



RESOURCE MANAGEMENT PLAN

**FINDING OF NO SIGNIFICANT IMPACT
AND
FINAL ENVIRONMENTAL ASSESSMENT**

U.S. DEPARTMENT OF THE INTERIOR

Bureau of Reclamation
Pacific Northwest Region
Boise Idaho

**SNAKE RIVER AREA OFFICE
MINIDOKA PROJECT**

September 1994

FINDING OF NO SIGNIFICANT IMPACT

AMERICAN FALLS RESOURCE MANAGEMENT PLAN

SNAKE RIVER AREA OFFICE MINIDOKA PROJECT IDAHO

PN FONSI: 94-06

INTRODUCTION

The 91-square-mile American Falls Reservoir, managed by the Bureau of Reclamation (Reclamation), is located on the Upper Snake River in Bannock, Bingham, and Power Counties, southeastern Idaho, approximately 20 miles west of Pocatello.

American Falls Dam was built in 1927 and replaced in 1977 by the American Falls Reservoir District. The reservoir is operated by Reclamation's Snake River Area Office as part of the Minidoka Project, which provides water for irrigation of land in the Upper Snake River basin in southern and eastern Idaho. The 92-megawatt powerplant is managed by Idaho Power Company and supplies power throughout the eastern Idaho electrical grid. The reservoir has the largest storage capacity of the five major reservoirs on the Upper Snake River. All of these reservoirs are operated as an integrated system. American Falls Reservoir has the greatest potential range of annual fluctuation; from a full pool of 1.7 million acre-feet (April) to essentially empty (October).

Major project functions served by the reservoir include supplying water downstream for irrigation of about 700,000 acres within the Minidoka Project, power generation, flood control, fish and wildlife habitat, and recreation.

The western boundary of the American Falls Resource Management Plan (RMP) study area is the Minidoka National Wildlife Refuge located about 20 miles downstream from American Falls Reservoir. Below American Falls Dam, the Snake River flows freely for approximately 10 miles to the upper pool of Lake Walcott. The approximately 3,400 acres of Reclamation land along 9 miles of the narrow, flat pool of Lake Walcott and the 4,200 acres under Reclamation jurisdiction around American Falls Reservoir constitute the RMP study area. The lands within the Fort Hall Indian Reservation are not included in the study area.

The primary issues that motivated the RMP effort include poor water quality in the reservoir, particularly near the end of summer when water levels and flows are low; shoreline erosion resulting in high, eroded cliffs along a significant portion of the southeast and southwest shores of the reservoir; importance of existing wildlife habitat and the need to restore declining habitat; existence of cultural resources representative of both Native American and European cultures; concerns about off-road motorized vehicle use;

and effects of grazing, agriculture, and recreational activities on natural and cultural resources.

Recent cultural resource surveys of the study area and consultation with the Shoshone-Bannock Tribes (Tribes) have revealed extensive, significant prehistoric and historic resources, affecting nearly all involved Reclamation lands downstream of the dam and some areas around the reservoir. Consultations with the State Historic Preservation Office and the Tribes have occurred, and a nomination is being prepared to designate the lands along the Snake River as an historic district on the National Register of Historic Places (Register). The discovery of the significance of the cultural resources and the sacred values of the area along the Snake River to the Tribes, make it very important to develop an RMP that addresses management and protection of these resources.

PROPOSAL

Reclamation proposes to implement the Preferred Alternative, as described in the Final Environmental Assessment (EA), as the American Falls RMP. The Preferred Alternative is a modification of Alternative B in the Draft EA. The Preferred Alternative provides for recreational, grazing, and agricultural use; environmental protection and enhancement; and protection of significant cultural resources on lands within the study area. Actions included in this alternative would guide resource management decisions and actions over the next 10 years.

In the reservoir area, actions include enhancement of natural resources; rehabilitation of disturbed areas; development of recreational facilities; improvement of road access; and development of interpretive facilities. Development of access, grazing, wildlife, and cultural resources management plans and a sand and gravel excavation plan for the McTucker Ponds area are also identified.

The major actions in the downstream area are the continued closure to motorized vehicle use, except for a designated road to Monument Sportsman Access on the southeast side of the river and elimination of grazing. These actions are necessary to protect significant cultural resources and the values that make the area sacred to the Tribes. Other actions include rehabilitation of damaged areas, nomination of the area to the Register Places as an historic district, and development of cultural resource management and access management plans.

In addition to the Preferred Alternative, the No Action Alternative and three action alternatives were evaluated in the EA. The other action alternatives provided for various degrees of motorized vehicle use, grazing, and recreational development in the downstream area. The Preferred Alternative was the only action alternative that met Reclamation's management responsibility for cultural resources, fulfilled trust responsibilities to the Tribes, and respected the sacred value of the lands to the Tribes.

CONSULTATION

U.S. Fish and Wildlife Service (FWS):

Under authority of the Fish and Wildlife Coordination Act, FWS provided a description of existing fish and wildlife resources on Reclamation lands within the study area; assisted in development of the RMP alternatives; and evaluated impacts associated with each of the alternatives. The Coordination Act Report and Reclamation's responses to FWS' specific comments are included in Appendix B of the Final EA.

Reclamation also consulted with FWS, in compliance with Section 7 of the Endangered Species Act of 1973, on listed species which may occur in the study area. Evaluation of impacts to the American peregrine falcon, bald eagle, desert (Utah) valvata snail (endangered species), Bliss Rapids snail (threatened species), and candidate species were evaluated in the Draft EA. Reclamation submitted a biological assessment to FWS on June 30, 1994, following selection of a Preferred Alternative, which concluded that the Preferred Alternative would not adversely affect listed and candidate species. FWS, in a memorandum response dated July 19, 1994, agreed with Reclamation's determination that the Preferred Alternative was not likely to adversely affect listed species. See Appendix B of the Final EA for Section 7 correspondence.

Indian Trust Assets (ITA):

Consultation occurred throughout development of RMP alternatives. Major concerns of the Tribes were impacts of off-road vehicles (ORV) on areas considered sacred and impacts to their inherent treaty rights to continue traditional uses of the area resulting from degradation of the area.

The study area was originally part of lands granted to the Tribes under the Fort Bridger Treaty of 1868 but was later ceded to the U.S. government. The right to continue traditional uses, such as hunting, fishing, and gathering, is an inherent treaty right and is considered to be an ITA. The Preferred Alternative would not adversely impact this ITA and would offer protection and continued traditional use of the area.

Sections 106 and 110 of the National Historic Preservation Act (NHPA):

Reclamation consulted, per 36 CFR 800 which implements these sections of the NHPA, with the State Historic Preservation Office (SHPO) on eligibility of resources below American Falls dam to the Register. The SHPO concurred that the downstream area is eligible to the Register as an historic district. Reclamation then consulted with the SHPO and Advisory Council on Historic Preservation about effects of the proposed alternatives on the identified resources. They commented on perceived effects and both recommended adoption of Alternative B as the most appropriate strategy for the resource. Reclamation also consulted with the Tribes about the traditional value of the area. Representatives of the Tribes stated that the downstream area is sacred and that the archeological sites are a valued record of their history.

Other Consultation Efforts:

Consultation occurred throughout the planning process with the Blue Ribbon Coalition over continued motorized vehicle closure of the Snake River portion of the study area, and concerns that the closure would continue permanently. Reclamation also consulted with livestock operators over potential closure to grazing in the downstream area.

Public meetings were held throughout the planning process. The first set of meetings was to identify issues, concerns, and opportunities. Reclamation held another set of public meetings to describe draft alternatives to the public and receive comment on possible modifications prior to their evaluation in a Draft EA. As a result of comments Alternative E was added, providing for potentially much more use than the other alternatives.

An ad hoc work group was established to provide input to develop problem statements and to clarify specific problems and issues that needed to be addressed in an RMP. A wide variety of interests was represented in the group.

SUMMARY OF PUBLIC REVIEW COMMENTS AND RESPONSES

The Draft EA was submitted for public review in October 1993. Five alternatives, including the No Action Alternative, were evaluated but a preferred alternative was not identified. The Draft EA was distributed to over 300 local, state, and Federal agencies, individuals, tribes, and interest groups. The initial review period of 60 days was extended to 90 days, and two public meetings were held. Fifty-one individual letters of comment and seven petitions containing 143 signatures were received. The letters and Reclamation's responses are contained in Appendix F of the Final EA.

The following is a summary of the major comments and Reclamation's responses.

1. No Action Alternative and range of alternatives presented

Some commentators believed that the last 20-30 years of motorized vehicle use in the Snake River area should be considered and that the No Action Alternative should show the area as open to such use instead of closed. Others believed that if this wasn't done that an alternative providing for immediate use of the area, subject to change after more specific evaluation of impacts to cultural resources was completed, should be included for evaluation.

The No Action Alternative is considered to be the future without the proposed action. The motorized vehicle closure is already in place and would require Federal action to change; and a significant cultural resource has been identified with impacts occurring from motorized vehicle activity. It is, therefore, reasonable to expect that enforcement of the vehicle closure would be required even without the proposed action (i.e., development of an RMP) in order to meet the legal requirements of the NHPA.

