of Agreement between the State of Idaho and the United States of America (Reclamation and BLM) setting forth arrangements for handling agricultural leases on State land acquired under Contract 14-06-100-8124	State of Idaho Reclamation BLM
11/24/1976	14-06-100-8666	Interim development and management agreement for administration and development of lands and facilities for fish and wildlife use	Reclamation State of Idaho
8/25/1978	14-06-100-8666	Amendment 1 to existing Contract 14-06-100-8666	Reclamation State of Idaho
8/4/1981	1-07-10-LO482	Cooperative agreement for Tex Creek Management Area establishing land management guidelines and covering an area larger than the original Tex Creek mitigation area (Sikes Act Authority)	BLM Reclamation IDFG
9/3/1981	1-07-10-LO450	Operation and maintenance agreement between the United States of America and the State of Idaho for lease and administration of lands and facilities for wildlife use	Reclamation State of Idaho
12/4/1981	2-07-10-LO504	Interagency Agreement for the management responsibilities for the lands in and adjacent to Teton Dam	BLM Reclamation

Source: Agreements on file with Reclamation

Spacer page for Figure 3.1-1. Land Status,
Management, and Access

Spacer page for Figure 3.1-1-page 2. Land
Status, Management, and Access

The Interagency Agreement for the Management of Teton Reservoir Site Lands (Contract No. 2-07-10-LO504) was finalized on December 4, 1981 (Table 3.1-1). The Agreement covered both BLM lands (identified as Agreement Lands) and Reclamation lands (identified as Acquired Lands) and was made to provide for management of the RMP Study Area lands. The Agreement states the following:

1. BLM agrees to cooperate with the development of plans relating to uses of the agreement and non-agreement lands.
2. Reclamation agrees to issue and administer all leases, licenses, and permits allowing surface use of the agreement lands, and to manage un-leased agreement lands along with acquired lands for recreation, public access, wildlife, and other public purposes.

Agricultural Leases on Reclamation Lands

Of Reclamation's 5,804 acres in the RMP Study Area, approximately 1,377 acres are leased for agriculture (Table 3.1-2). About 866 acres of leased agricultural lands are irrigated while the remaining 511 are dryland farmed. There are no grazing leases within the RMP Study Area. Currently, there are 10 agricultural leases on Reclamation managed-lands (Table 3.1-2). All leases are for 1 year, are renewable on an annual basis, and will expire on February 28, 2008. Leases would continue to be renewed if they are in full compliance with all lease terms and conditions and with consideration of consistency with Project purposes, environmental compliance, and public concerns. New terms and conditions may also be included with the renewals. The average yearly revenue generated by these 10 agricultural leases is approximately \$46,640.



Photo 3-3. Reclamation lands leased for agricultural purposes.

Agreements, Leases, and Easements

Reclamation maintains several easements on private property in the RMP Study Area (Table 3.1-2), primarily for road access and for canals that were never built because the dam failed. In total, Reclamation easements on private property account for approximately 113 acres of land within the RMP Study Area.

Easements have also been issued for powerlines on the rim and down the canyon, and for pipelines and roads. Permits have been issued on the rim to allow a pivot crossing and for the location of a Global Positioning System (GPS) station.

The Felt Power Plant, a private hydroelectric plant located within the canyon, is owned and operated by the Fall River Rural Electric Cooperative (Federal Energy Regulatory Commission [FERC] Project No. 5089). Reclamation owns a portion of the lands occupied by the project and issued an easement in 1974 for a pipeline, water pumping station, and conveyance system and access road.

Table 3.1-2. RMP Study Area Agricultural Leases

Lease Holder	Contract Number	Dry Acres	Irrigated Acres	Total Acres
J. Beard	3-07-14-LA424	21.0	0.0	21.0
J. Brown	3-07-14-LA427	91.8	29.9	121.7
N. Hughes	3-07-14-LA428	168.2	50.0	218.2
Parkinson Seed Co.	3-07-14-LA426	12.0	9.0	21.0
R. B. Ricks	3-07-14-LA429	50.0	170.0	220.0
Rocky Gulch Farms	3-07-14-LA430	26.5	14.0	40.5
D. Ward	3-07-14-LA431	97.0	38.0	135.0
J. Zirker	3-07-14-LA432	45.0	235.0	280.0
D. Schwendiman	3-07-14-LA433	0.0	153.0	153.0
V. Schwendiman	3-07-14-LA434	0.0	167.0	167.0
Total		511.5	865.9	1,377.4

Source: Leases on file with Reclamation

After the dam failure, right-of-way (ROW) agreements were issued to private individuals and corporations to pump water up the canyon wall to their private lands. These agreements include the right to construct pumping stations, pipelines (14- to 20-inch), overhead powerlines, and public access roads or to use existing Reclamation constructed public access roads.

3.1.3 Wild & Scenic River Review

The Wild and Scenic Rivers Act states, “In all planning for the use and development of water and related lands resources, consideration shall be given by all Federal agencies involved to potential national wild, scenic and recreational river areas...” As part of the Teton River Canyon RMP EA, Reclamation conducted an inventory of the Teton River within the RMP project boundary to determine eligibility under the Wild and Scenic River Act. Because of intermixed ownership, Reclamation and BLM jointly conducted this study to address all Federal lands within the RMP Study Area.

Seven river segments were reviewed and identified as meeting eligibility criteria for protection under the National Wild & Scenic Rivers Act (see Appendix A). None were determined to be suitable for designation into the National Wild & Scenic Rivers System at this time, due to the over-riding Congressional authorization for the construction of Teton Dam and current State designation as a reserved reservoir site. If, and when, the project is de-authorized, consideration of the Teton River for designation under the Wild and Scenic Rivers Act can, and must be reassessed.

3.2 Public Services & Utilities

Given the area’s remote, rural setting, there are limited public services or utilities within the river canyon. Reclamation maintains the primitive recreation access sites, as described in Section 3.3. Necessary law enforcement is provided by Madison, Fremont, and Teton County Sheriffs Departments. As described in Section 3.1, the Fall River Rural Electric Cooperative maintains the Felt Power Plant and associated infrastructure.

3.3 Recreation & Public Access

Currently, access to the river canyon and its recreational opportunities is limited. Additionally, there are no developed recreation sites within the RMP Study Area, only informal sites that are minimally maintained. As such, recreation activity and use levels are generally considered low, although several commercial outfitters do operate fishing/floating trips on the Teton River. This section provides a general discussion of these recreation and public use related topics including public access, recreation sites and use areas, primary activities and use levels, and outfitter/guide use in the RMP Study Area.

3.3.1 Public Access

Public access to the RMP Study Area vicinity is generally good. The area is ringed by major highways including U.S. Route 20 to the west, SR 33 to the south, and SR 32 to the north and east. Public access to the canyon rim and the river is available via County and private roads off of SR 32 and 33. The Teton Scenic Byway passes to the west and north of the RMP Study Area along SR 32 (Idaho Transportation Department 2004, U.S. Department of Transportation 2005). The primary access roads to recreation and public use sites in the RMP Study Area include the following:

- **Teton Dam Road**—accessed via SR 33, this road provides access to the Teton Dam Overlook, as well as the Teton Dam River Take-Out Site.
- **Spring Hollow Road**—accessed via SR 32, this road provides access to the Spring Hollow River Access Site.

Both of these access roads are minimally maintained. The access roads to the Teton Dam River Take-Out and Spring Hollow



Photo 3-4. Teton Dam Overlook with the spillway seen in the background.

River Access Sites are particularly challenging and generally require a four-wheel drive/high-clearance vehicle. In addition to these public access roads, there is also limited vehicular or pedestrian access at several other locations in the RMP Study Area, including the following:

- **Felt Power Plant**—Accessed via Power Plant Road, pedestrian access to the Teton River is possible, but limited by a locked road gate above the Felt Power Plant.
- **Bitch Creek Access**—Accessed via SR 32, a steep, user-defined pedestrian trail provides access to the river at this site.
- **Linderman Road**—Accessed via SR 33 and across private land at the canyon rim, this road provides limited access to the river near the remnants of the Linderman Dam.
- **Parkinson's Road**—Accessed via SR 20, U.S. Route 20, and Old Hog Hollow Road, this road provides limited vehicular and pedestrian access to the river canyon.
- **Spillway Access Road**—Accessed via SR 20, U.S. Route 20, and Old Hog Hollow Road, this road provides access to the spillway on the north side of the Teton River canyon and across the Teton Dam Overlook.

- **Dam West Road**—Accessed via SR 33 and various County Roads, pedestrian access to the area is possible, but limited by a locked road gate.
- **Lower Teton Dam Access Road**—Accessed via SR 33 and the Teton Dam Road, this road provides limited access to a locked gate that access pumping units and the Teton River.
- **Brown Road**—Located off SR 33 and Brown Road, pedestrian access is available to the canyon rim.
- **Rocky Gulch Access**—Accessed via SR 20, U.S. Route 20, and Old Hog Hollow Road, this road provides limited access to the canyon rim.

The RMP Study Area can also be accessed by boat from the Harrops Bridge Access Site on the Teton River. This site, located on SR 33, is described in more detail in the Recreation Sites and Use Areas section below.



Photo 3-5. Lower Teton Dam Access Road winds its way down to the old dam site.

3.3.2 Recreation Sites & Use Areas

Planned recreational development at the time of dam construction consisted of day use, campground, and boat launch facilities, as well as improved public access to the RMP Study Area. All planned recreation development would have been jointly financed by Reclamation and the Idaho Department of Parks and Recreation (IDPR). Boat ramps at Spring Hollow River Access and Teton Dam Take-Out Sites were the only developed recreation facilities that were completed prior to failure of the dam. These boat ramps now serve as portions of the access roads to the river.



Photo 3-6. Trail leading down to Linderman Dam on the Teton River.



Photo 3-7. Linderman Dam and surrounding area.

Currently, there are no developed recreation sites in the RMP Study Area, although several sites are used as recreation and public use areas. These areas consist primarily of user-defined parking areas, boat launches/take-outs, and river bank access trails, as well as other visitor-created facilities (for example, fire pits). These recreation sites and public use areas are only minimally maintained and include the following:

- **Harrops Bridge**—Located on the Teton River off of SR 33, this site is not within the RMP Study Area, or on Reclamation lands, but can be used to access the area by boat. The site is co-managed by IDFG and IDL and provides a gravel boat launch, a vault toilet, and a gravel parking area for approximately 8 to 10 vehicles.
- **Felt Power Plant**—Located on Power Plant Road, this site provides pedestrian access to the river immediately downstream of the Felt Dam. A gravel parking area for approximately 5 to 6 vehicles is located along the canyon rim with pedestrian access via a hydroelectric project-related road to the river.
- **Bitch Creek Access**—Located just downstream of the Teton River and Bitch Creek confluence, this site has a small undefined parking area for approximately five to six vehicles and is located near the canyon rim on BLM lands.
- **Spring Hollow River Access Site**—This site is located on the Teton River 4 miles downstream of the confluence with Bitch Creek. A paved boat ramp and dirt, user-defined road provides vehicular access to the river at this site. This river bank use area consists of a small parking area for approximately 3 to 4 vehicles, a vehicle turnaround area, an informal boat launch, and at least one identified fire pit.

- **Linderman Dam River Access**—This site is located on the southern bank of the Teton River and can be accessed via Linderman Road. While a dirt road does connect the canyon rim with the river at this location, this site is primarily accessed by foot. Permission must be granted by the land owner to access this site. Aside from river access via user-defined trails, there are no other facilities at this site.
- **Parkinson River Access**—Located on the northern bank of the Teton River, access to this site off of Old Hog Hollow Road is undetermined. There are no recreation or public use facilities at this site.



Photo 3-8. Spring Hollow River Access site.



Photo 3-9. Bitch Creek Overlook and access site.

- **Upper Teton Dam Site Access and Take-Out Site**—Located about 1 mile upstream of the old dam site, this site can be accessed via a steep road off of Teton Dam Road. This site consists of a small parking area and an unimproved boat take-out.
- **Teton Dam Site Access and Take-Out Site**—This site is located immediately above the old dam and is accessed via the remnants of a paved boat ramp that was installed during dam construction. The site consists of several small parking areas, dispersed camping areas, user-defined river access trails, and multiple unimproved boat take-outs.
- **Dam Overlook**—Located on Teton Dam Road, this site provides a public viewpoint of the remnants of the Teton Dam and consists of a paved parking area and an overlook area.
- **Spillway Access**—Located adjacent to the old dam site on the north side of the Teton River, this site is relatively isolated and has been the target for vandalism over the years.
- **Dam West Road Access**—Located below the old dam site within the Teton River corridor, this site is accessed through private property over which Reclamation holds an easement. The road is blocked by a locked gate, and pedestrian access is granted by the landowner of this property.
- **Rocky Gulch Access**—This site is adjacent to Hog Hollow Road and was previously used by Reclamation for administrative access. Reclamation owns a narrow strip of land from Hog Hollow Road to the larger landholding on the canyon rim. Access along this strip of land has essentially been blocked due to an adjacent farming operator's irrigation pivot that crosses it.

- **Brown Road Access**—Located adjacent to Brown Road where it comes into contact with Reclamation property, this site provides pedestrian access to the canyon rim.

In addition to these sites, several identified dispersed day use and camping areas are scattered along the river and are used by boaters.

3.3.3 Primary Activities & Use Levels

Prior to construction of the Teton Dam, the Teton River fishery was categorized by IDFG as one of the finest in the state. The river provided opportunities for sport fishing primarily by float trip during the summer, although access to the river canyon was limited because of the steep canyon walls and lack of public roads to the canyon rim. No developed public recreation facilities were available in the river canyon prior to dam construction. The dam, resulting reservoir, and planned developed recreation facilities would have improved access to the area and created opportunities for flatwater-related recreation activities. It was estimated by the National Park Service (NPS) and IDPR that recreation development along the Teton Reservoir would initially result in approximately 85,000 recreation days on an annual basis and rise to nearly 200,000 recreation days on an annual basis 40 years after construction of the dam. With the failure of the dam and its resulting impacts, recreation development and opportunities have been limited in the RMP Study Area.

Because of the lack of developed recreation facilities and difficulty associated with accessing the river, the RMP Study Area offers a relatively primitive recreation setting in which to pursue several recreation activities. Currently, the primary recreation activities in the canyon are fishing, whitewater boating, wildlife observation, hunting, sightseeing, picnicking, and camping, among

others. In general, residents of Idaho participate in many of these activities at a higher rate compared to national participation rates. Table 3.3-1 provides a summary of Idaho and national activity participation rates for many activities that are popular in the RMP Study Area.

Participation in many of these activities is also expected to increase over the next 15 years, especially in the Rocky Mountain Region, which includes Idaho. Table 3.3-2 provides projected participation estimates through 2020 for many of the activities listed in Table 3.3-1 through 2020. State-specific activity participation projections are not available, so the Rocky Mountain Region is used in Table 3.3-2 to represent potential participation increases for Idaho. While participation rates are influenced by weather, population growth, availability of recreation facilities, technology, and other factors, the RMP Study Area region will likely experience similar activity participation increases as those listed in Table 3.3-2.