The cultural resources in the downstream area have been determined to be eligible as an historic district under the Register. An action to open the area to use and then study specific impacts was considered but eliminated from further study since unacceptable impacts are already known to occur from existing motorized vehicle use.

2. Significance of cultural resources along the Snake River

Some commentors believed that they were not provided with enough information to determine for themselves the significance of the cultural resources along the Snake River.

Cultural information that could be legally provided to the public was contained in the Draft EA. The NHPA prohibits release of information that could disclose site locations or details of their character. Chapter 3 and Appendix C provide extensive information on the results of the cultural survey and the value of the resources. Recent consultations with the SHPO have determined the area to be eligible to the Register as an historic district.

3. Motorized vehicle closure along the Snake River

This issue received the most comments with the majority of commentors wanting the area opened to at least some motorized use, although some commentors supported a closure to protect both cultural and natural resources. The ORV community believes this to be a unique riding area since it is accessible in the spring and fall when other areas are not. Other commentors wanted access to the river for fishing and general access for hunting.

The Preferred Alternative in the Final EA provides for a designated road for motorized vehicle access to Monument Sportsman Access on the southeast side of the Snake River. Other areas were not proposed to be opened to motorized use because of the damage motorized vehicles were causing to the cultural resources in the area and because the Tribes identified motorized vehicle use to be inappropriate to a sacred area. It was determined that a designated route to Duck Point on the north side of the Snake River could not be made due to inability to enforce travel on it exclusively and the potential impacts to the resources.

While Reclamation recognizes the desire of the ORV community for use in this area, it was determined that such use would continue to adversely impact the significant cultural resources, and the sacred values and traditional uses of the Tribes. Since approximately 982,000 acres of public lands in southeast Idaho are open to ORV use, continued closure of the approximately 3,400 acres of this area will not cause significant impacts. However, the Preferred Alternative does provide that Reclamation will work closely with the Bureau of Land Management (BLM), Idaho State Parks and Recreation (ISPR), the ORV community, and others to locate another off-road vehicle recreation area in southeast Idaho.

4. Grazing closure

Some commentors believed that livestock grazing should not be eliminated along the Snake River and that fencing requirements in the reservoir drawdown area were too restrictive.

The Preferred Alternative in the Final EA provides for grazing of the reservoir upland and drawdown areas after a grazing management plan is developed. Grazing will be permitted if protection for riparian areas and nesting habitat for upland game and waterfowl can be adequately provided and concerns about water quality are addressed. Significant changes to current livestock management methods may occur. This is a change from the initial proposal to require fencing so that grazing would occur in the drawdown area only.

Due to impacts associated with livestock grazing and the significance of the cultural resources in the Snake River area, grazing will not be permitted on Reclamation lands in this area. This creates a potential problem for providing water for livestock grazed on adjacent BLM lands. The Preferred Alternative provides that Reclamation will work with BLM and affected ranchers to examine ways of obtaining another water source for livestock use.

5. Changes in reservoir operations

Some commentors were concerned that the alternatives contained language about evaluation of possible changes in reservoir operations to provide various resource benefits.

Reclamation recognizes existing obligations relative to water rights, storage contracts, and irrigation needs. Reclamation's intent is to evaluate and modify reservoir operations to achieve resource needs as opportunities arise, if such modifications do not affect these obligations.

CHANGES TO THE FINAL EA

Alternative B has been modified and is presented as the Preferred Alternative. Editorial changes and changes to clarify information have also been made. The major modifications to Alternative B in the Final EA are as follows:

Reservoir:

1. The fencing of the drawdown area will not be required. Instead, grazing will be permitted after a grazing management plan is developed, if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.

2. A wildlife management plan will be developed as part of the natural resource management component of the RMP.
3. The proposed pond near the Everglades will not be included because it has been determined that there is not sufficient water to develop this area.
4. The Vehicle Access Management Plan will be renamed as an Access Management Plan to address hiking, climbing, and equestrian uses, as well as vehicle use.
5. Instead of developing a formal campground near the McTucker Island Ponds at this time, this area will be designated for dispersed/informal camping. A campground will be considered in the future if use demonstrates the need and if a local cost-share partner is identified.

River:

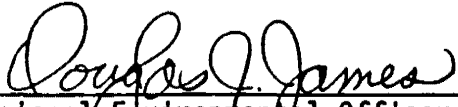
1. A designated road to Monument Sportsman Access, on the southeast side of the river near Eagle Rock, will be opened to motorized vehicle use. Road improvements and/or fencing may be required. This road may include the fork that winds around the agricultural lease and extends to the beach at Eagle Rock, depending on the results of further site-specific cultural surveys.
2. Reclamation will work with BLM and the affected ranchers along the river to examine methods of obtaining water for livestock.
3. Reclamation will work with ORV groups, BLM, ISPR, and others to locate another ORV recreation area in southeastern Idaho.

FINDING

Based on a thorough review of the comments received and analysis of the environmental impacts, mitigation measures, and implementation of all environmental commitments as presented in the Final EA, Reclamation has concluded that implementation of the Preferred Alternative would not have a significant effect on the quality of the human environment or the natural and cultural resources of the area. Additional National Environmental Policy Act documentation will be provided for site-specific actions.

This Finding of No Significant Impact has therefore been prepared and is submitted to document environmental review and evaluation of the Preferred Alternative for the American Falls Resource Management Plan.

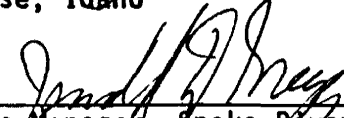
Recommended:



Regional Environmental Officer
Boise, Idaho

8/29/94

Date

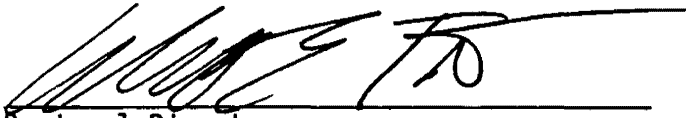


Area Manager, Snake River Area Office
Boise, Idaho

8/29/94

Date

Approved:



Regional Director
Boise, Idaho

8-30-94

Date

STING FOR

AMERICAN FALLS RESOURCE MANAGEMENT PLAN

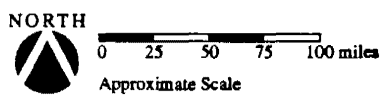
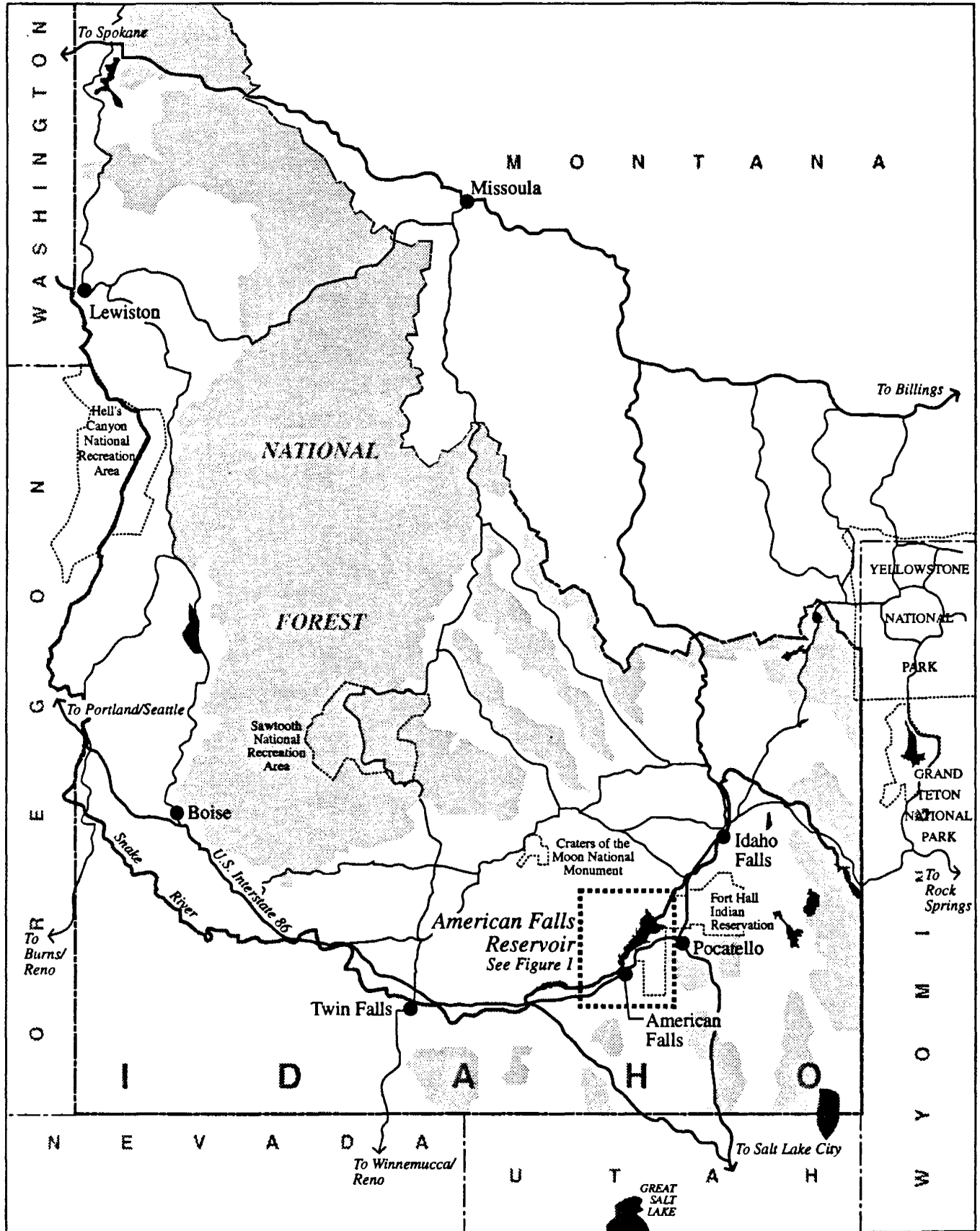
ENVIRONMENTAL ASSESSMENT