Photo 3-10. A kayaker runs one of the RMP Study Area's largest rapids.



Photo 3.11. Kayakers reconvene below one of the bigger rapids in the RMP Study Area.

Table 3.3-1. Idaho and National Participation in Select Recreation Activities

Activity	Idaho Participation ¹	National Participation ¹
Wildlife Viewing	51.8	41.9
Bird Watching	35.9	33.3
Hunting (Big Game)	34.2	8.2
Photography	33.1	55.1
Hunting (Small Game)	24.8	7.0
Camping at Primitive Sites	22.3	15.4
Rafting	16.2	9.7
Canoeing	14.9	9.5
Hunting (Waterfowl)	13.1	2.3
Fishing (River, Non-Motorized Boat)	12.4	Not Available
Kayaking	6.0	3.2

¹ Activity participation reported as a percentage of total population participating in each activity.
Source: IDPR 2003

While specific visitor monitoring has not been completed in the RMP Study Area, professional observations and outfitter/guide reports indicate that recreational use within the area is low, with the majority of use occurring during the summer. In general, the river canyon receives low levels of recreational use because of its remoteness and inaccessibility, while the canyon rim receives even less use because of private lands and lack of recreation facilities. As such, the physical capacity of the RMP Study Area is likely low (that is, the area could accommodate much higher levels of use in terms of visitors per acre without these limitations). Without access and recreation site improvements, physical capacity will likely not become an issue in the near future (10 to 15 years).

While physical capacity may not be an issue in the future, increases in visitor use could eventually affect the ecological and social

capacity characteristics currently found within the RMP Study Area. Existing recreation-related ecological impacts (for example, vegetation trampling, erosion, accumulated litter, and sanitation issues) tend to be minor and localized, occurring primarily in areas that are accessible by vehicle. Increased visitor use, especially along the river, could potentially lead to greater ecological impacts, in abundance and magnitude. The existing social setting within the RMP Study Area offers opportunities for solitude, with little to no reported visitor conflict. Increased use could potentially decrease the availability of solitude and increase the level of visitor conflict within the RMP Study Area. Effective recreation management within the RMP Study Area can help preserve the ecological and social characteristics that currently distinguish the area.

Table 3.3-2. Projected Estimates of Changes in Recreation Participation through 2020

Activity	2010 ¹		2020 ¹	
	Rocky Mountain Region ²	National	Rocky Mountain Region ²	National
Non-Consumptive Activities ³	20%	16%	30%	29%
Hunting ⁴	5%	-7%	12%	-9%
Camping at primitive sites	12%	1%	20%	4%
Rafting	10%	Not Available	19%	Not Available
Canoeing	11%	8%	20%	15%
Fishing	16%	9%	26%	17%
Kayaking	Not Available	Not Available	Not Available	Not Available

¹ Percent increases are extrapolated from 1995 baseline data (e.g., in 2010, participation in wildlife viewing in the Rocky Mountain Region is expected to increase 20 percent from 1995 levels).

² The Rocky Mountain Region includes Idaho.

³ Non-consumptive Activities include wildlife viewing, bird watching, and photography.

⁴ Hunting includes big game, small game, and waterfowl hunting.

Source: Cordell 1999

3.3.4 Outfitter/Guide Use

BLM, in cooperation with Reclamation, has issued five outfitter guide permits for guided fishing that occurs on the river on both BLM and Reclamation lands. These are 1-year permits that can be rolled into 5-year permits. The permits allow guided float fishing trips on the river from Harrops Bridge to the confluence of the Teton River and Snake River. Table 3.3-3 lists the five BLM-permitted commercial outfitter guides who operate trips along the Teton River (from Harrop Bridge to the confluence with the Snake). Use reports provided by the outfitters indicate that use is trending higher over the past 4 years. Other than the guided fishing trips, little other guided use takes place on or along the Teton River. Guided mountain lion hunts and grouse hunting occasionally take place within the river canyon.

Guided fishing and float trips are an important economic driver in the Upper Snake River region, including the RMP Study Area. According to a 2005 study, fishing and “other river recreation yields an annual economic value to anglers and other visitors of \$57.6 million” along the Snake River and its tributaries (Loomis 2005). The recreation and economic benefits of fishing and other recreation activities to participants also translate to local community benefits, in the form of jobs and consumer spending. The economic importance of fishing and other recreational activities along rivers in the RMP Study Area region emphasize the importance of maintaining riparian habitat, fisheries habitat, water quality, and river flows, among other factors. Additionally, maintaining recreational use levels within an acceptable range (for example, low perceived/actual crowding, and limited ecological impacts) is also important for the long-term economic viability of tourism and recreation in the RMP Study Area and region.

Table 3.3-3. Teton River Commercial Guide Use (As Permitted by the BLM)

Outfitter	Use Estimate ¹		
	2001	2003	2004
Three Rivers Ranch	111	4	10
Teton Valley Lodge	174	246	320
Lamoyne Hyde Outfitters	0	32	44
Piquet Guiding Services	10	0	0
World Cast Anglers	0	64	82
Total	295	346	456

¹ Use reports (number of visitors) include lands outside of the Teton study area and are submitted annually by the commercial guides. 2002 use reports were unavailable at this time.

Source: Information provided by BLM

Chapter 4

RMP Planning Process

Chapter 4.0

RMP Planning Process

4.1 Overview

This chapter summarizes the principal factors that most influenced development of the Teton River Canyon RMP (as illustrated in Figure 4.1-1). These factors were identified through the following fundamental processes:

1. Review and analysis of regional and Study Area resource inventory data, and current land use and management practices; and Federal laws and Reclamation policies and authorities (see Appendix A).
2. Tribal consultation involving meetings with the staff, business council, and public meetings held at Fort Hall.
3. A public involvement program and agency and public input from public meetings, newsbriefs, and other meetings and communications.

A detailed Issue Scoping Report defining the major opportunities, constraints, and planning issues was developed based on input from the processes listed above (see Appendix B).

Table 4.1-1 lists some of the primary issues raised during the first public meetings, from written responses to the newsbriefs, and from preliminary meetings with agencies and stakeholder groups. A complete list of the issues is provided in the Issue Scoping Report contained in Appendix B.

The Issue Scoping Report was also used to guide development of the RMP Goals and Objectives, which are the foundation upon which alternative Management Actions were developed (described in detail in Chapter 5).

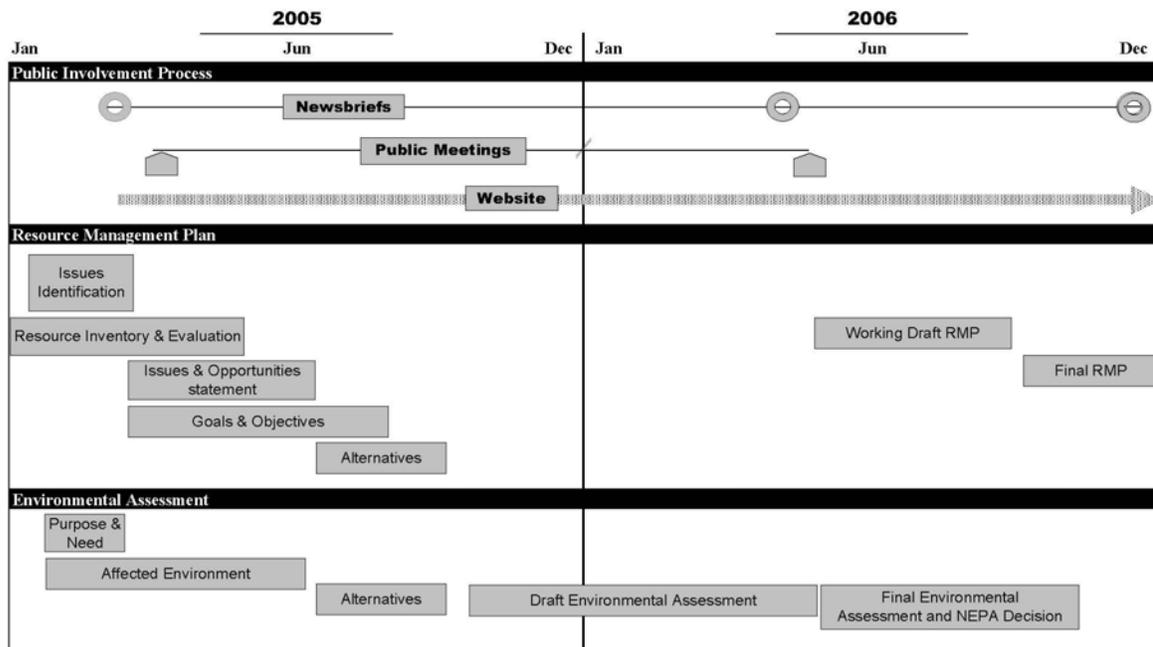


Figure 4.1-1: RMP Planning Process and RMP Schedule

Table 4.1-1. Primary Issues of Concern Identified During the Initial Phases, Based on Public Input

- Control noxious weeds
- Keep recreation use at current levels
- Provide for agricultural uses
- Protect cultural resources
- Improve fish habitat
- Maintain water quality
- Protect Treaty rights

The range of alternatives was reviewed by the public, the tribes, and affected agencies. The alternatives were also identified and analyzed in the Draft EA for the Teton River Canyon RMP to investigate potential environmental effects (Reclamation 2006).

Letters of comment on the Draft EA were received from the Shoshone-Bannock Tribes, BLM, IDFG, SHPO, Teton County Board of Commissioners, and three citizens.

4.2 Public Involvement Program

Reclamation initiated a public involvement program in March 2005 and continued it throughout the planning process to support development of the RMP (see Figure 4.1-1). The program included: (a) three newsbriefs; (b) two public meetings/workshops; (c) a project website providing information to the public and a forum in which to comment on the process; (d) news releases for distribution to local media; and (e) a public outreach video. Each of these program components is described in further detail below.

4.2.1 Newsbriefs

In March 2005, the first newsbrief was mailed to more than 200 user groups, nearby residents, and agencies. The mailing list was continuously expanded as additional interested parties were identified. The initial newsbrief introduced the

RMP process, announced the first public meeting, and provided a mail-in form for submitting issues and initial comments on the management and facilities at the Teton River Canyon. The results of the mail-in response form and the issues raised at the first public meetings were summarized in a Issue Scoping Report, which was posted to the website in August 2005. This report appears in Appendix B of this document.

A second newsbrief was provided in May 2006. The second newsbrief identified the priority management issues to be addressed by the RMP, explained the development process for the RMP Goals and Objectives, and provided an update on the preparation of the Draft EA document. The newsbrief also announced the next set of public meetings/workshops that were held in May 2005. A third newsbrief announced the Final EA and summarized the RMP.

4.2.2 Public Meetings

Two series of public meetings were included in the RMP/EA planning process. One was held early on in the process to solicit public input (scoping) related to issues and opportunities. The first public meeting was held in three communities: Driggs, Idaho on April 6, 2005; Rexburg, Idaho on April 7, 2005; and Fort Hall, Idaho on April 25, 2005. The purpose of this set of meetings was to conduct public scoping of the issues at Teton River Canyon. Approximately 25 people attended the meetings.

The second and final set of public meetings, held in the same locations, occurred with the release of the Draft EA in May 2006, attended by approximately 14 people. The purpose of this set of meetings was to summarize the contents and findings of the Draft , as well as take input on the document from the public.

Additionally, Reclamation discussed the project with the Fremont-Madison Irrigation District as

a part of their regular meetings. Reclamation also sent letters introducing the project to Fremont County Commissioners, IDL, Teton Land Trust, St. Anthony City Council, Idaho Department of Water Resources, Henry's Fork Foundation, Trout Unlimited, The Nature Conservancy, and Friends of the Teton River.

4.2.3 World Wide Web

A Teton River Canyon RMP web site was established in March 2005 on Reclamation's Pacific Northwest (PN) Region's homepage <http://www.usbr.gov/pn>. The website was updated periodically to provide relevant information to the public including the Newsbriefs, draft materials, and meeting announcements.

4.2.4 News Releases

Periodically, Reclamation prepares news releases for distribution to local news media. Such news releases generally result in press coverage of the RMP process and public notification. Several articles appeared in local newspapers regarding the Teton River Canyon RMP planning process, radio interviews were done prior to both sets of public meetings, and Channel 2 news in Boise aired a story and on-camera interview about the planning process and the 30th anniversary of the failure of Teton Dam.

4.2.5 Public Outreach Video

Reclamation prepared a public outreach video that was shown at the first series of public meetings. The public outreach video was also presented to the Henrys Fork Watershed Council, Madison County Commissioners, Teton County Commissioners, Shoshone-Bannock Tribes, IDFG, and the Rexburg City Council at various meetings from March through June 2005.

4.3 Tribal Consultation

4.3.1 Overview of Government-to-Government Consultation with Tribes

The United States government has a unique legal relationship with federally recognized American Indian Tribes, based on recognition of the inherent powers of Tribal sovereignty and self-government. Reclamation will uphold this special relationship and implement its activities in a manner consistent with it.

Reclamation has communicated with Tribes early in the RMP process. Reclamation initiated consultation with the Shoshone-Bannock Tribes and has communicated with the Fort Hall Business Council and the Tribal staff in numerous meetings and letters (see Appendix C for a list of consultation actions). Reclamation received written comments from the Shoshone-Bannock Tribes. Reclamation distributed the Draft and Final EAs to several Tribal representatives. These same representatives will also receive the RMP.

4.3.2 National Historic Preservation Act Requirements

The National Historic Preservation Act of 1966 (NHPA) (as amended through 1992) requires agencies to consult with Indian Tribes if a proposed Federal action may affect properties to which the Tribes attach religious or cultural significance. The implementing regulations of the NHPA, 36 Code of Federal Regulations (CFR) 800, address procedures for consultation in more detail. Reclamation has complied with these requirements in preparing the RMP.

4.3.3 Indian Trust Assets

Indian Trust Assets (ITAs) are legal interests in property held in trust by the United States for Indian Tribes or individuals. The Secretary of the Interior, acting as the trustee, holds many assets in trust for Indian Tribes or Indian individuals. Examples of trust assets include lands, minerals, hunting and fishing rights, and water rights. While most ITAs are on-reservation, they may also be found off-reservation.

The United States has an Indian trust responsibility to protect and maintain rights reserved by or granted to Indian Tribes or Indian individuals by treaties, statutes, and Executive Orders. These are sometimes further interpreted through court decisions and regulations.

The Shoshone-Bannock Tribes and the NWBSNU have off-reservation ITAs according to the 1868 Fort Bridger Treaty. Indian Trust Assets are discussed in Chapter 2, Section 2.5.

4.3.4 Indian Sacred Sites

Sacred sites are defined in EO 13007 as “any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion...”

Reclamation informed the Shoshone-Bannock Tribes and the Shoshone-Paiute Tribes about the RMP and requested that they inform Reclamation if they were aware of Indian sacred sites within the study area. The notification and consultation processes were coordinated with the NHPA consultation process. No information on specific sacred site locations was received from the Tribes.

4.3.5 Other Laws and Regulations

The relationship between Federal agencies and sovereign Tribes is defined by several laws and regulations addressing the requirement of Federal agencies to notify or consult with Native American groups or otherwise consider their interests when planning and implementing Federal undertakings. Among these are the following (also see Appendix A, Legal Mandates):

- National Environmental Policy Act (NEPA)
- American Indian Religious Freedom Act (AIRFA)
- Archaeological Resources Protection Act (ARPA)
- Native American Graves Protection and Repatriation Act (NAGPRA)
- EO 12875, Enhancing the Intergovernmental Partnership
- EO 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations
- Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments.
- EO 13007, Indian Sacred Sites
- EO 13175 of November 6, 2000, Consultation and Coordination with Indian Tribal Governments (EO 13175 revokes EO 13084 issued May 14, 1998).
- Interior Secretarial Memorandum ECM97-2, Departmental Responsibilities for Indian Trust Resources and Indian Sacred Sites on Federal Lands.

4.4 Agency Coordination

Reclamation consulted with several Federal and local agencies throughout the RMP process to gather valuable input and to meet regulatory requirements. This coordination was integrated with the public involvement process. Reclamation worked closely with IDFG and BLM throughout this RMP development process as these agencies also have management responsibilities in this area.

The evaluation of endangered species contained in the Final EA serves as Reclamation's biological assessment as required under the ESA. It evaluates impacts on listed species and those proposed for listing, including the gray wolf (experimental, non-essential), Canada lynx (threatened), grizzly bear (threatened), bald eagle (threatened), Ute-ladies' tresses orchid (threatened), Utah valvata snail (endangered), and yellow-billed cuckoo (candidate). Reclamation has determined that implementation of the RMP would have no significant negative impacts on the gray wolf, Canada lynx, grizzly bear, Ute-ladies' tresses orchid, Utah valvata snail, or the yellow-billed cuckoo.

Reclamation has proposed mitigation measures to avoid long-term impacts on bald eagles and has concluded that implementation of the RMP would have no long-term significant negative impacts on bald eagles.

Chapter 5

Resource Management

Chapter 5.0

Resource Management

5.1 Introduction

This chapter describes Reclamation’s decisions regarding strategies that will guide use and management of Reclamation’s lands at the Teton River Canyon over the next 15 years. Some background on Reclamation’s approach, authorities, and policies is provided for each of the primary categories; these are followed by specific Goals, Objectives, and Management Actions. These goals¹ are as follows:

- GOAL LUM 1: Provide comprehensive land use management based on a range of natural and socio-cultural resources.
- GOAL LUM 2: Ensure protection of the public and public resource values and facilities.
- GOAL LUM 3: Achieve timely implementation and coordination of RMP programs and projects.
- GOAL NAT 1: Conserve, restore, and enhance natural ecosystems.
- GOAL CUL 1: Protect and preserve cultural resources, including prehistoric and historic-period archaeological sites and TCPs.
- GOAL CUL 2: Comply with requirements of EO 13007 (Indian Sacred Sites).
- GOAL ITA 1: Conduct Government-to-Government Consultation with Tribes to discuss the RMP.
- GOAL RAV 1: Provide for recreation use within Reclamation’s authorities, to afford a quality recreation experience consistent with natural and cultural resource management objectives.
- GOAL RAV 2: Preserve and enhance existing scenic quality.
- GOAL IEI 1: Provide informational, educational, and interpretive messages through a variety of means to increase the public’s awareness of opportunities, restrictions, safety, and natural and cultural resource values in the Teton River Canyon area.

¹ LUM = Land Use & Management; NAT = Natural Resources; CUL = Cultural Resources; ITA = Indian Trust Assets; RAV = Recreation, Access, and Visual Quality; IEI = Interpretation, Education, & Information.

5.2 Goals, Objectives, and Management Actions

Management Actions are specific tasks intended to guide Reclamation management and staff, as well as managing partners, in the activities required to properly manage Reclamation lands. They were derived from the Goals and Objectives developed over the course of preparing the RMP and associated EA. Guidelines and standards provide additional direction and clarification for selected Management Actions, where needed. Figure 5.2-1 shows some of the Management Actions that are specific to a geographic location.

Management Actions are intended to be implemented over the next 15 years and are included here because they are considered the most appropriate actions for managing these lands. Inclusion of these actions is dependent on funding. Following are the six primary categories and associated subcategories described in this chapter:

- Land Use and Management (LUM) (Section 5.2.1);
- Natural Resources (NAT) (Section 5.2.2);
- Cultural Resources, including Indian Sacred Sites (CUL) (Section 5.2.3);
- Indian Trust Assets (ITA) (Section 5.2.4);
- Recreation, Access, and Visual Quality (RAV) (Section 5.2.5); and
- Interpretation, Education, and Information (IEI) (Section 5.2.6).

5.2.1 Land Use & Management (LUM)

Reclamation's general land use approach is to: (1) manage the lands in a manner consistent with Federal laws and regulations, and the principles of good stewardship to accomplish Project purposes and serve the public interest;

(2) seek opportunities for coordinated and cooperative land use planning with other Federal, State, and local agencies; and (3) develop RMPs that best support the public interest, preserve and enhance environmental quality, and are compatible with project purposes and needs. As part of this approach, Reclamation strives to maintain a current inventory of all land holdings and uses.

Normally, law enforcement services on Reclamation lands are provided through contract and agreements with local partners. Enforcement efforts are required to address trespass and encroachment; willful damage or destruction of facilities, lands, or resources; and dumping on Reclamation lands.

Trespass and unauthorized use, when allowed to continue, deprive the public of their rightful use and enjoyment of the public lands. Willful damage or destruction of facilities, lands, or resources could endanger the public, prevent provision of project services, and destroy valuable natural and cultural resources, as well as cost money to repair. Prohibited acts on Federal land include: (1) use of Federal land without permission from the managing agency (e.g., agricultural trespass); (2) dumping of materials; (3) constructing, placing, or maintaining any kind of road, trail, structure, fence, enclosure, communication equipment, pump, well, or other improvement without a permit; (4) extracting materials or other resources without a permit; (5) damage or destruction of facilities or structures, including abandoned buildings; and (6) excavation, collection, or removal of archaeological or historical artifacts. Reclamation's general approach is to facilitate and ensure the proper use of land resources consistent with the requirements of law and Best Management Practices (BMPs). The primary management emphasis is to provide the public as a whole non-exclusive use of Federal lands while still

Figure 5.2-1 (2 pages)

Figure 5.2-1, page 2

protecting environmental values and natural and cultural resources.

It is also Reclamation's approach to clear, and keep clear, all lands from trespasses and unauthorized uses. In resolving trespass or unauthorized use issues, priority is given to those trespasses that are not in the best public interest, are not compatible with the primary uses of the land, or that have caused or are causing damage to significant environmental values or natural or cultural resources. Unauthorized uses and trespasses are best resolved before they become well established. When a violation does occur, Reclamation's first priority is to negotiate a solution to resolve the violation. In the event such negotiations fail, Reclamation will take actions necessary to protect the public interest and project lands, including legal action through the courts.

GOAL LUM 1: Provide comprehensive land use management based on a range of natural and socio-cultural resources.

Objective LUM 1.1: Implement clear direction for agricultural leasing and grazing on Reclamation lands.

Management Actions

LUM 1.1.1: Evaluate the continuation, elimination, and/or alteration of agricultural leases, consistent with RMP Goals and Objectives. Leases, or portions of leases, within ½ mile from the canyon rim will be considered for conversion to permanent wildlife cover as opportunities arise.

LUM 1.1.2: Issue no grazing leases or new agricultural leases.

Objective LUM 1.2: Provide clear direction regarding easements and rights-of-use on Reclamation lands.

Management Actions

LUM 1.2.1: Evaluate requests for easement and rights-of-use using RMP Goals and Objectives.

Objective LUM 1.3: Define and protect necessary access routes for administrative purposes.

Objective LUM 1.4: Complete an evaluation of the Teton River within the study area for potential inclusion in the National Wild and Scenic River System. (Completed – see Final EA.)

GOAL LUM 2: Ensure protection of the public and public resource values and facilities.

Objective LUM 2.1: Reduce vandalism.

Management Actions

LUM 2.1.1: Continue cooperative efforts with the BLM and local law enforcement entities.

LUM 2.1.2: Investigate physical modifications to reduce unauthorized public access and associated vandalism, such as at the spillway and outlet works building.

LUM 2.1.3: Design recreation, interpretive features, and signs using the most vandal-resistant techniques and technologies available.

Objective LUM 2.2: Manage wildfire risk in the river canyon and along the canyon rim.

LUM 2.2.1: Continue to prohibit open fires during periods of extreme fire danger consistent with the BLM.

LUM 2.2.2: Continue to publicize fire restrictions.

LUM 2.2.3: Display fire prevention messages at concentrated public use areas.

LUM 2.2.4: Prohibit open fires during periods of extreme fire danger.

Objective LUM 2.3: Identify and resolve current and future unauthorized uses such as trespasses and encroachments.

LUM 2.3.1: Commensurate with the level of new attractions and facilities provided, contract for additional law enforcement with local providers.

LUM 2.3.2: Resolve unauthorized agricultural use and/or trespass on Reclamation lands.

LUM 2.3.3: Close the unauthorized road from the south side of the canyon rim to the river upstream of Canyon Creek, near the Neely property.

GOAL LUM 3: *Achieve timely implementation and coordination of RMP programs and projects.*

Objective LUM 3.1: Update management agreement and continue cooperative efforts with BLM.

Management Actions

LUM 3.1.1: Develop an updated management agreement with BLM.

LUM 3.1.2: Actively participate in the BLM's Resource Management Planning effort.

Objective LUM 3.2: Continue cooperative efforts with IDFG.

LUM 3.2.1: Continue cooperative efforts with all agencies.

5.2.2 Natural Resources (NAT)

Reclamation's approach to managing natural resources is to preserve and enhance native wildlife populations and their habitat in accordance with an approved land use or RMP and encourage its land-management partners to follow suit.

The principles in P.L. 89-72, Federal Water Projects Recreation Act of 1965, as amended by Title 28 of P.L. 102-575, will continue to be adhered to for fish and wildlife-related activities and management considerations. Basically, Title 28 states that if a non-Federal public entity has agreed to manage fish and wildlife resources on Reclamation lands, Reclamation may share those costs for up to 75 percent of the total cost. IDFG has been Reclamation's non-Federal public entity managing partner for specific parcels within the RMP Study Area that warrant protection and/or enhancement related to habitat values, and will continue to be in the future. IDFG has provided Reclamation with a prioritized list of areas to be considered for conversion from agricultural leases to lands for wildlife habitat. This list is provided in Appendix D, and the locations are shown in Figure 5.2-1.

In accordance with the ESA of 1973 (P.L. 93-205), Federal and Reclamation policies provide for the protection of plant and animal species that are currently in danger of extinction (endangered) or those that may become so in the foreseeable future. Section 7 of the ESA requires Federal agencies to conduct informal and formal consultations with the FWS on all proposed actions that may affect any federally listed or candidate threatened or endangered species. This consultation process is designed to ensure that Federal activities will not jeopardize the continued existence of threatened or endangered species, or on designated areas (critical habitats) that are important in conserving these species.

Federal policy and Reclamation's approach also support the protection and "no net loss" of wetlands. In carrying out land management responsibilities, Federal agencies are required to minimize the destruction, loss, or degradation of wetlands, and to preserve and enhance the natural and beneficial values of wetlands. EO 11990 (Protection of Wetlands) states that agencies shall: "Avoid to the extent possible the long- and short-term adverse impacts associated with the destruction or modification of wetlands and avoid direct or indirect support of new construction in wetlands wherever there is a practicable alternative."

Noxious weeds reduce the quantity and quality of forage and wildlife habitat, contaminate food stocks, and restrict waterways. Reclamation will strive to reduce, and eliminate if possible, noxious weeds on all of its lands and assist adjacent landowners (wherever possible) in their efforts at eradicating noxious weeds. It is Reclamation's approach to prepare and implement Integrated Pest Management (IPM) Plans for lands under its jurisdiction. Reclamation also works with local agencies under the guidance of the IPM Plan.

Reclamation's approach to managing soil resources and water quality focuses on reducing soil erosion from various sources or the improper use of hazardous materials. All development and/or Management Actions will consider and respond to this approach.

GOAL NAT 1: Conserve, restore, and enhance natural ecosystems.

Objective NAT 1.1: Provide information to reduce the spread of noxious weeds through a variety of mediums.

Management Actions

NAT 1.1.1: Continue to provide information to the public through a variety of mediums

on how to reduce the spread of noxious weeds.

NAT 1.1.2: Improve information to the public on how to reduce the spread of noxious weeds through a variety of mediums with a focus on signage at access points.

Objective NAT 1.2: Continue to work with IDFG, BLM, and local weed management entities on cooperative management controls of noxious weeds.

Objective NAT 1.3: Establish Management Actions to prevent erosion in the river canyon.

Management Actions

NAT 1.3.1: Manage all actions to minimize the potential for erosion into the river canyon.

NAT 1.3.2: Where erosion is occurring, establish permanent native vegetative cover along the canyon rim to minimize sediment from agricultural runoff.

NAT 1.3.3: Define and limit roadways to prevent off-road vehicle (ORV) use and reduce exposed soils near the river.

Objective NAT 1.4: Minimize the potential for pollutants to enter the Teton River and its tributaries from Reclamation lands.

Objective NAT 1.5: Continue to work with IDFG to maintain and/or enhance the Yellowstone cutthroat trout fishery and habitat in the Teton River Canyon.

Management Actions

NAT 1.5.1: Use demonstration projects to test the effectiveness of restoration techniques on habitat and fisheries before

implementing large-scale restoration and improvement projects.

NAT 1.5.2: Implement a demonstration project to restore the structural diversity of the channel.

NAT 1.5.3: Increase bank cover, especially woody vegetation such as willows.

NAT 1.5.4: Monitor sites where habitat and fishery recovery efforts have been implemented and adapt appropriate measures as necessary.

Objective NAT 1.6: Protect, enhance, and restore native vegetation (e.g., bitterbrush, cottonwoods, willows), where feasible.

Management Actions

NAT 1.6.1: Protect, enhance, and restore native vegetation where and when consistent with RMP Goals and Objectives.

NAT 1.6.2: Increase native woody vegetation in riparian areas.

NAT 1.6.3: Establish permanent vegetative cover on any agricultural leases converted to wildlife habitat.

NAT 1.6.4: As a lower priority, if funding and staffing allow, investigate and attempt to restore selected reed canarygrass monocultures to a more typical mix of riparian species.

Objective NAT 1.7: Protect, enhance, and restore deer and elk winter habitat, where feasible.

Management Actions

NAT 1.7.1: As opportunities arise, convert selected agricultural leases, or portions of

leases, within 1/2 mile from the canyon rim, to permanent wildlife cover.

Objective NAT 1.8: Work with adjacent landowners and partners to protect resource values within the canyon and along the canyon rim.