U.S. DEPARTMENT OF THE INTERIOR

**Bureau of Reclamation
Pacific Northwest Region
Boise Idaho**

**SNAKE RIVER AREA OFFICE
Minidoka Project**

SEPTEMBER 1994



Regional Location Map

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CHAPTER 1: PURPOSE AND NEED FOR ACTION

CHAPTER 1: PURPOSE AND NEED FOR ACTION

To provide management guidance for the land and water resources under Bureau of Reclamation (Reclamation) jurisdiction, development of a resource management plan (RMP) is proposed for American Falls Reservoir and associated lands downstream along the Snake River in southeastern Idaho. Focusing on 4,200 acres of land around the reservoir and 3,400 acres downstream under its jurisdiction (see figure 1) Reclamation has developed four RMP alternatives but has not selected any as the preferred alternative. This Environmental Assessment (EA) analyzes and discusses the environmental consequences associated with each of these RMP alternatives and also of the no action alternative. The purpose of the EA is to analyze the impacts of alternative actions in order to assist in the decision on a preferred plan and in determining whether to issue a Finding of No Significant Impact (FONSI) or a Notice of Intent (NOI) to prepare an Environmental Impact Statement (EIS). An environmental analysis is required by the National Environmental Policy Act (NEPA) of 1969 for any Federal action that may have a significant impact on the natural or human environment.

Since RMP alternatives address levels of management and development in a conceptual manner, the level of detail and analyses presented in this EA are broad in scope. This EA does not address impacts to specific sites. Site-specific environmental compliance will be accomplished prior to development of any proposed recreation sites and wildlife and fishery enhancement projects.

1.1 NEED FOR ACTION

American Falls Reservoir is the largest reservoir in Reclamation's Minidoka Project. In conjunction with other reservoirs in the Upper Snake River system, the Minidoka Project supplies irrigation water for over 1,150,000 acres of land in southeastern Idaho. The reservoir has no authorized minimum pool. Its storage capacity can be evacuated essentially down to the original river channel if needed to meet contract commitments and operational requirements, a condition which has occurred in past periods of drought such as in 1977 and more recently in 1990. In addition to irrigation, other purposes of the reservoir are to provide flood control, power generation, fish and wildlife habitat, and recreation. Management decisions regarding the conservation, use, and enhancement of land resources proposed in the alternatives would not conflict with established water rights, storage contracts, or irrigation needs.

Primary conditions and issues affecting Reclamation lands which have motivated the RMP effort include the following:

- Water quality at the reservoir, particularly near the end of summer when water levels and flows are low, has been the focus of considerable public and resource agency concern in recent years. Irrigated agriculture is the major nonpoint source that affects water quality in the reservoir watershed. Point sources include effluent from municipalities and phosphate-ore processing plants. The reservoir receives irrigation drainage from about 550,000 acres of irrigated land served by diversions from the Henrys Fork, Snake, Blackfoot, and Portneuf Rivers, Robs Fork, and Bannock Creeks. Poor water quality, significant drawdown of the

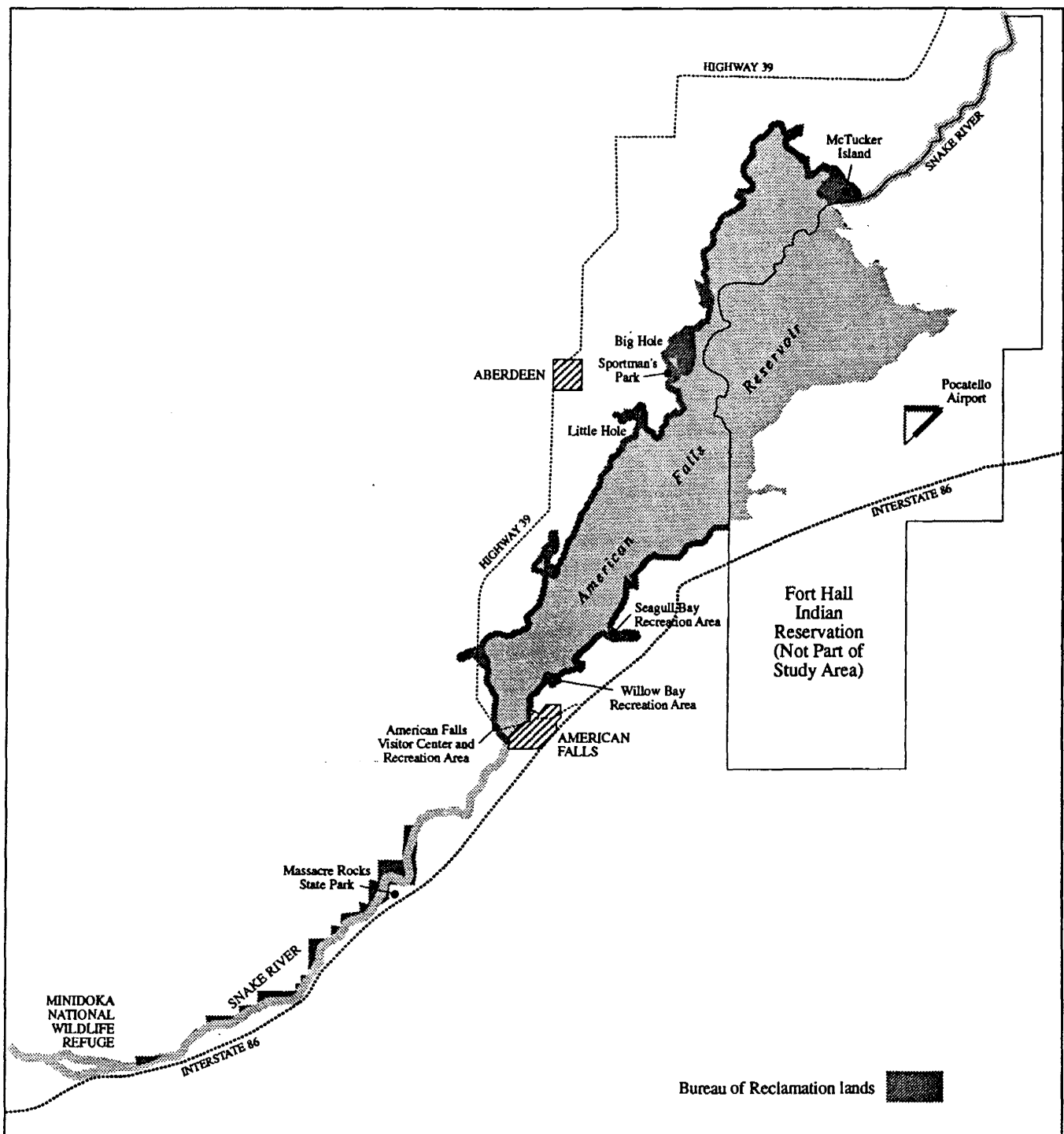


Figure 1
Project Vicinity Map

reservoir, and low flow releases downstream in recent drought years are believed to have adversely affected the fishery (particularly trout). An RMP would recommend further water quality monitoring and encourage cooperation in developing water quality improvement programs.

- Shoreline erosion has been a long standing problem at American Falls Reservoir, resulting in high, eroded cliffs along a significant portion of the southeast and southwest shores. Shoreline erosion is caused by wave action, sloughing from water saturation, and a variety of natural forces. Reclamation is engaged in a program of sloping the upper one-third of the cliffs and installing riprap at their bases to stabilize them and reduce further erosion. This program is funded as a cooperative effort by Reclamation and the irrigators (spaceholders). An RMP would evaluate and implement measures to reduce sedimentation including updating priorities for shoreline protection; establishing vegetation, installing subimpoundments, controlling recreational and livestock uses, and land acquisition. The downstream area has erosion also but to a lesser degree.
- Wildlife habitat is an important and highly valued resource both around the reservoir and along the river downstream. An RMP would protect and, where possible, enhance habitat for its inherent value to the wide variety of species which inhabit or visit the area and also to enhance wildlife watching and/or hunting opportunities. Wetlands, mudflats, upland sagebrush areas, and woodlands (riparian and juniper) are especially critical. These areas serve as habitat for waterfowl, shorebirds, upland game birds, raptors (including the bald eagle), deer, coyote, and other mammals. For some wildlife, such as waterfowl and shorebirds, habitat is extensive and populations are relatively high. For others, such as pheasant, habitat and populations have declined over time, and there is considerable public and agency interest in the restoration of habitat. An RMP would protect and enhance fish and wildlife through implementing such measures as constructing fences, planting shelterbelt vegetation and establishing food and winter habitat, evaluating land exchanges, pursuing cooperative agricultural efforts, limiting unauthorized uses, creating subimpoundments, enhancing existing wetlands, and avoiding adverse effects on threatened and endangered species (such as the bald eagle). Cooperative efforts would also be pursued with U.S. Fish and Wildlife Service (FWS), Idaho Department of Fish and Game (IDFG), and other public agencies and interested organizations to develop and implement vegetation and wildlife management programs.
- The American Falls area is rich with cultural resources representative of both Native American and European cultures, as well as paleontological resources. Surveys of the study area and consultation with the Shoshone-Bannock Tribes have revealed extensive, significant prehistoric and historic resources, covering nearly all involved Reclamation lands downstream of the dam and some areas around the reservoir. Many of the sites are being affected by existing activities. Consultations with the State Historic Preservation Office and the Shoshone-Bannock Tribes are ongoing regarding the value of the resources and appropriate means of protection. A nomination is being prepared to add cultural resources on

Reclamation lands along the Snake River to the National Register of Historic Places. An RMP will protect and enhance public awareness and enjoyment of these resources.