Management Actions

NAT 1.8.1: Provide sanitation facilities where visitor use is concentrated and access allows.

NAT 1.8.2: Work with adjacent landowners and partners to protect water quality.

NAT 1.8.3: Require outfitters to carry sanitation systems.

NAT 1.8.4: River users and BLM outfitter permits shall incorporate and use WagBags or similar sanitation systems.

Objective NAT 1.9: Monitor and track natural resource changes over time in the Teton River.

Management Actions

NAT 1.9.1: Restore some shrub communities by planting and/or seeding, especially bitterbrush and sagebrush, in areas where recovery is not occurring. (e.g., between Canyon Creek and Linderman Dam, and from Bitch Creek to Spring Hollow).

NAT 1.9.2: Use demonstration projects to test the effectiveness of restoration techniques on habitat and wildlife before implementing large-scale restoration and improvement projects.

NAT 1.9.3: Monitor sites where habitat and wildlife recovery efforts have been implemented and adapt measures as necessary.

Objective NAT 1.10: Support BLM efforts for special designations of the Teton River Canyon.

Objective NAT 1.11: Protect habitat for rare, threatened, and endangered species.

Management Actions

NAT 1.11.1: Prepare bald eagle nest site management plans in cooperation with BLM and IDFG.

NAT 1.11.2: Monitor bald eagle nest success and, if necessary, adjust commercial and private boat launches to avoid impacts and promote species recovery.

NAT-1.11.3: Comply with the Federal ESA for all activities.

5.2.3 Cultural Resources (CUL)

Cultural resources are historic properties that reflect our Nation's heritage. Historic properties include prehistoric and historic archaeological sites, buildings, TCPs, and historically significant places that are eligible for inclusion in the National Register. TCPs are National Register-eligible properties that have special heritage value to contemporary communities (usually Indian communities) because of association with cultural practices or beliefs that are important in maintaining the cultural identity of that community.

Federal law requires Federal agencies to identify, evaluate, and appropriately manage National Register-eligible historic properties that are affected by their actions or are located on lands they administer. A list of these laws is provided in Appendix A. Agencies are required to assess resource significance, evaluate impacts on significant sites, and select resource management actions in consultation with the SHPO, the Advisory Council on Historic Preservation (the Advisory Council), and other

affected or interested parties. Indian Tribes must be consulted where cultural resources of concern to a Tribe could be present, or where human burials or other NAGPRA cultural items affiliated with a Tribe could be affected by agency actions. Reclamation implements these laws using processes defined in regulations (particularly 36 CFR 800 for the NHPA and 45 CFR 10 for NAGPRA). Reclamation Manual LND 02-01 (Cultural Resource Management) directs the agency to implement cultural resource management actions in a positive manner that fulfills the spirit, as well as the letter, of the law.

The requirements of Federal law and Reclamation cultural resource management policy also apply to other parties who manage or use Reclamation lands under a permit, lease, use agreement, or other legal instrument. Those parties are responsible for notifying Reclamation of proposed actions on those lands; implementing actions to identify and evaluate resources that could be affected by their use or action; and implementing actions to protect National Register-eligible resources or mitigating unavoidable effects to eligible sites resulting from their use or actions. Reclamation is responsible for defining the necessary identification, evaluation, and management or mitigation actions, and for ensuring that managing partners, lessees, and permittees observe these terms and conditions and act as responsible stewards of the resources on those lands.

Reclamation's policy is to avoid or minimize adverse effects to National Register-eligible historic properties whenever possible. If adverse effects are unavoidable, Reclamation typically mitigates the adverse effects through a site documentation or data recovery program that has been developed in consultation with the SHPO and other interested parties, and formalized through a Memorandum of Agreement. For impacted TCPs, Reclamation

would work with affected Indian Tribes to identify means to minimize impacts, and seek to mitigate damaging impacts when mitigation is possible.

The following Goals and Objectives outline actions that Reclamation has determined are necessary to meet the agency's cultural resource management responsibilities under the law. Reclamation will continue to use consultation processes defined in 36 CFR 800 to determine site eligibility, impacts from new actions or existing uses, and appropriate treatment.

GOAL CUL 1: Protect and preserve cultural resources, including prehistoric and historic-period archaeological sites and TCPs.

Objective CUL 1.1: In accordance with Section 106 of the NHPA seek to protect National Register-eligible sites from impacts from new undertakings.

Management Actions

CUL 1.1.1: Comply with Sections 106 and 110 of the NHPA, Archaeological Resources Protection Act, and NAGPRA.

CUL 1.1.2: Complete cultural resource surveys when ground-disturbing actions are proposed in unsurveyed locations.

CUL 1.1.3: In consultation with the SHPO and Tribes, complete site evaluation actions to determine National Register eligibility for sites threatened by new actions, land use, or project operations, and address impacts to eligible sites.

CUL 1.1.4: Complete Tribal consultations, as necessary, to determine if TCPs are present in areas of new ground-disturbing actions, or are in or near focused use areas.

If present, assess and address impacts from new actions or existing use.

CUL 1.1.5: If Indian Tribes identify culturally important resources within new development areas, avoid adverse impacts to those resource locations when possible.

Objective CUL 1.2: In accordance with Section 110 of the NHPA, implement proactive management of cultural resources focusing on protecting identified resources from damage.

Management Actions

CUL 1.2.1: Unless justified, develop no new features within the boundaries of a National Register-eligible site or TCP.

CUL 1.2.2: Monitor National Register-eligible or unevaluated sites or TCPs in or near focused use areas to allow early detection of damage.

CUL 1.2.3: Implement actions to mitigate identified adverse effects to National Register-eligible sites or TCPs, or to proactively manage significant cultural sites.

CUL 1.2.4: In the event of discovery of human remains of Indian origin, complete protective actions, Tribal notification, and consultation as required by 43 CFR 10.

CUL 1.2.5: In the event that future actions generate archaeological collections, curate those collections at the Archaeological Survey of Idaho, Eastern Repository, using processes consistent with 36 CFR 79 and 411 DM (Department Manual), which define Federal requirements. If NAGPRA burials or cultural items are recovered, procedures set forth in 43 CFR Part 10 for consultation and custody will be followed.

Objective CUL 1.3: Increase awareness of cultural resources compliance and protection

requirements among resource management partners.

Management Actions

CUL 1.3.1: Develop guidelines/procedures and provide training for partners, if any, to increase awareness of the NHPA and other cultural resource statutory requirements.

Objective CUL 1.4: Provide opportunities for public education on area prehistory and history, including the importance of, and requirements for, protecting these resources.

Management Actions

CUL 1.4.1: Prepare and provide educational information about resource values and area history at the site of the Teton Dam failure and other appropriate locations.

CUL 1.4.2: Work with Tribes to appropriately incorporate Tribal history and perspectives into educational and interpretive materials.

CUL 1.4.3: Protect the Teton Dam site for future nomination to the National Register. Lay the groundwork for nomination through further documentation, mapping, recordation, and recording oral histories and interviews.

CUL 1.4.4: Monitor known sites within the RMP Study Area periodically to determine if erosion or land use is damaging known cultural resources. If significant known sites are being damaged, management actions will be implemented. If the site cannot be protected, mitigation may be considered.

GOAL CUL 2: Comply with requirements of EO 13007 (Indian Sacred Sites)

Objective CUL 2.1: Avoid damage to Indian sacred sites (when present and identified), when

avoidance is consistent with accomplishing Reclamation's mission and larger public responsibilities.

Management Actions

CUL 2.1.1: Comply with EO 13007 for any new undertakings. Consult for new actions that have the potential to affect sacred sites.

Objective CUL 2.2: Allow for access by traditional religious practitioners to sacred sites, when consistent with Reclamation's mission.

Management Actions

CUL 2.2.1: Seek to avoid adversely affecting sacred sites, and to accommodate Tribal access and use, when consistent with agency mission and law.

5.2.4 Indian Trust Assets (ITA)

GOAL ITA 1: Conduct Government-to-Government Consultation with Tribes to discuss the RMP.

Objective ITA 1.1: Consult to the greatest extent practicable and to the extent permitted by law with Tribal governments prior to taking actions that affect federally recognized Tribal governments.

Management Actions

ITA 1.1.1: Meet with Tribal governments as appropriate.

Objective ITA 1.2: Protect Indian Trust Assets that may exist.

Management Actions

ITA 1.2.1: Protect off-reservation rights that may exist for Tribes to hunt or fish on the unoccupied lands of the United States.

5.2.5 Recreation, Access, & Visual Quality (RAV)

Reclamation's approach to providing and maintaining public recreational opportunities, facilities, and interpretive programs is to work with non-Federal managing partners in accordance with an approved RMP. The RMP is intended to protect the health and safety of the users, protect land and water resources from environmental degradation, and protect cultural resources from damage. Recreation facilities under Reclamation jurisdiction will be operated and maintained in a safe and healthful manner and be accessible to people with disabilities.

All new construction is required to be 100 percent accessible to persons with disabilities in accordance with current Federal accessibility standards. These standards include (but are not limited to) parking lots and spaces, access routes, camping sites, restrooms, concessions, entrance booths, trails, interpretive displays, and all signage.

The principles in P.L. 89-72, Federal Water Projects Recreation Act of 1965, as amended by Title 28 of P.L. 102-575, will continue to be adhered to for recreation-related development and management considerations. Basically, Title 28 states that if a non-Federal public entity has agreed to manage recreation on Reclamation lands, Reclamation may share development costs for up to 50 percent of the total cost.

Reclamation does not have a non-Federal public entity managing partner to manage recreation resources on Reclamation's Teton River Canyon lands. In lieu of a qualifying partner on parcels outside of the IDFG-managed parcels, it is Reclamation's policy, where deemed necessary, to provide and maintain minimum basic facilities at recreation sites.

Where Reclamation lands may be directly managed by others for recreation purposes,

Reclamation shall exercise oversight responsibility to ensure that those management entities fulfill all aspects of the approved RMP. All contractual agreements with these management entities must comply with Federal laws and regulations concerning natural and cultural resource protection.

GOAL RAV 1: Provide for recreation use within Reclamation's authorities, to afford a quality recreation experience consistent with natural and cultural resource management objectives.

Objective RAV 1.1: Maintain the existing semi-primitive recreation setting and experience, while providing for recreation opportunities and the continued protection of natural and cultural resources.

Management Actions

RAV 1.1.1: For the Teton Dam Overlook, sign as public access.

RAV 1.1.2: For the Teton Dam Overlook, improve for day use, within authorities.

RAV 1.1.3: For the Teton Dam Overlook, provide interpretive information.

RAV 1.1.4: For the Teton Dam Take-Out Site, sign as public access.

RAV 1.1.5: For the Teton Dam Take-Out Site, formalize and improve designated boat ramp and turnaround to the degree possible, within Reclamation authorities.

RAV 1.1.6: For the Teton Dam Take-Out Site, define parking areas if, and where needed, to prevent expansion and resource damage.

RAV 1.1.7: For the Teton Dam Take-Out Site, provide minimal facilities, signs, and vault toilet, if possible.

RAV 1.1.8: For the Upper Teton Dam Take-Out Site, sign as public access and day use only.

RAV 1.1.9: For the Upper Teton Dam Take-Out Site, post caution warning users of a steep, narrow road at top of the hill.

RAV 1.1.10: For the Spring Hollow Put-In Site, improve boat ramp and turnaround to the degree possible within Reclamation authorities.

RAV 1.1.11: For the Spring Hollow Put-In Site, define parking areas if, and where needed, to prevent expansion and resource damage.

RAV 1.1.12: For the Spring Hollow Put-In Site, provide signage indicating that vehicles must be moved to parking area after launching boats.

RAV 1.1.13: For the Spring Hollow Put-In Site, provide minimal facilities, signs, and vault toilet, if possible.

Objective RAV 1.2: Provide adequate access to the river canyon, where appropriate.

Management Actions

RAV 1.2.1: Rocky Gulch Access: Restore public vehicular access to the rim of Teton River Canyon during the summer only. Provide parking for 4 to 6 vehicles. Allow for non-motorized access beyond that point.

RAV 1.2.2: Linderman: Explore public access (walk-in, summer only) at Linderman Road in cooperation with BLM and private landowner. Access would be dependent upon the availability of an appropriate parking area for 4 vehicles.

RAV 1.2.3: Brown Road: Sign as public access and public parking area for 4 vehicles.

RAV 1.2.4: Teton Dam Overlook: Sign as public access. Maintain parking lot and overlook for public use. (Also see RAV 1.1.1.)

RAV 1.2.5: Teton Dam Site: Sign as public access. Improve and identify public access road. Define travel flow and improve turnarounds and parking. Close unnecessary roads causing erosion and scarring.

RAV 1.2.6: Upper Teton Dam Site: Sign as public access and day use only. Post caution warning users of a steep, narrow road at the top of the hill.

RAV 1.2.7: Lower Teton Dam Access Road: Pursue public vehicular access at a future time based on demand and balanced against resource protection and safety.

RAV 1.2.8: Dam West Road: Pursue public vehicular access at a future time based on demand and balanced against resource protection and safety.

RAV 1.2.9: Spillway Road: Close to public and retain administrative access only.

RAV 1.2.10: Parkinson's Road: Pursue public access to the Teton rim (nonmotorized, summer only). Provide parking for 4 vehicles. Close to use in winter.

RAV 1.2.11: Spring Hollow Put-In Site: Sign as public access.

RAV 1.2.12: Bitch Creek Access: Sign overlook as public land in cooperation with BLM. Allow nonmotorized use to continue from parking area at rim to river.

RAV 1.2.13: Felt Power Plant: Sign as walk-in access only with small parking area (3 vehicles) located at rim near substation.

RAV 1.2.14: For any access points not specifically identified, sign Reclamation lands to provide for public use when consistent with RMP Goals and Objectives and in a manner that does not encourage trespass onto private lands.

Objective RAV 1.3: Monitor visitor use levels to minimize conflicts and impacts from visitor use.

Management Actions

RAV 1.3.1: Provide some minor site clearing and leveling for a limited number of sites for day and/or overnight boat-in use along the river when and where appropriate.

RAV 1.3.2: Make minor improvements to portage trail around Parkinson's Rapid.

RAV 1.3.3: Compile and track visitor use figures, as possible. Photo-document site changes and visitor impacts.

RAV 1.3.4: Continue to coordinate periodic visitor use monitoring with BLM.

RAV 1.3.5: Compile and track visitor use figures, as possible.

RAV 1.3.6: Photo-document site changes and visitor impacts.

RAV 1.3.7: Manage to maintain a semi-primitive recreation experience.

RAV 1.3.8: Manage to prevent and reduce conflicts between recreation users.

Objective RAV 1.4: Coordinate with BLM on outfitter and guide use, authorized put-in and take-out points, and routine patrols.

Management Actions

RAV 1.4.1: Manage as is. Commercial use is currently limited to five commercial fishing guide use permits as established by the Idaho Outfitters and Guides Licensing Board (IDOGLB). The number of launches and user days are not currently limited. BLM issues Special Recreation Permits to these outfitters for BLM and Reclamation.

RAV 1.4.2: Develop a formal agreement with BLM for managing the commercial recreation permits.

RAV 1.4.3: Reclamation and BLM to monitor use/permits to retain primitive experience with no observable resource degradation. Establish and adjust number of launches and user days allowed on permit, if necessary, in cooperation with the BLM and IDOGB.

RAV 1.4.4: Evaluate any new requests for commercial uses considering their consistency with RMP Goals and Objectives.

GOAL RAV 2: Preserve and enhance existing scenic quality.

Objective RAV 2.1: Manage to retain the existing visual character of the landscape.

Management Actions

RAV 2.1.1: Manage the lands within the Teton River Canyon study area to retain the existing character of the landscape. Features and activities under existing leases (such as pumping stations, pipelines, and power lines) may continue as is. Voluntary consideration for opportunities to reduce visual contrast will be encouraged. This includes techniques such as using environmentally blending colors, avoiding

reflective materials, and limiting contrast with the surrounding landscape where possible.

RAV 2.1.2: New proposed activities may be seen but should not attract the attention of the casual observer. The level of change to the characteristic landscape should be low.

RAV 2.1.3: Explore measures to reduce graffiti and vandalism at the spillway and the Teton Dam Overlook Site.

5.2.6 Interpretation, Education, & Information (IEI)

Dissemination of information through education and interpretation of the cultural and natural resources on Reclamation's land is a vital component to the user experience of the Teton River Canyon. An informed public will help protect and enhance the unique recreational and environmental attributes of the area. It is Reclamation's approach to assist with the development of interpretive programs to educate the public on resources and to provide information to visitors to improve their experience in the area, as well as to increase their awareness of natural and cultural resource values, public health, and safety. Visitor information is an important management responsibility that is not readily apparent but instrumental in providing a quality recreation experience and contributing to an informed visitor

GOAL IEI 1: Provide informational, educational, and interpretive messages through a variety of means to increase the public's awareness of opportunities, restrictions, safety, and natural and cultural resource values in the Teton River Canyon area.

Objective IEI 1.1: Provide interpretive information at the Teton Dam Overlook Site and other public access areas.

Management Actions

IEI 1.1.1: Provide interpretive feature at the Teton Dam Overlook Site.

IEI-1.1.2: Provide information, education, and interpretive messages through a variety of means on topics including history, public access, regulations, safety, and natural and cultural resources.

Objective IEI 1.2: Improve identification of Reclamation lands and recreational opportunities through signing, posting, and providing information on maps, brochures, and websites.

Objective IEI 1.3: Improve public awareness of rules and regulations on Reclamation lands.

Objective IEI 1.4: Coordinate with others on interpreting the natural and cultural history of the area.

Management Actions

IEI 1.4.1: Coordinate and share interpretive information with managing partners (IDFG, BLM) and other regional interpretation and education providers.

Chapter 6

Implementation Program

Chapter 6.0

Implementation Program

6.1 Introduction

The success of the Teton River Canyon RMP will ultimately be measured by the degree to which it is implemented. This chapter provides a framework necessary to follow through with the Goals, Objectives, and Management Actions presented in Chapter 5. This chapter consists primarily of a series of tables (Tables 6.1-1 through 6.1-6, presented at the end of this Chapter that reiterate, prioritize, establish sequencing, identify responsibility for implementation, and designate key funding for each Management Action. The purpose of these tables is to assist resource managers, staff, and managing partners in implementing specific actions required to achieve the RMP's Goals and Objectives. These tables also provide a convenient mechanism to track implementation progress on a regular (annual) basis over the 15-year life of the plan.

6.2 Implementation Components

It should be noted that implementation in general for the Teton River Canyon RMP is dependant on Federal funding and in some cases may also be dependant on cost share requirements. The timing indicated in Tables 6.1-1 through 6.1-6 is an approximation only and will depend on the availability of Federal and non-Federal cost-share funds. Implementation of the RMP is organized into a series of specific Management Actions for each of the issues associated with Land Use and Management; Natural Resources; Cultural Resources; Indian Trust Assets; Recreation, Access, and Visual Quality; and Interpretation,

Education, and Information. The tables present a structure that addresses the key components of implementation. Each component is listed in a separate column in these tables and explained below.

6.2.1 Management Actions

Management Actions are specific action items intended to implement each Objective, consistent with Goals listed in Chapter 5. Management Actions are listed by number and a full description is provided.

6.2.2 Priority

Each Management Action is prioritized in a simple hierarchy that includes the following categories: High (H), Medium (M), Low (L), Standard Operating Procedure (SOP), and Required (R). High priority Management Actions are identified as critical to the success of this RMP. Management Actions identified as Medium priority are still considered important, but not critical. Low priority Management Actions are those that should be implemented if resources are available. Mandatory actions are listed as Required elements, and Standard Operating Procedures include strategies considered the normal course of action for a given situation.

6.2.3 Related Management Actions

Other related or linked Management Actions for the same resource topic are identified in Column 3, as appropriate.

6.2.4 Timing and Sequencing

All Management Actions listed in the tables are intended to be implemented during the life of this 15-year plan. The timing column identifies the specific timeframe by indicating which year the action is anticipated to commence. Tables 6.1-1 through 6.1-6 indicate a timing sequence for each management action, such as during a range of years, as needed, or on an ongoing basis.

6.2.5 Involved Agency

A single agency with lead responsibility for implementation of each Management Action is listed (underlined) in Column 5. Agencies playing support roles are also listed in this column (not underlined). In addition to Reclamation, responsible agencies include IDFG, BLM, and others.

6.2.6 Monitoring

Plan implementers are expected to monitor implementation progress through the life of the RMP. This column describes the type and timing of each specific Management Action to be implemented (as appropriate and needed).

6.3 Amending and Updating the RMP

6.3.1 Amending Information in the RMP

The RMP will be reviewed and amended on an as-needed basis to reflect changing conditions, new information, and budgetary realities. Much of this is expected to occur in response to activities related to monitoring actions (e.g., water quality) and facility development when it occurs (e.g., day use area improvements, trails development, etc.). Any major changes or amendments to the RMP would require

additional public involvement and NEPA analysis.

6.3.2 Updating the RMP

This RMP has an intended life of 15 years. Therefore, a thorough review will be needed to the RMP around 2021. Plan updates or plan amendments can occur whenever conditions warrant. These will require NEPA analysis and ample opportunity for public involvement and agency and Tribal coordination.

Table 6.1-1. Management Actions for Land Use & Management (LUM)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
Agriculture & Grazing Leases					
LUM 1.1.1: Evaluate the continuation, elimination, and/or alteration of agricultural leases, consistent with RMP goals and objectives. Leases, or portions of leases, within ½ mile from the canyon rim will be considered for conversion to permanent wildlife cover as opportunities arise.	SOP	LUM 1.1.2	Ongoing	Reclamation	
LUM 1.1.2: Issue no grazing leases or new agricultural leases.	SOP	LUM 1.1.1	Ongoing	Reclamation	
Easements and Rights-of-Use					
LUM 1.2.1: Evaluate requests for easement and rights-of-use using RMP goals and objectives.	SOP	NA	Ongoing	Reclamation	
Unauthorized Uses, Vandalism, and Public Safety					
LUM 2.1.1: Continue cooperative efforts with the BLM and local law enforcement entities.	SOP	LUM 2.3.1	Ongoing	<u>Reclamation</u> , BLM, local Sheriff's Offices	
LUM 2.1.2: Investigate physical modifications to reduce unauthorized public access and associated vandalism, such as at the spillway and outlet works building.	H	LUM 2.1.3	1 – 5 years	Reclamation	
LUM 2.1.3: Design recreation, interpretive features, and signs using the most vandal-resistant techniques and technologies available.	SOP	LUM 2.1.2 RAV 1.1.3 IEI 1.1.1	Ongoing	Reclamation	
LUM 2.2.1: Continue to prohibit open fires during periods of extreme fire danger consistent with the BLM.	SOP	LUM 2.2.2, 2.2.3, 2.2.4	Ongoing	<u>Reclamation</u> , BLM	
LUM 2.2.2: Continue to publicize fire restrictions.	SOP	LUM 2.2.1, 2.2.3, 2.2.4	Ongoing	Reclamation	
LUM 2.2.3: Display fire prevention messages at concentrated public use areas.	M	LUM 2.2.1, 2.2.2, 2.2.4	5-10 years	Reclamation	
LUM 2.2.4: Prohibit open fires during periods of extreme fire danger.	SOP	LUM 2.2.1, 2.2.2, 2.2.3	Ongoing	Reclamation	

Table 6.1-1. Management Actions for Land Use & Management (LUM)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
LUM 2.3.1: Commensurate with the level of new attractions and facilities provided, contract for additional law enforcement with local providers.	SOP	LUM 2.1.1	Ongoing	<u>Reclamation</u> , local Sheriff's Offices	
LUM 2.3.2: Resolve unauthorized agricultural use and/or trespass on Reclamation lands.	H	NA	1 – 5 years	Reclamation	
LUM 2.3.3: Close the unauthorized road from the south side of the canyon rim to the river upstream of Canyon Creek, near the Neely property.	H	NA	1-5 years		
Interagency Coordination					
LUM 3.1.1: Develop an updated management agreement with BLM.	H	LUM 3.1.2	1 – 5 years	<u>Reclamation</u> , BLM	
LUM 3.1.2: Actively participate in the BLM's Resource Management Planning effort.	SOP	LUM 3.1.1	As needed	Reclamation, <u>BLM</u>	
LUM 3.2.1: Continue cooperative efforts with all agencies.	SOP	ITA 1.1.1	Ongoing	<u>Reclamation</u> , BLM, IDFG	

1. H = High Priority; M = Medium Priority; L = Low Priority; R = Required; SOP = Standard Operating Procedure. 2. NA = Not Applicable.

Table 6.1-2. Management Actions for Natural Resources (NAT)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
Noxious Weeds					
NAT 1.1.1: Continue to provide information to the public through a variety of mediums on how to reduce the spread of noxious weeds.	H	NAT 1.1.2	Ongoing	Reclamation	
NAT 1.1.2: Improve information to the public on how to reduce the spread of noxious weeds through a variety of mediums with a focus on signage at access points.	H	NAT 1.1.1	As Needed	Reclamation	
Erosion Control					
NAT 1.3.1: Manage all actions to minimize the potential for erosion into the river canyon.	SOP	NAT 1.3.2, 1.3.3	Ongoing	Reclamation	
NAT 1.3.2: Where erosion is occurring, establish permanent native vegetative cover along the canyon rim to minimize sediment from agricultural runoff.	H	NAT 1.3.1, 1.3.3	Ongoing	Reclamation	
NAT 1.3.3: Define and limit roadways to prevent ORV use and reduce exposed soils near the river.	M	NAT 1.3.1, 1.3.2	5 – 10 years	Reclamation	
Fisheries Management					
NAT 1.5.1: Use demonstration projects to test the effectiveness of restoration techniques on habitat and fisheries before implementing large-scale restoration and improvement projects.	L	NAT 1.5.2, 1.5.4	1 – 15 years	<u>Reclamation</u> , IDFG	X
NAT 1.5.2: Implement a demonstration project to restore the structural diversity of the channel.	L	NAT 1.5.1, 1.5.3	1 – 15 years	<u>Reclamation</u> , IDFG	X
NAT 1.5.3: Increase bank cover, especially woody vegetation such as willows.	L	NAT 1.5.2	1 – 15 years	<u>Reclamation</u> , IDFG	X
NAT 1.5.4: Monitor sites where habitat and fishery recovery efforts have been implemented and adapt appropriate measures as necessary.	H	NAT 1.5.1	1 – 15 years	<u>Reclamation</u> , IDFG	X

Table 6.1-2. Management Actions for Natural Resources (NAT)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
Native Vegetation Protection & Enhancement					
NAT 1.6.1: Protect, enhance, and restore native vegetation where and when consistent with RMP Goals and Objectives.	M	NAT 1.5.1, 1.5.2, 1.5.3, 1.6.2, 1.6.3	Ongoing	Reclamation	
NAT 1.6.2: Increase native woody vegetation in riparian areas.	M	NAT 1.5.3, 1.6.1	1-15 years	Reclamation	
NAT 1.6.3: Establish permanent vegetative cover on any agricultural leases converted to wildlife habitat.	H	LUM 1.1.2 NAT 1.6.1	As Needed	Reclamation	
NAT 1.6.4: As a lower priority, if funding and staffing allow, investigate and attempt to restore selected reed canarygrass monocultures to a more typical mix of riparian species.	L	NAT 1.6.1	Ongoing	Reclamation	
Water Quality					
NAT 1.8.1: Provide sanitation facilities where visitor use is concentrated and access allows.	H	NA	1 – 5 years	Reclamation	
NAT 1.8.2: Work with adjacent landowners and partners to protect water quality.	H	NA	Ongoing	<u>Reclamation</u> , Land Owners	
NAT 1.8.3: Require outfitters to carry sanitation systems.	M	NAT 1.8.4	5–10 years	<u>BLM</u> , Reclamation	
NAT 1.8.4: River users and BLM outfitter permits shall incorporate and use WagBags or similar sanitation systems.	M	NAT 1.8.3	5-10 years	<u>BLM</u> , Reclamation	
Wildlife Management					
NAT 1.7.1: As opportunities arise, convert selected agricultural leases, or portions of leases, within 1/2 mile from the canyon rim, to permanent wildlife cover.	H	LUM 1.1.2 NAT 1.6.1, 1.6.3	1 – 15 years	<u>Reclamation</u> , IDFG, BLM	
NAT 1.9.1: Restore some shrub communities by planting and/or seeding, especially bitterbrush and sagebrush, in areas where recovery is not occurring. (e.g., between Canyon Creek and Linderman Dam, and from Bitch Creek to Spring Hollow).	L	NAT 1.6.1, 1.9.2, 1.9.3	10 – 15 years	Reclamation	

Table 6.1-2. Management Actions for Natural Resources (NAT)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
NAT 1.9.2: Use demonstration projects to test the effectiveness of restoration techniques on habitat and wildlife before implementing large-scale restoration and improvement projects.	L	NAT 1.9.1, 1.9.3	5 + years	Reclamation	
NAT 1.9.3: Monitor sites where habitat and wildlife recovery efforts have been implemented and adapt measures as necessary.	M	NAT 1.9.1, 1.9.2	Ongoing	Reclamation	X
Rare, Threatened, and Endangered Species and Critical Habitat					
NAT 1.11.1: Prepare bald eagle nest site management plans in cooperation with BLM and IDFG.	H	NAT 1.11.2, 1.11.3	1 – 5 years	<u>Reclamation</u> , BLM, IDFG	
NAT 1.11.2: Monitor bald eagle nest success and, if necessary, adjust commercial and private boat launches to avoid impacts and promote species recovery.	H	NAT 1.11.1, 1.11.3	1 – 5 years	Reclamation	X
NAT 1.11.3: Comply with Federal Endangered Species Act (ESA) for all activities.	R	NAT 1.11.1, 1.11.2	Ongoing	<u>Reclamation</u> , BLM, IDFG	