- The desirability of vehicular access into several areas around the reservoir and along the river for motorized recreation, hunting, and fishing has been stressed by various users. At this time, most of the lands around the reservoir, including the exposed lakebed, are open to motorized vehicle use. Reclamation lands along the river are closed to protect wildlife and cultural resources; however, due to lack of enforcement, widespread use occurs. An RMP would identify management actions to minimize conflicts among other uses, and to control and direct motorized vehicle use so as to protect natural and cultural resources.
- Existing recreation demand in the reservoir area is essentially being met and is largely dependent upon general access management and the usability of boat launching facilities as the summer recreation season progresses and reservoir water levels drop. An RMP would identify specific recreation facility needs, costs, and installation and maintenance responsibilities.
- Reclamation leases 6,525.5 acres for grazing and agriculture. An RMP would require review of the leased areas relative to its goals, to include recommendations for protecting and improving the quality of existing resources on these lands.

An RMP is needed to provide guidance for the development and management of the land and related resources under Reclamation jurisdiction at American Falls Reservoir and downstream of the reservoir. It would address resource management problems and issues discussed above and identify opportunities and management actions for the conservation, protection, development, use, and enhancement of reservoir lands and associated resources. The plan would serve as a guide to achieve specific reservoir and downstream area land management goals and to direct future actions related to long range land use and other natural resource management activities. The RMP would provide a 10-year framework for resource management at American Falls Reservoir. Through the development and implementation of an RMP, Reclamation intends to balance public use of project lands and waters with protection of natural and cultural resource values. The RMP would be reviewed, reevaluated, and revised in cooperation with all involved agencies to reflect changing conditions and management objectives on an as-needed basis. If future proposed modifications to the RMP would significantly affect area resources or public use, opportunities for additional public involvement would be provided.

1.2 SCOPING AND ISSUES

A diligent effort has been made to involve the public in development of a resource management plan. Publics that might be directly or indirectly affected were identified to ensure them an opportunity to participate in the planning effort. The public has been kept informed of the planning process through newsbrief mailings and public meetings. Four newsbriefs have been disseminated, and five public meetings have been held in American Falls, Pocatello, Blackfoot, and Twin Falls, Idaho (to date) to provide an open forum for the exchange of ideas and information, solicit issues and concern, and explain agency constraints. In addition, an ad hoc

agency/citizen work group comprised of representatives of the various interest groups and agencies in the region was formed to assist Reclamation in developing a reservoir and river area problem statement and a list of specific problems and issues that needed to be addressed in an RMP (table 1).

This group also assisted Reclamation in the development of the following goals used in developing the alternatives:

- Protect and promote optimal use of water resources.
- Control erosion and siltation where these processes cause concern regarding water quality, safety, important vegetation and wildlife habitat, and damage to capital improvements.
- Protect and enhance important vegetation, fish, and wildlife habitat values.
- Protect and enhance visual resources/scenic quality.
- Protect cultural resources and provide educational/interpretive opportunities.
- Provide adequate and safe access to designated Reclamation recreation/public use areas.
- Accommodate boating access and provide appropriate recreation site improvements, consistent with demand, available funding, and carrying capacity of the resource base.
- Achieve a consistent framework for eliminating/avoiding encroachments on Reclamation land and managing mining and agricultural lease activities.
- Clarify and more actively/efficiently manage Reclamation/private land boundaries (including tribal lands).
- Promote cooperative management and program implementation efforts with other agencies and the private sector.
- Achieve effective implementation of the RMP through appropriate planning for funding, enforcement, and public information programs.

Table 1
Issues and Opportunities

Protect water rights
 Protect/enhance wildlife habitat
 Assess and protect/improve water quality
 Control erosion/siltation
 Regulate/manage water flow/minimum pool equitably
 Clarify/ensure plan/management funding (e.g., cost sharing, direct/indirect costs)
 Clarify/manage Reclamation/private land boundaries (including tribal lands)
 Regulate/manage public access/use
 Improve/increase public access
 Improve/extend boat access
 Regulate/restrict grazing
 Consolidate Reclamation lands for more effective/balanced management
 Develop recreational objectives/opportunities
 Assess "best use" of Reclamation land public good (consider all uses to achieve balanced management)
 Address public/private sector cooperation
 Regulate/restrict off-road vehicle access/use
 Address multiple agency coordination/management
 Develop/improve comprehensive public education program (including water, land, wildlife, agricultural, and recreational resources)
 Maintain existing public access (leave "as is")
 Protect/improve fisheries
 Maintain "fit"/clarify any changes related to city/county transportation plans and regulations
 Address Reclamation mission/involvement
 Retain/promote primitive campgrounds
 Limit public access
 Classify river as "recreational" (as allowed under Wild & Scenic Rivers Act); allow no new dams
 Avoid over-reaction on environmental issues
 Improve Native American relations
 Control weeds/pests
 Catalog native plants
 Address any new land purchases
 Improve road conditions
 Protect and provide/maintain access to historic resources
 Provide/manage navigational aids (i.e., lights)
 Address agricultural lease renewals
 Improve/enforce litter control
 Protect/improve visual resources (e.g., powerlines)
 Address public rights vs. Native American rights
 Address mining interests
 Address separation of water operations from land use

1.3 LOCATION AND GENERAL DESCRIPTION OF AFFECTED AREA

The 91-square-mile American Falls Reservoir is located on the Upper Snake River in Bannock, Bingham, and Power Counties, southeastern Idaho, approximately 20 miles west of Pocatello. The Snake River is a major tributary to the Columbia River. Water level in the reservoir, when full, is about 4,300 feet above sea level. The Snake River drainage basin upstream from the reservoir is about 13,580 square miles and includes portions of Idaho and northwest Wyoming. North and west of the reservoir is the broad, 9,600-square mile eastern Snake River plain. Land to the south and east of the reservoir (not part of the Resource Management Plan) is mostly within the 524,000-acre Fort Hall Indian Reservation, Shoshone-Bannock Indian Tribes.

Largest population centers are Blackfoot, upstream from the reservoir on the Snake River (population 9,646), Pocatello, on the Portneuf River southeast of the reservoir (population, 46,080), and American Falls, at the reservoir dam (population, 3,757) (1990 figures). Principal industries in the three-county area are irrigated agriculture (mainly potatoes and sugar beets), dry farming (wheat and/or lands set aside for Conservation Reserve Program) and phosphate-ore processing (elemental phosphorus, phosphoric acid and phosphate fertilizers).

American Falls Dam was built during 1927 and replaced during 1977 by the American Falls Reservoir District. The reservoir is operated by Reclamation as part of the Minidoka Project, which provides water for irrigation of land in the Upper Snake River basin in southern and eastern Idaho (the 92-megawatt powerplant is managed by Idaho Power Company, and supplies power throughout the eastern Idaho electrical grid). The reservoir has the largest storage capacity of the five major reservoirs on the Upper Snake River. All of these reservoirs are operated as an integrated system. American Falls Reservoir has the greatest potential range of annual fluctuation; from a full pool of 1.7 million acre-feet (April) to essentially empty (October). While flow in the Snake River downstream of the dam has not been less than 300 cubic feet per second (cfs) since 1977, no legal minimum flow has been established.

Major project functions served by the reservoir include supplying water downstream for irrigation of about 700,000 acres within the Minidoka Project, power generation, flood control, fish and wildlife habitat, and recreation. The Bureau of Indian Affairs (BIA) Fort Hall Project provides water for irrigation of land south and east of the reservoir within the Fort Hall Indian Reservation. The Minidoka National Wildlife Refuge is on the Snake River about 20 miles downstream from American Falls Reservoir. The 25,630-acre refuge was established in 1909 by Congress.

Approximately 185,000 people, primarily from southeastern Idaho, visit both public and private recreation facilities and undeveloped public access and use areas around the reservoir annually. The primary recreation is fishing, but water skiing, swimming, and sailing regattas are common occurrences. Game fish include several varieties of trout, as well as whitefish and perch.

Large numbers of water birds use the reservoir for feeding, nesting, and rearing during spring, summer, and fall. Also, large numbers of birds use the reservoir for resting and feeding during the spring and fall migration periods. The principal areas for water bird use are near the upper

end of the reservoir from Springfield to the mouth of Portneuf River and the mouth of Bannock Creek.

Below American Falls Dam, the Snake River flows freely for approximately 10 miles downstream to the upper pool of Lake Walcott. Nine miles of the narrow, flat pool of Lake Walcott are also part of the downstream RMP study area, the western boundary of which is the Minidoka National Wildlife Refuge. The river corridor is confined to a relatively narrow and deep channel. It is generally surrounded by the flat terrain of the Snake River plain. However, beginning near Eagle Rock where the river transitions into Lake Walcott, the terrain on the north side of the river rises and forms a series of highly weathered columnar basalt cliffs. The mesas are irregular and undulate with large wind-deposited sand dunes and flood-deposited basalt boulders, contributing to the area's outstanding scenic quality. While the southern shoreline is slightly easier to reach, the terrain on both sides of the river is generally inaccessible except on established roads.

1.4 COMPLIANCE WITH ENVIRONMENTAL STATUTES

To the maximum extent possible, this EA is being prepared concurrently and integrated with environmental impact analysis and related surveys and studies required by the National Historic Preservation Act (Public Law 89-665), Fish and Wildlife Coordination Act (Public Law 85-624), and the Endangered Species Act (Public Law 93-205). Other environmental laws and executive orders that may affect the RMP or Reclamation projects implementing the Plan include the following:

- American Indian Religious Freedom Act (Public Law 95-341);
- Antiquities Act (34 Stat. 225);
- Archaeological Resources Protection Act (Public Law 96-95);
- National Historic Preservation Act as amended (16 USC 470);
- Bald Eagle Protection Act (16 USC 668-668d);
- Clean Air Act (42 USC 7401);
- Clean Water Act (33 USC 1251 et seq.);
- Native American Graves Protection and Repatriation Act;
- Executive Order 11644 (Use of Off-Road Vehicles on the Public Lands);
- Executive Orders 11988 and 11990 (Floodplain Management and Protection of Wetlands);
- Federal Water Project Recreation Act (Public Law 89-72).

1.5 OTHER RELATED ACTIONS AND ACTIVITIES

Reclamation is currently involved in several related projects which may affect resources in the American Falls Study Area. In addition, other agencies are involved in various activities in this area. This EA is not intended to serve as National Environmental Policy Act (NEPA) compliance for any of these activities. Separate NEPA compliance will be accomplished for each of the actions described below, as needed, for actions taken by the Federal government. No cumulative impacts resulting from actions in the alternatives being proposed are expected.

Reservoir and River:

Snake River Nutrient Management Plan, Idaho Department of Environmental Quality (IDEQ)

Reclamation is participating in a technical advisory role in this IDEQ planning activity. Development of the plan is ongoing.

Bald Eagle Recovery Plan, Fish and Wildlife Service (FWS)

Since 1979, standard winter surveys have been conducted in the American Falls area in conjunction with the State bald eagle survey. Results of the survey will provide a basis for Reclamation to assess whether there will be any effect on the bald eagle resource as it relates to others features of the Resource Management Plan.

Species Management Plans for Upland Game and Waterfowl, Idaho Department of Fish and Game (IDFG)

These are general plans for the protection and enhancement of particular wildlife species habitats within the State of Idaho. The primary reason for these plans is to ensure the long-term annual returns from upland game and waterfowl resources to the citizens and visitors of Idaho.

Minidoka North Side Pumping Division Drainwater Management Study (Reclamation)

This study explores alternatives to the present practice of disposing of irrigation return flows through ground-water injection wells. Alternatives include encouraging conversion to sprinkler application, management and operational changes to improve drainwater quality, drainwater reuse to reduce volumes of injected water, and construction of drains to divert wastewater to ponding areas or to the Snake River. The study began in fiscal year 1991 and is scheduled for completion at the end of fiscal year 1993. The primary entities involved in this study include Idaho Department of Water Resources (IDWR), Idaho Department of Health and Welfare, and the A & B Irrigation District.

Upper Snake River Basin Storage Optimization Study (Idaho and Wyoming) (Reclamation)

Reclamation is cooperating with the State of Idaho and others to gather and analyze the information required to implement the Swan Falls agreement (see below) and to develop an improved water management plan for the basin. The study is exploring several options for optimizing the operation of Reclamation and non-Federal water regulation facilities in the Upper Snake River basin to meet the competing demands for this water source. The study was initiated in fiscal year 1987 and is due to end in fiscal year 1994. The primary entity involved in this study is the State of Idaho.

Snake River Flow Augmentation Demonstration Project (Reclamation)

This demonstration project is intended to provide an indication of the amount of water that can be conserved for augmentation of streamflows. Sites to be chosen for this study may include lands irrigated by the Burley Irrigation District or the North Side Canal Company. This study was started in fiscal year 1992, and will be completed in fiscal year 1993, with potential implementation in fiscal year 1994.

Upper Snake River Basin Salmon Migration Water Study (Idaho and Oregon) (Reclamation)

This study is intended to address a long-term program for providing water supplies to improve the habitat for endangered salmon species in the Snake River basin. It will build on a storage appraisal study now being cooperatively done by Reclamation, the States of Idaho and Oregon, the Northwest Power Planning Council, and others. New storage is recognized as critical to the regulation and shaping of releases of water made available through conservation, lease/purchase agreements, and other measures. The study's recommendations will include a development plan and implementation strategy. The study is scheduled to commence in fiscal year 1994 and run through fiscal year 1996.

South Fork Snake River Memorandum of Understanding (MOU), Bureau of Land Management (BLM)

The South Fork Snake River MOU is a partnership agreement between various agencies related to management of the Henrys and South Forks of the Snake River to their confluence. Although the MOU would not directly affect the American Falls RMP study area, it could affect system operations at American Falls Reservoir.

Reservoir:

State of Idaho - Reservoir Aeration Program (Reclamation)

The State of Idaho has recently purchased aeration equipment to be used when reservoirs are at, or near, minimum storage levels. Under these less than ideal conditions, fish are forced into a small volumes of water in which oxygen levels can be depleted. Fish kills have occurred throughout the State, particularly during the winter when reservoirs ice over, photosynthesis

declines, and dying plankton further deplete the dissolved oxygen. The equipment will be used to aid in sustaining fish populations under these adverse conditions. Its first use is planned for the Upper Snake River basin.

National Water-Quality Assessment (NAWQA) Program, U.S. Geological Survey (USGS)

In 1991, the Upper Snake River basin was chosen as a study unit of USGS' recently-initiated NAWQA Program. The goals of the program are to describe the status and trends in the quality of the nation's surface and ground-water resources and to provide a scientific understanding of the primary natural and human factors affecting the quality of these resources. The study area includes about 450 river miles through the 35,800 square-mile Upper Snake River basin, from its headwaters near the southern boundary of Yellowstone National Park to King Hill in south-central Idaho. The American Falls Reservoir is located approximately midway in this stretch of the river. Findings will be reported in 1996.

Soil Conservation Service (SCS) Poulson Farm Wetland Demonstration Project (SCS)

Reclamation would cooperate, as needed, with the SCS for a constructed wetland system to improve water quality in the American Falls resource area. A demonstration project is proposed on a property 9 miles south of Aberdeen (Poulson Farm).

Soil Conservation Service Plant Materials Research (SCS)

Reclamation has an agreement with the SCS Plant Materials Center in Aberdeen to find suitable plant materials (primarily willows) to aid in erosion control around the reservoir. The research includes identifying preferred species, planting techniques and planting locations to measure plant performance and stabilization effectiveness, and developing a nursery.

Interagency Plan to Develop and Transfer Plant Materials Technology for Riparian/Wetland Development and Restoration in the Intermountain and Great Basin Area (SCS)

The Interagency Plan is a framework for the assembly and evaluation of plants for riparian and wetland improvement or development and the demonstration of construction techniques. Individual study plans are intended to be prepared for each species and for each water quality or cultural study situation.

Intermountain West Wetland Concept Plan

This planning effort focuses on large important wetland complex areas to develop strategies for protection and enhancement. The American Falls Reservoir area has been identified in the Concept Plan.

Sterling Wildlife Management Area (WMA) Plan (IDFG)

The WMA consists of numerous parcels of IDFG managed lands interspersed with Reclamation and private lands that cover an area about 7 miles by 2 miles along the western shore of American Falls Reservoir. Use priorities for the WMA include waterfowl production, public hunting, pheasant and other wildlife production, and wildlife appreciation.

Western Hemisphere Shorebird Reserve Network

The Springfield Bottoms area, including 3 miles of mudflat shoreline along the northeastern shoreline of the reservoir, has been nominated as a Regional Reserve in the Western Hemisphere Shorebird Reserve Network for migrating birds. The network is a collaborative effort throughout the Americas to identify critical shorebird areas and encourage their protection.

Pacific Flyway Management Plan for the Rocky Mountain Population of Trumpeter Swans (FWS)

The goal of this plan is to restore the Rocky Mountain trumpeters as a secure and primarily migratory population, sustained by naturally occurring food sources in diverse breeding and wintering sites. This plan directs the transplants of this species to the Sterling area.