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Table 6.1-3. Management Actions for Cultural Resources (CUL)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
General					
CUL 1.1.1: Comply with Sections 106 and 110 of the NHPA, Archaeological Resources Protection Act, and NAGPRA.	R	CUL 1.1.2	Ongoing	<u>Reclamation</u> , SHPO, Tribes	
Identification & Evaluation					
CUL 1.1.2: Complete cultural resource surveys when ground-disturbing actions are proposed in unsurveyed locations.	R	CUL 1.1.1, 1.1.4	Ongoing	<u>Reclamation</u> , SHPO, Tribes	
CUL 1.1.3: In consultation with the SHPO and Tribes, complete site evaluation actions to determine National Register eligibility for sites threatened by new actions, land use, or project operations, and address impacts to eligible sites.	R	CUL 1.1.1 ITA 1.1.1	Ongoing	<u>Reclamation</u> , SHPO, Tribes	
CUL 1.1.4: Complete Tribal consultations, as necessary, to determine if TCPs are present in areas of new ground-disturbing actions or are in or near focused use areas. If present, assess and address impacts from new actions or existing use.	R	CUL 1.1.1, 1.1.5 ITA 1.1.1	Ongoing	<u>Reclamation</u> , SHPO, Tribes	
CUL 1.1.5: If Indian Tribes identify culturally important resources within new development areas, avoid adverse impacts to those resource locations when possible.	R	CUL 1.1.4	Ongoing	<u>Reclamation</u> , Tribes	
Protection					
CUL 1.2.1: Unless justified, develop no new features within the boundaries of a National Register-eligible site or TCP.	SOP	CUL 1.1.4	Ongoing	Reclamation	
CUL 1.2.2: Monitor National Register-eligible or unevaluated sites or TCPs in or near focused use areas to allow early detection of damage.	M	CUL 1.1.3, 1.2.3, 1.4.4	Ongoing	Reclamation	X
CUL 1.2.3: Implement actions to mitigate identified adverse effects to National Register-eligible sites or TCPs, or to proactively manage significant cultural sites.	R	CUL 1.2.2	Ongoing	<u>Reclamation</u> , Tribes, SHPO	

Table 6.1-3. Management Actions for Cultural Resources (CUL)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
CUL 1.2.4: In the event of discovery of human remains of Indian origin, complete protective actions, tribal notification, and consultation as required by 43 CFR 10.	R	CUL 1.2.5	As needed	<u>Reclamation</u> , Tribes, SHPO	
CUL 1.2.5: In the event that future actions generate archaeological collections, curate those collections at the Archaeological Survey of Idaho, Eastern Repository, using processes consistent with 36 CFR 79 and 411 DM, which define Federal requirements. If NAGPRA burials or cultural items are recovered, procedures set forth in 43 CFR Part 10 for consultation and custody will be followed.	R	CUL 1.2.4	Ongoing	<u>Reclamation</u> , Tribes, SHPO	
CUL 1.3.1: Develop guidelines/procedures and provide training for partners, if any, to increase awareness of the NHPA and other cultural resource statutory requirements.	M	CUL 1.4.2	1 – 5 years	Reclamation	
CUL 1.4.1: Prepare and provide educational information about resource values and area history at the site of the Teton Dam failure and other appropriate locations.	H	CUL 1.3.1, 1.4.2 RAV 1.1.3 IEI 1.1.1	5 – 10 years	Reclamation	
CUL 1.4.2: Work with Tribes to appropriately incorporate Tribal history and perspectives into educational and interpretive materials.	H	ITA 1.1.1 IEI 1.4.1	5 – 10 years	<u>Reclamation</u> , Tribes	
CUL 1.4.3: Protect the Teton Dam site for future nomination to the National Register. Lay the groundwork for nomination through further documentation, mapping, recordation, and recording oral histories and interviews.	H	NA	Ongoing	<u>Reclamation</u> , SHPO	X
CUL 1.4.4: Monitor known sites within the RMP Study Area periodically to determine if erosion or land use is damaging known cultural resources. If significant known sites are being damaged, management actions will be implemented. If the site cannot be protected, mitigation may be considered.	M	CUL 1.2.2	Ongoing	Reclamation	X
Native American Sacred Sites					
CUL 2.1.1: Comply with EO 13007 for any new undertakings. Consult for new actions that have the potential to affect sacred sites.	R	CUL 2.2.1	Ongoing	<u>Reclamation</u> , Tribes, SHPO	

Table 6.1-3. Management Actions for Cultural Resources (CUL)

Action	Priority ¹	Related Mgmt Actions ²	Timing/Sequence	Involved Agency	Monitoring
CUL 2.2.1: Seek to avoid adversely affecting sacred sites, and to accommodate Tribal access and use, when consistent with agency mission and law.	R	CUL 2.1.1	Ongoing	<u>Reclamation</u> , Tribes	

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Table 6.1-4. Management Actions for Indian Trust Assets (ITA)

Action	Priority ¹	Related Mgmt Actions ²	Timing/Sequence	Involved Agency	Monitoring
Indian Trust Assets					
ITA 1.1.1: Meet with Tribal governments as appropriate.	SOP	LUM 3.2.1 CUL 1.1.3, 1.1.4, 1.2.4, 1.4.2	Ongoing	<u>Reclamation</u> , Tribes	
ITA 1.2.1: Protect off-reservation rights that may exist for Tribes to hunt or fish on the unoccupied lands of the United States.	SOP	NA	Ongoing	Reclamation	

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Table 6.1-5. Management Actions for Recreation, Access, and Visual Quality (RAV)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
Teton Dam Overlook					
RAV 1.1.1: Sign as public access.	H	RAV 1.2.4	1 – 5 years	Reclamation	
RAV 1.1.2: Improve for day use, within authorities.	H	RAV 1.2.4	1 – 5 years	Reclamation	
RAV 1.1.3: Provide interpretive information.	M	IEI 1.1.1	1 – 10 years	Reclamation	
Teton Dam Take-Out Site					
RAV 1.1.4: Sign as public access.	H	RAV 1.2.5	1 – 5 years	Reclamation	
RAV 1.1.5: Formalize and improve designated boat ramp and turnaround to the degree possible, within Reclamation authorities.	M	RAV 1.2.5	5 – 10 years	Reclamation	
RAV 1.1.6: Define parking areas if, and where needed, to prevent expansion and resource damage.	M	RAV 1.2.5	5 – 10 years	Reclamation	
RAV 1.1.7: Provide minimal facilities, signs, and vault toilet, if possible.	M	NA	5 – 10 years	Reclamation	
Upper Teton Dam Take-Out Site (1-mile above dam site)					
RAV 1.1.8: Sign as public access and day use only.	H	RAV 1.2.6	1 – 5 years	Reclamation	
RAV 1.1.9: Post caution warning users of a steep, narrow road at top of the hill.	H	RAV 1.2.6	1 – 5 years	Reclamation	
Spring Hollow Put-In Site					
RAV 1.1.10: Improve boat ramp and turnaround to the degree possible within Reclamation authorities.	M	NA	5 – 10 years	Reclamation	
RAV 1.1.11: Define parking areas if, and where needed, to prevent expansion and resource damage.	H	NA	1 – 5 years	Reclamation	
RAV 1.1.12: Provide signage indicating that vehicles must be moved to parking area after launching boats.	H	NA	1 – 5 years	Reclamation	

Table 6.1-5. Management Actions for Recreation, Access, and Visual Quality (RAV)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
RAV 1.1.13: Provide minimal facilities, signs, and vault toilet, if possible.	H	NA	1 – 5 years	Reclamation	
Access					
RAV 1.2.1: Rocky Gulch Access: Restore public vehicular access to the rim of Teton River Canyon during the summer only. Provide parking for 4 to 6 vehicles. Allow for non-motorized access beyond that point.	M	NA	1-10 years	Reclamation	
RAV 1.2.2: Linderman: Explore public access (walk-in, summer only) at Linderman Road in cooperation with BLM and private landowner. Access would be dependent upon the availability of an appropriate parking area for 4 vehicles.	H	NA	1-10 years	Reclamation	
RAV 1.2.3: Brown Road: Sign as public access and public parking area for 4 vehicles.	L	NA	5 – 10 years	Reclamation	
RAV 1.2.4: Teton Dam Overlook: Sign as public access. Maintain parking lot and overlook for public use.	H	RAV 1.1.1	1 – 5 years	Reclamation	
RAV 1.2.5: Teton Dam Site: Sign as public access. Improve and identify public access road. Define travel flow and improve turnarounds and parking. Close unnecessary roads causing erosion and scarring.	M	RAV 1.1.4, 1.1.5, 1.1.6	5 – 10 years	Reclamation	
RAV 1.2.6: Upper Teton Dam Site: Sign as public access and day use only. Post caution warning users of a steep, narrow road at the top of the hill.	H	RAV 1.1.8, 1.1.9	1 – 5 years	Reclamation	
RAV 1.2.7: Lower Teton Dam Access Road: Pursue public vehicular access at a future time based on demand and balanced against resource protection and safety.	M	NA	Ongoing		
RAV 1.2.8: Dam West Road: Pursue public vehicular access at a future time based on demand and balanced against resource protection and safety.	M	NA	Ongoing	Reclamation	
RAV 1.2.9: Spillway Road: Close to public and retain administrative access only.	M	NA	1 – 5 years	Reclamation	

Table 6.1-5. Management Actions for Recreation, Access, and Visual Quality (RAV)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
RAV 1.2.10: Parkinson's Road: Pursue public access to the Teton rim (nonmotorized, summer only). Provide parking for 4 vehicles. Close to use in winter.	H	NA	1-5 years	Reclamation	
RAV 1.2.11: Spring Hollow Put-In Site: Sign as public access.	H	NA	1 – 5 years	Reclamation	
RAV 1.2.12: Bitch Creek Access: Sign overlook as public land in cooperation with BLM. Allow nonmotorized use to continue from parking area at rim to river.	H	NA	1 – 5 years	Reclamation	
RAV 1.2.13: Felt Power Plant: Sign as walk-in access only with small parking area (3 vehicles) located at rim near substation.	H	NA	1 – 5 years	Reclamation	
RAV 1.2.14: For any access points not specifically identified, sign Reclamation lands to provide for public use when consistent with RMP goals and objectives and in a manner that does not encourage trespass onto private lands.	SOP	NA	Ongoing	Reclamation	
River Corridor					
RAV 1.3.1: Provide some minor site clearing and leveling for a limited number of sites for day and/or overnight boat-in use along the river when and where appropriate.	L	RAV 1.3.2, 1.3.3	5 – 10 years	Reclamation	
RAV 1.3.2: Make minor improvements to portage trail around Parkinson's Rapid.	L	RAV 1.3.1, 1.3.3	1 – 15 years	Reclamation	
RAV 1.3.3: Compile and track visitor use figures, as possible. Photo-document site changes and visitor impacts.	H	RAV 1.3.1, 1.3.2	Ongoing	Reclamation	X
Recreation Monitoring					
RAV 1.3.4: Continue to coordinate periodic visitor use monitoring with BLM.	SOP	RAV 1.3.5	Ongoing	Reclamation, BLM	X
RAV 1.3.5: Compile and track visitor use figures, as possible.	SOP	RAV 1.3.4	Ongoing	Reclamation	X
RAV 1.3.6: Photo-document site changes and visitor impacts.	H	RAV 1.3.3	1 – 15 years	Reclamation	X
RAV 1.3.7: Manage to maintain a semi-primitive recreation experience.	SOP	RAV 1.3.8	Ongoing	Reclamation	X

Table 6.1-5. Management Actions for Recreation, Access, and Visual Quality (RAV)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
RAV 1.3.8: Manage to prevent and reduce conflicts between recreation users.	H	RAV 1.3.7	Ongoing	Reclamation	X
Commercial Use					
RAV 1.4.1: Manage as is. Commercial use is currently limited to five commercial fishing guide use permits as established by the IDOGLB. The number of launches and user days are not currently limited. BLM issues Special Recreation Permits to these outfitters for BLM and Reclamation.	SOP	RAV 1.4.2, 1.4.3, 1.4.4	Ongoing	<u>Reclamation</u> , BLM	
RAV 1.4.2: Develop a formal agreement with BLM for managing the commercial recreation permits.	H	RAV 1.4.1, 1.4.3, 1.4.4	1 – 5 years	<u>Reclamation</u> , BLM	
RAV 1.4.3: Reclamation and BLM to monitor use/permits to retain primitive experience with no observable resource degradation. Establish and adjust number of launches and user days allowed on permit, if necessary, in cooperation with the BLM and IOGLB.	H	RAV 1.4.1, 1.4.2, 1.4.4	Ongoing	<u>Reclamation</u> , BLM	X
RAV 1.4.4: Evaluate any new requests for commercial uses considering their consistency with RMP Goals and Objectives.	SOP	RAV 1.4.1, 1.4.2, 1.4.3	Ongoing	Reclamation	
Scenic Values					
RAV 2.1.1: Manage the lands within the Teton River Canyon project area to retain the existing character of the landscape. Features and activities under existing leases (such as pumping stations, pipelines, and power lines) may continue as is. Voluntary consideration for opportunities to reduce visual contrast will be encouraged. This includes techniques such as using environmentally blending colors, avoiding reflective materials, and limiting contrast with the surrounding landscape where possible.	SOP	RAV 2.1.2	Ongoing	Reclamation	
RAV 2.1.2: New proposed activities may be seen but should not attract the attention of the casual observer. The level of change to the characteristic landscape should be low.	SOP	RAV 2.1.1	Ongoing	Reclamation	
RAV 2.1.3: Explore measures to reduce graffiti and vandalism at the spillway and the Teton Dam Overlook Site.	M	LUM 2.1.2	1 – 5 years	Reclamation	

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Table 6.1-6. Management Actions for Interpretation, Education, & Information (IEI)

Action	Priority ¹	Related Mgmt Actions ²	Timing/ Sequence	Involved Agency	Monitoring
Public Information					
IEI 1.1.1: Provide interpretive feature at the Teton Dam Overlook Site.	M	RAV 1.1.3	1 – 10 years	Reclamation	
IEI 1.1.2: Provide information, education, and interpretive messages through a variety of means on topics including history, public access, regulations, safety, and natural and cultural resources.	M	NA	Ongoing	Reclamation	
IEI 1.4.1: Coordinate and share interpretive information with managing partners (IDFG, BLM) and other regional interpretation and education providers.	H	CUL 1.4.2	Ongoing	<u>Reclamation</u> , BLM, IDFG	

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Chapter 7

Glossary of Terms

Chapter 7.0

Glossary

Accessibility	Providing participation in programs and use of facilities to persons with a disability. Disability is defined with respect to an individual: (1) a physical or mental impairment that substantially limits one or more of the major life activities of such an individual; (2) a record of such an impairment; or (3) being regarded as having such an impairment.
Acquired Lands	Lands which Reclamation has acquired by purchase, donation, exchange, or condemnation.
Alternatives	Courses of action that may meet the objectives of a proposal at varying levels of accomplishment, including the most likely future conditions without the management plan or action.
Amphibian	Vertebrate animal that has a life stage in water and a life stage on land (for example, salamanders, frogs, and toads).
Aquatic	Living or growing in or on the water.
Archaeology	Related to the study of human cultures through the recovery and analysis of their material relics.
Archaeological Site	A discrete location that provides physical evidence of past human use.
Artifact	A human-made object.
Best Management Practices	Activities that are added to typical operation, construction, or maintenance efforts that help to protect environmental resources by avoiding or minimizing impacts of an action.
Community	A group of one or more interacting populations of plants and animals in a common spatial arrangement at a particular point in time.
Cultural Resource	Cultural resources are historic and traditional properties that reflect our heritage.