Fort Hall National Landmark (BIA)

Reclamation has an interagency agreement with BIA for the management and protection of the Fort Hall National Historic Landmark (FHNHL). The FHNHL is located on the Fort Hall Indian Reservation just south of the Snake River across from McTucker Island. It was listed in the National Register of Historic Places in October 1966. BIA and Reclamation have joint responsibility for preservation and management of FHNHL. According to the agreement drafted in February 1987, the Shoshone-Bannock Tribes, National Park Service, and the Idaho State Historic Preservation Officer are interested in the preservation of FHNHL. This agreement is in force until terminated upon the mutual consent of BIA and Reclamation.

Eastern Michaud Flats Superfund Site Remedial Investigation and Feasibility Study Environmental Protection Agency (EPA)

The Superfund site includes the FMC and J. R. Simplot facilities, phosphate ore processing plants. These facilities are located approximately 8 miles east of the reservoir, 2 miles west of Pocatello, and one-quarter mile southwest of the Portneuf River. They have been targeted for further investigation and possible cleanup of releases or threatened releases of hazardous substances under Superfund authorities. EPA is concerned about the effects of the site on the air, ground water, surface water, and offsite soils.

River:

Idaho River Systems Management Program (Reclamation)

Reclamation is participating with IDWR to formulate comprehensive plans for conservation, development, management, and the use of water at several of Idaho's major river basins where Reclamation has projects and where competing water uses are strongly evident. Cooperative basin planning began in fiscal year 1991. Resource inventory, public involvement, and legislative approval, which is required to implement the basin plans, is currently ongoing. The public involvement and legislative process, which is required to implement the basin plans, is currently ongoing.

Monument Resource Management Plan (BLM)

The Monument RMP is a land use plan developed by BLM (Shoshone District) to guide resource management in the Monument Planning Area, which includes BLM lands north of the Snake River within the RMP project area. The RMP reflects BLM's effort to resolve resource conflicts and assure that the public lands are managed in accordance with the principles of multiple use and sustained yield. BLM lands within the project area are managed to provide a variety of recreation activities, including off-highway vehicle (OHV) use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources. An update of BLM's RMP will be completed in 1997.

Snake River Damsite Review (Reclamation)

This is an appraisal level review of existing dams and potential damsites in the Snake River and Salmon River drainages intended to identify storage potential for instream flows. The review began in fiscal year 1992 and will be completed in fiscal year 1993.

Swan Falls Water Rights Agreement (IDPO)

This agreement includes provisions to protect Snake River flows at specified amounts. Public Law 100-216 approving the agreement calls for studies concerning instream flows and related matters to protect, enhance, and mitigate fish and wildlife resources, including anadromous fish and related habitat on the Snake River.

CHAPTER 2: ALTERNATIVES

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This chapter describes the features of the alternative actions being considered for the RMP, including no action. The environmental impacts of each alternative are discussed in Chapter 3.

The alternatives are based on the results of a public-interagency involvement process which explored issues and opportunities on Reclamation lands within the reservoir and downstream area. The following is a summary of major features of the alternatives. The alternative names emphasize differences in motorized vehicle use in the river area, because this was the major issue identified during the planning process.

Alternative A (No Action): This alternative includes actions and developments that are likely to occur to meet existing Reclamation regulations and policies without implementation of an RMP. Areas currently open to motorized use around the reservoir, including the exposed lakebed, would continue to be open. Downstream areas would remain closed to vehicular access consistent with existing Reclamation policy. Grazing would continue along both the reservoir and the river.

Alternative B (Preferred Alternative): Emphasizes fish and wildlife habitat protection and enhancement; protection and preservation of cultural resources; and provides for agricultural, grazing, and recreational use in portions of the study area. In the reservoir area, actions include enhancement of natural resources; development of recreational and interpretive facilities; development of access, wildlife, and cultural resource management plans; development of a sand and gravel excavation plan for the McTucker Ponds area; and grazing as identified following development of a grazing management plan. Major actions in the downstream area include the continued closure to motorized vehicle use, except for a designated road to Monument Sportsman's Access on the southeast side of the river; elimination of grazing; rehabilitation of damaged areas; nomination of the area to the National Register of Historic Places as an historic district; and development of cultural resource management and access management plans.

Alternative C (Preferred Alternative Actions for the Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River): The actions identified under the Preferred Alternative for the reservoir area are also included in this alternative. Major actions in the downstream area include some motorized access and development of a recreation area on the southeast side of the river; and continued grazing.

Alternative D (Preferred Alternative Actions for the Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River): The actions identified under the Preferred Alternative for the reservoir area are also included in this alternative. Major actions in the downstream area include motorized access on the southeast side of the river as in Alternative C; establishment of two motorized vehicle

recreation use areas with a 2.5-mile-long connecting trail on the northwest side of the river; and continued grazing. Specific area and trail designations will be identified and permitted following completion of a motorized access management plan.

Alternative E (Preferred Alternative Actions for the Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River): The actions identified under the Preferred Alternative for the reservoir area are also included in this alternative. Major actions in the downstream area include motorized access on the southeast side as in Alternative C; motorized access on designated roads, trails, and areas on the northwest side of the river; and continued grazing. Designated motorized access areas would be identified and permitted following completion of a motorized access management plan.

Alternatives Considered but Eliminated From Further Study

Many site-specific options and management actions were discussed. The following items were considered and eliminated from further study:

Reservoir:

Dispersed, primitive camping and, in some cases, developed recreation sites outside the existing recreation sites were considered. However, because of the low recreation demand, these were not proposed with the exception of recreation facilities at the ponds in the McTucker Island area and, when demand arises, at Spring Hollow.

In the McTucker Island area no vehicles, day use only, and a bridge to McTucker Island were considered. However, banning vehicles and limiting the area to day use was not feasible because of type of use and the demand for overnight facilities at the ponds. A bridge to McTucker Island was eliminated due to the sensitive habitat on the island. Use of the island is boat-in only.

At Little Hole, consideration was given to canceling all or some of the agricultural leases to restore upland wildlife habitat. However, it was determined that there was not a problem with continuation of these leases.

A boat ramp and breakwater at Spring Hollow were also considered. However, the Visitor Center area appeared to be the logical place for developing a breakwater because there was uncertainty that a ramp at Spring Hollow was feasible.

Discussion occurred concerning construction of a campground on Reclamation land at Willow Bay. However, it was determined that the Reclamation land was needed as an open space buffer around the city park.

River:

Originally, Alternative D considered three different options for motorized use on the northwest side of the Snake River. Option 1 considered designating Area 4b (approximately 40 acres) as a vehicle recreation area. Option 2 designated areas 4a and 4b for vehicle recreation which would have involved an additional 80 acres. Option 3 is the one carried into further analysis and involves designation of areas 4a and 4b as vehicle recreation areas with a connecting trail crossing approximately 2.5 miles of Reclamation lands. The first two options were not carried forward for further evaluation because it was felt that all options were very similar, and option 3 best represented the alternative for some motor vehicle use of the northwest area.

An option to open the downstream area to motorized vehicle use and then study specific impacts was considered but eliminated from further study since unacceptable impacts to cultural resources are already known to occur from existing motorized vehicle use.

Management Themes Associated with Alternatives Evaluated in the EA

The alternatives, especially along the Snake River, reflect different management themes related to (1) Land Use, Access, and Development and (2) Natural and Cultural Resource Management. These management themes are shown for various areas around the reservoir and along the river on figures 4 through 12. Following are descriptions of the management themes.

Access, Land Use, and Development

No Motorized Access:

- Areas which would be closed to vehicular access by the public due to natural and/or cultural resource protection/enhancement objectives, land use compatibility conflicts, or public safety concerns.
- Fencing or other access control features may be required.
- Nonvehicular, dispersed recreational activities would be permitted.

Managed/Limited Motorized Access:

- Land areas where dispersed recreational activities would be permitted and vehicular access allowed on designated roads (i.e., no random vehicle use).
- Vehicular access routes would be designated and signed. Informal parking/staging areas may also be provided (e.g., to accommodate wildlife viewing, hunting, or fishing). In

areas where substantial environmental damage has previously occurred and where vehicle access is still desirable, selective road/trail closures would occur, possibly requiring fencing and other physical barriers, and restoration/rehabilitation actions may be initiated.

Recreation Site Improvements/Proposed Recreation Site:

- Emphasis is on active management and site development where recreational activities are focused. Vehicular access may be provided, or sites may be for boat-in use only (e.g., around the reservoir).
- Improvements at any given site would be determined based on current and desired use, anticipated needs, compatibility with surrounding uses, recreational opportunities present, site carrying capacity, and avoidance of significant environmental impact.

Grazing Permitted:

- Areas currently used for grazing which would continue in this use.
- Grazing would be managed as specified in narrative description of the alternatives.

No Grazing:

- Areas which would either remain closed or would be closed to grazing as part of RMP alternatives.

Agriculture Permitted:

- Some areas of Reclamation land are currently leased for agriculture. In general, these leases would be renewed under each alternative, and would be managed as specified in the narrative description.

Natural and Cultural Resource Management

Minimum Management:

- Recreational, leased, or other areas where active attention to resource protection/conservation is not required. This designation would not apply to most locations in the RMP study area.

Resource Protection and Enhancement:

- Land areas where active attention to resource protection is needed or desired. Road and trail closures, fencing to restrict vehicular or livestock use, or other actions may be used to stop existing or impending causes of damage to soil, water, vegetation, wildlife, scenic, or cultural resources.
- In general, this type of resource management aims to protect/conservate existing resource values or restrict use so that resources can recover from previous damage or overuse.

Resource Enhancement Emphasis:

- Areas in which specific resource enhancement activities are especially needed, in addition to resource protection. Enhancement actions may include constructing subimpoundments, restoring/creating wetland or upland habitat, and establishing agricultural practices which provide better wildlife benefits. In areas where public access and recreation are engaged or accommodated, resource enhancement would focus on rehabilitating disturbed areas.
- Because this type of management requires the most funding and personnel for planning and implementing enhancement programs, it applies only to those areas where maximum benefits can be derived in terms of increased resource values.

Table 2 presents a summary of the alternatives and can be used to obtain an overview of how the alternatives differ. Table 2 is followed by figures 2 and 3 which show the reservoir and river areas discussed. Figures 6 through 9 illustrate actions proposed for the four main areas of the reservoir. Figures 4, 5, 10, 11, and 12 illustrate the differences in actions proposed for the river area.

Specific management actions for each alternative are discussed as they pertain to the following components:

- Natural and Cultural Resources
- Recreation and Access
- Agriculture, Grazing, and Minerals

Actions for the reservoir area identified in the Preferred Alternative (Alternative B) are also part of Alternatives C - E. Site-specific information on these actions is presented following the general discussion of Alternative B at 2.2.4.

2.1 ALTERNATIVE A (NO ACTION)

This alternative includes actions and developments that are likely to occur to meet existing Reclamation regulations and policies without implementation of an RMP. Areas currently open to motorized use around the reservoir, including the exposed lakebed, would continue to be open. Downstream areas would remain closed to vehicular access consistent with existing Reclamation policy. Grazing would continue along both the reservoir and the river.

Sections 2.1.1 through 2.1.3 below discuss, by topic, actions that would occur under Alternative A for both the reservoir and river areas. Refer to figure 2 for locations in the reservoir area. Figure 4 illustrates management strategies and actions for Alternative A for the river area.

2.1.1 Natural and Cultural Resources

Reclamation would continue to be involved in the related actions and activities as identified in Section 1.5. In addition, Reclamation would:

Reservoir and River:

- Work cooperatively with Federal, State, and local entities in identifying and prioritizing areas where noxious (weeds) plant control is necessary. Any such program on Reclamation lands, waters, and facilities would incorporate Integrated Pest Management (IPM) concepts and practices. Where possible, these actions would be coordinated with the wetland/riparian development and shoreline erosion control programs.
- Manage wildlife habitat to maintain populations at current levels.
- Comply with legal responsibilities for recovery and maintenance of Federally listed, threatened, or endangered species, and protection of cultural resources. This would include protecting bald eagle perch trees used during the day, especially those located where there tends to be a concentration of eagles, by marking trees with signs that read "Wildlife Conservation Tree" or "Bald Eagle Perch."
- Continue to prohibit the burning of stubble, shrub, and other vegetative cover on Reclamation lands as a means of retaining/protecting wildlife values.
- All cultural resource management actions would be completed in accordance with requirements in 36 CFR 800, American Indian Religious Freedom Act, and other appropriate laws and regulations (Appendix C).

**Table 2
Comparison of Alternatives***

	Alternative A: No Action		Alternatives B, C, D, E (Reservoir) Preferred Alternative	Alternative B (River) Preferred Alternative	Alternative C (River) No Motorized Access (NW) Limited Motorized Access (SE)	Alternative D (River) Designated Vehicle Use Areas (NW) Limited Motorized Access (SE)	Alternative E (River) Limited Motorized Access (Both Sides of the River)
	(Reservoir)	(River)					
NATURAL AND CULTURAL RESOURCES							
Tributary/Reservoir Impoundments and Wetland Restoration Actions	Sterling Wasteway Smith Springs	None	Coordinated plan involving many of the reservoir tributaries and the drawdown area	None	None	None	None
Rehabilitation of Closed Roads and Other Disturbed Areas	None	None	Where feasible given funding constraints	Where feasible given funding constraints	Area 6 and where feasible given funding constraints	Area 6 and where feasible given funding constraints	Area 6 and where feasible given funding constraints
Wildlife Benefits as Part of Agricultural Leases	According to existing lease conditions	According to existing lease conditions	Review all leases and augment provisions for wildlife	Review all leases and augment provisions for wildlife	Review all leases and augment provisions for wildlife	Review all leases and augment provisions for wildlife	Review all leases and augment provisions for wildlife
Cultural Resource Management	Cultural resource clearance specific to each action. Development of Cultural Resource Management Plan (LFMP) as funding permits	National Register District; enforce motor vehicle closure; prepare CRMP	Systematic management; site- management actions, as funding permits; CRMP	Same as Alternative A; site- management actions, as funding permits	Same as Alternative B except assess and manage for effects of actions on southeast side	Same as C but enforce motor vehicle access to designated areas and roads; assess and mitigate for effects of motor vehicle use	Same as Alternative D but expanded motor vehicle management required
RECREATION AND ACCESS							
Permitted Motorized Access	All areas (including the reservoir drawdown area) except McTucker Island and the Danielson Creek/Crystal Wasteway Area	None	All areas (including the reservoir drawdown area), except McTucker Island, Danielson Creek/Crystal Wasteway, portions of the Big Hole, Little Hole, and Willow Bay Areas and narrow bluffs without public road access	Monument Sportsman Access	Areas 6 and 7 on designated roads only	Portions of Area 4, and all of Areas 6 and 7 on designated roads only	Areas 1, 2, 3, 4, 6 and 7 on designated roads and trails only
Improved Road Access	None	None	Spring Hollow, McTucker Island Ponds	To Monument Sportsman Access only	Area 6	Area 6	Area 6
Developed Campground	Willow Bay (City of American Falls)	None	Willow Bay Areas	None	Area 7	Area 7	Area 7
Primitive Campsites	None	None	McTucker Island and Ponds	None	None	None	None
Developed Day Use Area	None	None	McTucker Island Ponds, Spring Hollow and Visitors Center (North and South) Areas	None	Area 7	Area 7	Area 7
Wildlife and/or Cultural Resources Interpretation/Viewing Facilities	None	None	Danielson Creek/Crystal Wasteway, Sterling, Smith Springs and Everglades Areas	None	None	None	None
Land Based Trail	None	None	None	None	Area 6	Area 6	Area 6
GRAZING, AGRICULTURE AND MINING							
Grazing Permitted	All leases would be renewed	All grazing cooperative agreements would be renewed	Permitted in alternative B subject to grazing management plans	Grazing cooperative agreements would be cancelled	All grazing cooperative agreements would be renewed with revisions	All grazing cooperative agreements would be renewed with revisions	All grazing cooperative agreements would be renewed with revisions
Agriculture Permitted	All agricultural leases would be renewed	All agricultural leases would be renewed	Agriculture leases would be renewed with augmented wildlife provisions (see above)	Agriculture leases would be renewed with augmented wildlife provisions (see above)	Agriculture leases would be renewed with augmented wildlife provisions (see above)	Agriculture leases would be renewed with augmented wildlife provisions (see above)	Agriculture leases would be renewed with augmented wildlife provisions (see above)
Sand and Gravel Excavation Permitted	McTucker Island Ponds with no coordinated excavation and reclamation plan	None	McTucker Island Ponds with excavation and reclamation plan required	None	None	None	None

* See Figures 1-12.