Draw Down	Lowering of a reservoir's water level; process of releasing reservoir storage.
Endangered Species	A species or subspecies that is in danger of extinction throughout all or a significant portion of its range.
Erosion	Refers to soil and the wearing away of the land surface by water, wind, ice, or other physical processes.
Exotic Species	A non-native species that is introduced into an area.
Facilities	Man-made structures.
Federal Lands	Lands, or interests in lands (such as easements and rights-of-way), owned by the United States.
Forb	Herbaceous plant that is not a grass, sedge, or rush. Non-woody herbs and wildflowers are examples of forbs.
Grass	Herbaceous plants with jointed stems, slender sheathing leaves, and flowers borne in spikelets of bracts.
Habitat	Area where a plant or animal finds suitable living conditions.
Hydrologic	Pertaining to the quantity, quality, and timing of water.
Indian Sacred Sites	Defined in Executive Order 13007 as "any specific, discrete, narrowly delineated location on Federal land that is identified by an Indian Tribe, or Indian individual determined to be an appropriately authoritative representative of an Indian religion, as sacred by virtue of its established religious significance to, or ceremonial use by, an Indian religion; provided that the Tribe or appropriately authoritative representative of an Indian religion has informed the agency of the existence of such a site."
Indian Trust Assets (ITAs)	Legal interests in property held in trust by the United States for Indian Tribes or individuals, such as lands, minerals, hunting and fishing rights, and water rights.

Mitigation	Action taken to avoid, reduce the severity of, or eliminate an adverse impact. Mitigation can include one or more of the following: (1) avoiding impacts; (2) minimizing impacts by limiting the degree or magnitude of an action; (3) rectifying impacts by restoration, rehabilitation, or repair of the affected environment; (4) reducing or eliminating impacts over time; and (5) compensating for an unavoidable impact by replacing or providing substitute resources or environments to offset the loss.
National Register of Historic Places	A federally maintained register of districts, sites, buildings, structures, and properties that meet the criteria of significance defined in 36 CFR 63.
Neotropical Migrant	Birds that breed in North America and winter in tropical and subtropical America.
Perennial	Plants that have a life-cycle that lasts for more than 2 years.
Precipitation	Rain, sleet, and snow.
Preferred Alternative	The primary alternative considered by Reclamation for implementation following analysis in the Environmental Assessment. This analysis, along with public input, could alter management actions described in the Preferred Alternative. If this occurs, any changes would be documented in the Final Environmental Assessment.
Project Facilities	Canals, laterals, drains, pumps, buildings, and etc. owned by the United States. <i>Note:</i> Title to project facilities and lands remains in the United States until specific legislation is enacted to authorize disposal (regardless of who is responsible for care, operation and maintenance of the facilities).
Project Purposes	Lands are withdrawn and acquired for authorized purposes of the specific Reclamation Project. These can include irrigation, flood control, recreation, and fish and wildlife.
Public Involvement	The systematic provision for affected publics to be informed about and participate in Reclamation decision making. It centers around effective, open exchange and communication among the partners, agencies, organizations, and all the various affected publics.

Public Lands	Public lands include only those Federal lands administered by the Bureau of Land Management (with the exception of lands located on the Outer Continental Shelf and lands held for the benefit of Indians, Aleuts, and Eskimos).
Raptor	Any predatory bird, such as a falcon, eagle, hawk, or owl, that has feet with sharp talons or claws and a hooked beak.
Reptile	Cold-blooded vertebrate of the class Reptilia, comprised of turtles, snakes, lizards, and crocodiles.
Resident	A wildlife species commonly found in an area during a particular season: summer, winter, or year round.
Resource Management Plan	A multi-year plan developed by Reclamation to manage their lands and resources in the study area.
Resource Topics	The components of the natural and human environment that could be affected by the alternatives, such as water quality, wildlife, socioeconomic, and cultural resources.
Riparian	Of, on, or pertaining to the bank of a river, pond, or lake where soil moisture levels are higher than in surrounding uplands.
Runoff	That part of precipitation that contributes to streamflow, groundwater, lakes, or reservoir storage.
Sediment	Unconsolidated solid material that comes from weathering of rock and is carried by, suspended in, or deposited by water or wind.
Shrub	A woody perennial, smaller than a tree, usually with several stems.
Songbird	Small to medium-sized birds that perch and vocalize or "sing," primarily during the breeding season.
Spawning	Laying eggs directly in water, especially in reference to fish.
Species	In taxonomy, a subdivision of a genus that: (1) has a high degree of similarity, (2) is capable of interbreeding only within the species, and (3) shows persistent differences from members of allied species.

Steppe	A plain without trees (apart from near rivers and lakes), the same as a prairie. It may be semi-desert or covered with grass or shrubs, or both depending on the season.
Study Area	The area directly affected by potential management actions described in this RMP.
Threatened Species	Any species that has the potential of becoming endangered in the near future and is listed as a threatened species under the Endangered Species Act.
Total Maximum Daily Load (TMDL)	A TMDL is a pollution reduction plan that accounts for all pollutant sources to the water and determines how much each source is allowed to contribute. The basic premise is that if existing pollutant inputs (loads) from all sources are reduced to a specified level (the maximum daily load), and a margin of safety is added, then water quality goals will be achieved.
Traditional Cultural Property (TCP)	A site or resource that is eligible for inclusion in the <i>National Register of Historic Places</i> because of its association with cultural practices or beliefs of a living community.
Water Quality Limited	A water body that exceeds water quality standards or does not support its designated beneficial use, such as cold water habitat or primary contact recreation.
Wetland Habitat	Wildlife habitat associated with water less than 6 feet deep, with or without emergent and aquatic vegetation in wetlands.
Wetlands	Lands transitional between aquatic and terrestrial systems where the water table is usually at or near the land surface or the land is covered by shallow water. Often called marshes or wet meadows.
Withdrawn Lands	Withholding of an area of public land from settlement, sale, location, or entry under some or all of the general land laws for the following purposes: (1) to limit activity under those laws in order to maintain other public values in the area; (2) to reserve the area for a particular public purpose or program, or (3) to transfer jurisdiction of the area from one Federal agency to another.

Chapter 8

Bibliography

Chapter 8.0

Bibliography

8.1 Literature Cited

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Appendix A

Legal Mandates

Teton River Canyon Resource Management Plan Legal Mandates

Reclamation is required to comply with a number of legal mandates in the preparation and implementation of RMPs. The following is a list of the environmental laws, executive orders, and policies that may have an affect on the Teton River Canyon RMP or Reclamation actions in the implementation of the plan:

Law, Executive Order, or Policy	Description
Accessibility for Persons with Disabilities – Reclamation Policy (November 18, 1998)	Established a Pacific Northwest regional policy to assure that all administrative offices, facilities, services, and programs open to the public, utilized by Federal employees, and managed by Reclamation, a managing partner, or a concessionaire, are fully accessible for both employees and the public.
American Indian Religious Freedom Act of 1978	Provides for freedom of Native Americans to believe, express, and exercise their traditional religion, including access to important sites.
Archaeological Resources Protection Act (ARPA) of 1979, as amended	Ensures the protection and preservation of archaeological sites on Federal land. ARPA requires that Federal permits be obtained before cultural resource investigations begin on Federal land. It also requires that investigators consult with the appropriate Native American groups before conducting archaeological studies on Native American origin sites.
Archeological and Historic Preservation Act of 1974	Provides for the preservation of historical buildings, sites, and objects of national significance.
Clean Water Act (CWA) of 1974, as amended*	Provides for protection of water quality.
Clean Air Act (CAA) of 1970	Provides for protection of air quality.
Department of Defense (DoD) American Indian and Alaska Native Policy, October 20, 1998	The policy supports Tribal self-governance and government-to-government relations between the Federal government. It specifies that DoD will meet its trust responsibilities to Tribes and will address Tribal concerns related to protected Tribal resources, Tribal rights, and Indian lands.
Endangered Species Act (ESA) of 1973, as amended	Provides for protection of plants, fish, and wildlife that have a designation as threatened or endangered.
Executive Order 12875, Enhancing the Intergovernmental Partnership, October 26, 1983	Establishes "regular and meaningful consultation and collaboration with state, local, and Tribal governments on Federal matters that significantly or uniquely affect their communities."
Executive Order 12898, February 11, 1994, Environmental Justice	Requires Federal agencies to consider the effects of its programs and policies on minority and lower income populations.
Executive Order 11990, Protection of Wetlands	Directs all Federal agencies to avoid, if possible, adverse impacts to wetlands and to preserve and enhance the natural and beneficial values of wetlands.
Executive Order 13007, Indian Sacred Sites, May 24, 1996	Provides for access to, and ceremonial use of, Indian sacred sites on Federal lands used by Indian religious practitioners.

Law, Executive Order, or Policy	Description
Executive Order 13175, Consultation and Coordination with Indian Tribal Government, November 6, 2000 (revokes EO 13084)	<p>The EO builds on previous administrative actions and is intended to:</p> <ul style="list-style-type: none"> • Establish regular and meaningful consultation and collaboration with Tribal officials in the development of Federal policies that have Tribal implications. • Strengthen government- to-government relations with Indian Tribes; and • Reduce the imposition of unfunded mandates upon Indian Tribes.
Fish and Wildlife Coordination Act (FWCA) of 1958	Requires consultation and coordination with the U.S. Fish and Wildlife Service
Indian Trust Assets Policy (July 1993)	Reclamation will carry out its activities in a manner that protects trust assets and avoids adverse impacts when possible.
Migratory Bird Treaty Act of 1918, as amended	Provides protection for bird species that migrate across state lines.
National Environmental Policy Act (NEPA) of 1969	Council on Environmental Quality regulations implementing NEPA specify that as part of the NEPA scoping process, the lead agency "...shall invite the participation of affected Federal, State, and local agencies, any affected Indian Tribe,... (1501.7[a] 1."
National Historic Preservation Act (NHPA) of 1966, as amended	Section 106 of the NHPA requires Federal agencies to consider the effects of any actions or programs on historic properties. It also requires agencies to consult with Native American Tribes if a proposed Federal action may affect properties to which they attach religious and cultural significance.
Native American Graves Protection and Repatriation Act (NAGPRA) of 1990	Regulations for the treatment of Native American graves, human remains, funeral objects, sacred objects, and other objects of cultural patrimony. Requires consultation with Native American Tribes during Federal project planning.
Presidential Memorandum: Government-to-Government Relations with Native American Tribal Governments, April 29, 1994	Specifies a commitment to developing more effective day-to-day working relationships with sovereign Tribal governments. Each executive department and agency shall consult to the greatest extent practicable and to the extent permitted by law, with Tribal governments prior to taking actions affecting federally recognized Tribal governments.
Rehabilitation Act of 1973, Title V, Section 504	Provides for access to Federal or federally assisted facilities for the disabled. The Americans with Disabilities Act and Architectural Barriers Act Guideline (ADAABAG) is followed as compliance with Section 504.
Title 28, Public Law 89-72, as amended	Provides Reclamation with the authority to cost-share on recreation projects and fish and wildlife enhancement facilities with managing partners on Reclamation lands.
Tribal Treaties, Statutes and Executive Orders	The Fort Bridger Treaty of 1868 which is discussed under Indian Trust Assets at 3.14.1.1. The Fort Hall Indian Water Rights Act of 1990 – An Act to approve the Fort Hall Indian Water Right Settlement, and for other purposes (Act of November 16, 1990, Public Law 101-602, 104 Stat. 3059.

Law, Executive Order, or Policy	Description
Secretarial Memorandum, from the Office of the Secretary of Interior, Environmental Compliance Memorandum No. ECM97-2; Departmental Responsibilities for Indian Trust Resources and Indian Sacred Sites on Federal Lands.	Requires that any anticipated impacts to Indian trust resources from a proposed project be explicitly addressed in environmental documents.

*A permit may need to be required for construction related activities.

Appendix B

Issue Scoping Report

**Teton River Canyon
Resource Management Plan & Environmental Assessment
ISSUE SCOPING REPORT
Spring - Summer 2005**

This Issues Scoping Report is intended to summarize all of the issues and comments collected during scoping for the Teton River Canyon RMP and EA. The issues were received from the following outreach efforts:

1. a series of informal outreach/introductory meetings held by Reclamation personnel with interested agencies and public groups (including: the Teton and Madison County Commissions, Rexburg City Council, Henrys Fork Watershed Council, and Idaho Department of Fish and Game);
2. public meetings held in Rexburg, Driggs, and Fort Hall on April 6, 7, and 25, 2005, respectively;
3. mail-in responses from the first RMP Newsbrief mailed to approximately 200 people and other mail correspondence; and
4. meetings held with the Shoshone-Bannock Tribes.

Preparation of this document reflects Reclamation's practice of: [1] reporting all input received on issues and opportunities pertinent to its Resource Management Plan efforts, and [2] considering this input in the process of making decisions on short- and long-term management of lands under the Agency's jurisdiction.

However, it should be noted that this reporting does not necessarily infer endorsement of all comments received. Situations often arise where opposing points of view exist regarding how issues or opportunities should be addressed, and a decision must ultimately be made on which direction the RMP will follow. All issues will be comprehensively analyzed and evaluated with many considerations in mind. Additionally, Federal laws and Reclamation regulations, policies, and/or authorities (or those of other involved agencies) can limit the range of feasible responses.

Issues from Response Forms (newsbrief mail-in forms & meeting comment forms)	Number of Responses
Provide for big game habitat	3
Improve habitat for T & E species	3
Control noxious weeds	8
Provide for commercial recreation opportunities	0
Maintain a primitive recreation experience	3
Keep recreation use at current levels	6
Facilitate increases in recreation use	0
Improve boat ramps	1
Define parking areas to limit use	1
Provide for agricultural uses	8
Provide interpretation on historic significance	2
Facilitate education opportunities	0
Protect cultural resources and sacred sites	1
Protect Indian Trust Assets	1
Improve fishing	3
Improve fish habitat	6
Maintain water quality	7
Improve law enforcement	0
Attempt to reduce vandalism	2
Maintain visual quality	0

Issues from Letters & Write-in Comments	Number of Responses
Fire prevention	1
Maintain aesthetic qualities of the canyon	1
Concern about waterflow stoppage by Felt power plant for surges. It produces silt and bank erosion and is bad for fishing and boating.	1
Improve access roads	2
Designate rustic campsites	1
Improve awareness of recreation	1
Maintain a sustainable population of Yellowstone Cutthroat Trout	1
Enhance structural diversity of the channel	1
Improve fish habitat	1
Need for boat launch at Spring Hollow	1
Allow current level of recreation use to continue	1
Improve upper takeout site (1-mile above old dam site) for boats	1
Develop a boat ramp and visitor facilities above old dam site	1
Improve primitive camping /day-use stops along river	1
Restore shrub community in inundated areas	1
Protect & enhance mule deer wintering areas	1
Convert certain agricultural leases to permanent cover and wildlife habitat	1
Protect existing regeneration (cottonwood) in lower reaches near dam site	1
May be opportunities to plant willows or other woody species	1
Explore restoration of reed canarygrass to typical mix of riparian species.	1
Continue work on noxious weeds	1
Consider a winter closure of Reclamation lands to all human entry, especially along the north side rim for big-game	1

<p align="center">Issues, Comments & Questions from Government to Government Meeting Fort Hall Business Council of the Shoshone-Bannock Tribes April 25, 2005</p>
Are there rainbow & cutthroat trout?
Are the adjacent lands private?
Is this the last Yellowstone Cutthroat hold?
Have the cultural interests of the Tribe been determined?
Are deer, elk, moose populations sustained at this location?
Will or have big horn sheep been introduced at this location? Are there transplants near Bitch Creek?
Will Upper Snake River snail studies be tied to this RMP?
Are there any petroglyphs or caves?
Was land ever put in the Conservation Reserve Program?
When will BLM become involved in the process?
What studies have we done in the canyon?
Would like Tribal Cultural interests inventory
Would like co-management of resources & fisheries
What about liability if they were to co-manage?
Want copy of comments from other public meetings
Tribes not consulted at the time the dam was built
Land set aside for hunting permits
Want opportunity to contract for work

Issues & Comments from Rexburg, ID Public Meeting April 6, 2005
Concern about noxious weeds
Can Parkinson's lock their gate and deny public access to all but Teton Lodge?
Improve access to the canyon
Suggest using switchbacks to reduce erosion and improve access at Bitch Creek slide
Desire for interpretive signs and restrooms at overlook
Want legal public access routes more clearly identified
Inform people about Teton Flood Museum at the dam overlook area
Consider removing landslide material in places where it is constricting the river
Want to be notified when planning documents (issues & opportunities, goals, objectives) are available to look at. Want hard copies as well as website.
Concern about environmental protection
Want boat launch if water is deep enough
Build switchbacks from rim near overlook
Want historic interpretation at dam site
Use volunteers and students for projects
Too expensive to try to restore cutthroat habitat completely. Let them restore themselves. Do not wipe out other species at their expense
Try to plant landslide areas
Minimize commercialism and recreation
Desire to lease back Spring Hollow area and put it into a conservation easement area
Trespass (hunting) occurs now and don't want it any worse
Gate is being locked which is supposed to be open for public access. Need to make entire road public from Hog Hollow to river

Issues & Comments from Driggs, ID Public Meetings April 7, 2005
Area where topsoil was removed to build dam still needs to be reclaimed
Concern that dollars that went to IDFG to restore Teton Canyon were used elsewhere.
Farmers have helped keep soils stable along canyon rim after dam failure
Why not do one plan for Reclamation and BLM lands in the Canyon?
Noxious weed control needed
Landowners are concerned about access through private road to river. Turning road(s) over to public may help.
Leasee(s) would like to buy lands back from BOR
North road to old dam site sees a lot of vandalism
Farmed lands along Canyon creek seeing increasing public access and vandalism, hunting issues.
Farmers have done a great deal to make wildlife habitat better.
Fire is a concern along canyon rim by adjacent residents and landowners.
Law enforcement is minimal at best in this area
Lower Teton Canyon is known by IDFG as one of the worst for deer poaching
Poaching for fish is also a big problem, need more IDFG busts to get the word out
Need more woody species planted in the area. Reed canary grass better than no vegetation
If access remains minimal then not much more law enforcement would be needed.
Sense of some is that demand will increase, therefore access will need to be strictly controlled
Do not see need to open up anymore access. Spring Hollow is often trashed.
Seems to be a lot of "no trespassing" signs, gates, fences, and mentality in the area. Would like to see good public access, but limited.
No trespassing signs are out of a concern for lawsuits and recreation liability
Would like to see safety hazards in river cleared to make floating safer.
All access routes to canyon are open except road through Parkinson's which was closed due to road being torn up, crops destroyed, vandalism, and property damage

Issues & Comments from Fort Hall, ID Public Meeting April 25, 2005
Request that Tribal members have free access to Teton Flood Museum in Rexburg
Would like to add tribal history and interpretation to the displays at the Teton Flood Museum
Would like to see what the area looked like prior to building the dam
Concern over possibility of BLM exchanging lands in the project area. Concern about potential private demand in the future.
What cultural surveys were done prior to building the dam and what was found?
Will environmental justice for any future development be addressed in the plan?
Tribes would like to be co-managers along with Reclamation and BLM
Consideration for natural resources claims on and off reservation prior to and after dam construction
Amendment to Shoshone-Bannock land use ordinance to off-reservation regulations. Implement with an MOU.
Interested in employment opportunities associated with RMP such as monitoring, cultural surveys, studies, etc.
Recognize Tribal treaty and hunting rights; gathering & camping

Appendix C

Tribal
Consultation/Coordination

Teton River Canyon Resource Management Plan Tribal Consultation/Coordination

Consultation and Coordination History

2002

November 26, 2002 Letter to the Chairman and staff of the Shoshone-Bannock Tribes notifying them of plans to prepare the Teton Resource Management Plan (RMP) and a cultural resources inventory, including an inventory of traditional cultural properties

2003

March 11, 2003 Meeting with the Shoshone-Bannock staff to discuss RMPs

2005

January 6, 2005 Letter to the Chair and staff of the Shoshone-Bannock Tribes requesting a meeting with the Fort Hall Business Council to discuss Reclamation programs and projects including the Teton River Canyon RMP

January 7, 2005 Letter to the Chairman and staff of the Shoshone-Paiute Tribes of Duck Valley requesting a meeting with the Tribal Council to discuss Reclamation programs and activities including the Teton River Canyon RMP

January 24, 2005 Letter to the Chair of the Northwestern Band of the Shoshoni Nation requesting information from, and a meeting with, the Tribal staff regarding Reclamation's development of the Teton River Canyon RMP

January 24, 2005 Letter to the Chair of the Fort Hall Business Council of the Shoshone-Bannock Tribes requesting information from, and a meeting with, the Tribal staff regarding Reclamation's development of the Teton River Canyon RMP

February 4, 2005 Meeting with the Fort Hall Business Council of the Shoshone-Bannock Tribes to discuss Reclamation programs and activities including the Teton River Canyon RMP

March 15, 2005 Meeting with a member of the Land Use Commission and staff of the Shoshone-Bannock Tribes to specifically discuss the Teton River Canyon RMP

March 15, 2005 Teton River Canyon RMP newsletter distributed to the Chair of the Fort Hall Business Council and staff of the Shoshone-Bannock Tribes

April 15, 2005 Media Release announcing the Tribal public meeting on April 25, 2005, at Fort Hall

April 25, 2005 Meeting with the Fort Hall Business Council to discuss the development of the Teton River Canyon RMP

April 25, 2005 Tribal public meeting conducted by Reclamation at the Fort Hall Business Council Chambers from 5-7:00 p.m.

April 28, 2005 Article in the Sho-Ban News about the Teton River Canyon RMP Tribal public meeting on April 25, 2005

May 26, 2005 Letter to the Chairman of the Fort Hall Business Council summarizing the April 25, 2005, meeting with the Council.

June 22, 2005 Field trip to the Teton River Canyon RMP study area hosted by Reclamation and attended by Shoshone-Bannock staff

July 14, 2005 Letter from the Chairman of the Fort Hall Business Council regarding the Teton River Canyon RMP and site visit.

August 3, 2005 Letter to Shoshone-Bannock staff regarding Teton Wild & Scenic Review and a request for comments

November 8, 2005 Reclamation response to July 14, 2005 Letter from the Fort Hall Business Council of the Shoshone-Bannock Tribes

2006

April 27, 2006 Media Release to the Sho-Ban News announcing the Tribal Public Meeting on May 11, 2006

April 27, 2006 Letter to the Fort Hall Business Council Chairman of the Shoshone-Bannock Tribes regarding release of Draft EA and a request for comments

April 27, 2006 Letter to the Chair of the Northwestern Band of the Shoshone Nation of Utah regarding release of Draft EA and a request for comments

May 2, 2006 Teton River Canyon RMP newsletter distributed to the Chair of the Fort Hall Business Council and staff of the Shoshone-Bannock Tribes

May 11, 2006 Meeting with the Shoshone-Bannock staff at Fort Hall

May 11, 2006 Public Meeting at Council Chambers, Fort Hall Business Center, Idaho

June 26, 2006 Letter from the Chairman of the Fort Hall Business Council of the Shoshone-Bannock Tribes providing comments on the Draft EA

October 20, 2006 Letter to the Chairman of the Fort Hall Business Council of the Shoshone-Bannock Tribes transmitting the Final EA for the Teton River Canyon RMP.

October 20, 2006 Letter to the Chair of the Northwestern Band of the Shoshone Nation of Utah transmitting the Final EA for the Teton River Canyon RMP.

Appendix D

IDFG Prioritized List of
Agricultural Lease Land Conversions

LWD-8.00
MIN



IDAHO DEPARTMENT OF FISH AND GAME
4279 Commerce Circle
Idaho Falls, ID 83401

BUREAU OF RECLAMATION		
OFFICIAL FILE COPY		
DEC 23 '05		
TO	INIT	DATE
3906	V. Dirk Ketchum	
	Steven M. Huffaker	
CONTROL #: 5-7552		
FOUNDER #: 17352		

Governor
/ Director

December 20, 2005

Vicki Kellerman
U.S. Bureau of Reclamation
PN Regional Office
1150 N. Curtis Road, Suite 100
Boise, ID 83706-1234

SENT TO: KETCHUM
DANIEL
NEWMAN
BLM-STAFFEL
LEAH
ON 12/20/05

RE: Teton Canyon RMP / Agricultural Lease Lands

Dear Vicki:

At the Teton Canyon Resource Management Plan meetings in Burley last June, we discussed the possibility of converting some of the BOR and/or BLM agricultural lease lands to wildlife habitat. BOR staff requested that IDFG evaluate these lands and prioritize which parcels would be most valuable for conversion to wildlife habitat. Yvonne Daniel provided us with a good map showing where these ag lease parcels are located on BOR and BLM lands. We visited many of the parcels during October, although some were not easily accessible due to private property between the county road and the BOR and BLM land.

These lands provide potential habitat for a number of wildlife species including mule deer, elk, moose, sharp-tailed grouse, ruffed grouse, numerous raptors, and songbirds. IDFG is most interested in lands which currently provide or have potential to provide winter habitat for mule deer. Teton Canyon is critical habitat for up to 2,000 wintering mule deer. In general the lands within one-quarter mile of the canyon rim and with a south or west aspect are the most important. However, deer concentration areas vary somewhat each year depending on snow conditions. Any ag. lease lands that BOR or BLM may decide to convert back to wildlife habitat should be reseeded to a mix of native grasses, shrubs, and forbs, especially legumes.

The BOR and BLM ag. lease parcels are listed below from east to west by Section. Although all parcels are important, as requested we have prioritized them.

Keeping Idaho's Wildlife Heritage

North Side of Teton Canyon

- BLM Sec. 17 & Sec. 19 near the Bitch Creek and Teton River confluence: **High priority.**
- BOR Sec. 23 & Sec. 14, between Parkinson's Pumps and Rocky Hollow: **High priority.** Including the acres under the irrigation pivots, especially in Sec. 23.
- BOR Sec. 15, west side of Rocky Hollow: **High priority.** Including the acres under the irrigation pivot. The area south of the pivot appears to be a large weed patch. If this is not being used for crops, it should be reseeded to a wildlife habitat mix as soon as the weeds are controlled.
- BOR Sec. 16, Sec. 17, Sec. 21, & Sec. 20, between Rocky Hollow and the old damsite: **High priority** for all the acres not under irrigation pivots. **Medium priority** for those acres under the irrigation pivots.
- BOR Sec. 19 & Sec. 30, at old damsite: **High priority** for those acres in the S $\frac{1}{2}$ of SE $\frac{1}{4}$ Sec. 19 (south of the full pivot circle), and the acres in Sec. 30. **Low priority** for those acres in the NE $\frac{1}{4}$ and the N $\frac{1}{2}$ of SE $\frac{1}{4}$ Sec. 19.

South Side of Teton Canyon, including Canyon Creek

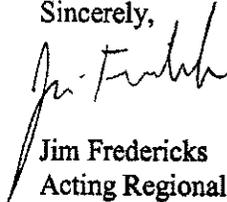
- BOR Sec. 19, Sec. 24, & Sec. 13, between Bitch Creek and Spring Hollow: **Medium priority.**
- BLM Sec. 19, Sec. 13, and Sec 14, between Bitch Creek and Spring Hollow: **Medium priority.**
- BOR Sec. 11 & Sec. 10, between Spring Hollow and Linderman Dam: **Medium priority.**
- BOR Sec. 36, Sec. 35, Sec. 26, & Sec. 23, Canyon Creek area: **High priority.**
- BLM Sec. 26 & Sec. 23, Canyon Creek area: **High priority.**
- BLM Sec. 22, across from Rocky Hollow: **Medium priority.** The area closest to the canyon rim is most important.
- BOR Sec. 21, between Canyon Creek and old damsite: **Medium priority.** Most of these acres are under irrigation pivots, including areas of native shrub habitat. This area is bisected by a number of small draws which drain into Teton Canyon. The acres in the northwest half are higher priority, while the acres in the southeast half are lower priority.

- BOR Sec. 20 & Sec. 29, above old damsite: **Low priority.** If anything, the northeast corner of Sec. 20 may be somewhat higher priority.
- BOR Sec. 30, below old damsite: **Low priority.**

Another alternative BOR may want to consider, short of terminating the ag. lease, would be to work out an agreement with the lessee whereby they leave some of their crop standing for wildlife. Consider leaving a strip of uncut grain or leaving the last cutting of alfalfa standing, especially in areas closest to the canyon rim or sites with a south or west aspect. Standing grain and alfalfa would provide food and some cover value to wintering mule deer and other wildlife. We realize with the crop rotation typical for this area there will be some years that neither of these crops are grown. The years potatoes are grown, the lessee could harvest the entire acreage. On BLM lands, this could possibly be worked out as a Sikes Act agreement with the lessee.

We look forward to continuing to work with BOR staff and contractors on the development of the Teton Canyon RMP. We apologize for not getting these comments to you sooner. Feel free to contact Kim Ragotzkie at the Upper Snake Regional Office (525-7290) if you wish discuss or get clarification on these recommendations.

Sincerely,



Jim Fredericks
Acting Regional Supervisor
Upper Snake Region

JPF:KER:jlj

Cc: Steve Schmidt, IDFG
Charlie Anderson, IDFG
Wendy Reynolds, BLM