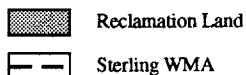
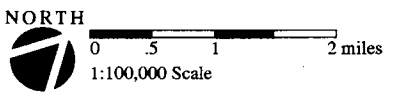
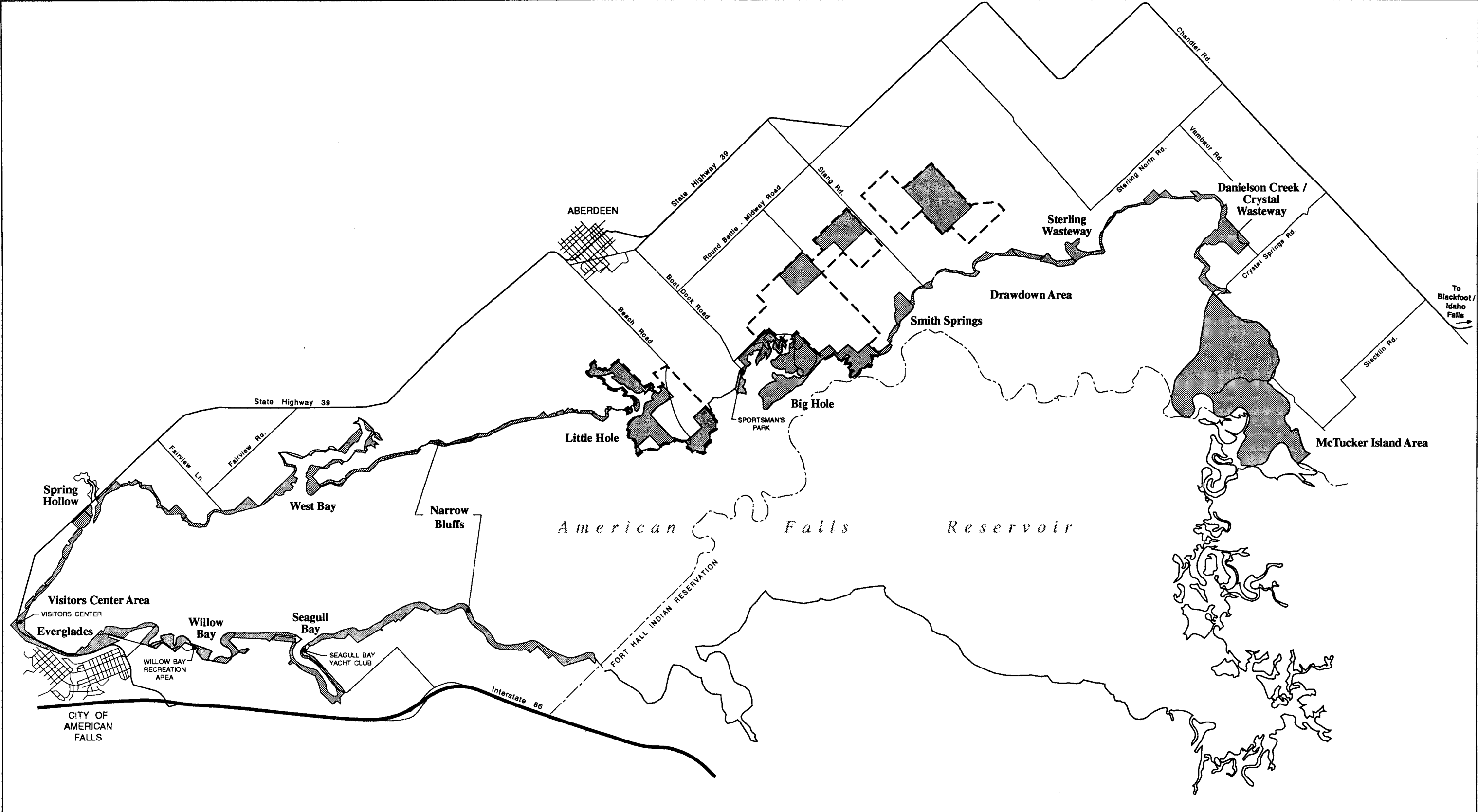


Figure 2
Reservoir Area

Planning Areas (Existing Conditions)

Reclamation lands along the river are divided into the four planning areas and eight subareas described below. The management approach for the Islands and Lower Shoreline & Isolated Parcels are the same for all alternatives.

Northwest Shore: Weathered basalt mesa with talus slopes and sand dunes; sagebrush grasslands with juniper dispersed throughout; generally inaccessible except with 4-wheel drive, all terrain vehicles and motorcycles; numerous roads and evidence of resource damage; significant and extensive cultural resources.

- Area (1): Reclamation lands with no leases or grazing allotments
- Area (2): Reclamation lands with Idaho Department of Fish and Game (IDFG) lease
- Area (3): Reclamation lands with IDFG lease and BLM grazing allotment
- Area (4): Reclamation lands with BLM grazing allotment

Southeast Shore: Hilly terrain dotted with juniper; high dispersed use area with numerous roads and extensive resource damage; significant and extensive cultural resources; under IDFG lease.

- Areas (5, 6 & 7): Reclamation lands with IDFG lease
- Area (8): Reclamation lands under agricultural lease as well as IDFG lease

Islands: Bedrock remnants or mudflat islands; emergent and tree/shrub wetlands with stands of rushes, cattails, sedges, and common reed; inaccessible by vehicle; limited resource damage.

Lower Shoreline & Isolated
Parcels: Hilly terrain dotted with juniper and some tree/shrub wetlands (i.e. Russian olive, black and common cottonwood, and water birch); generally inaccessible except by 4-wheel drive; some isolated parcels are leased for agriculture.

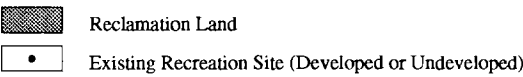
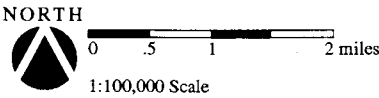
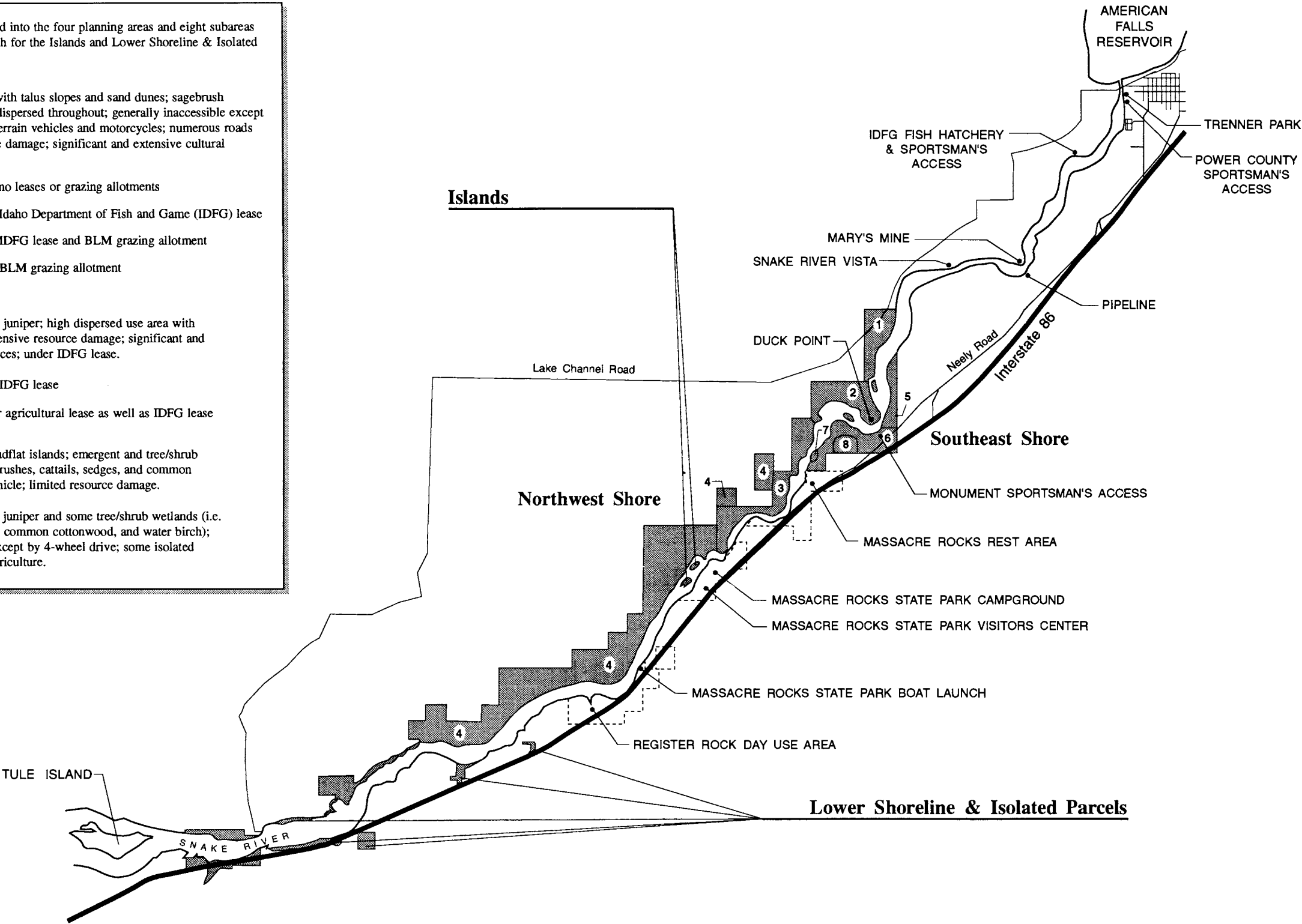


Figure 3
River Area

Planning Areas

Reclamation lands along the river are divided into the four planning areas and eight subareas described below. The management approach for the Islands and Lower Shoreline & Isolated Parcels are the same for all alternatives. All roads are closed to motorized vehicle use.

Northwest Shore: Weathered basalt mesa with talus slopes and sand dunes; sagebrush grasslands with juniper dispersed throughout; generally inaccessible except with 4-wheel drive, all terrain vehicles and motorcycles; numerous roads and evidence of resource damage; significant and extensive cultural resources.

- Area (1): Reclamation lands with no leases or grazing allotments
- Area (2): Reclamation lands with Idaho Department of Fish and Game (IDFG) lease
- Area (3): Reclamation lands with IDFG lease and BLM grazing allotment
- Area (4): Reclamation lands with BLM grazing allotment

Southeast Shore: Hilly terrain dotted with juniper; high dispersed use area with numerous roads and evidence of resource damage; significant and extensive cultural resources.

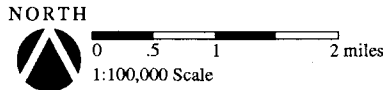
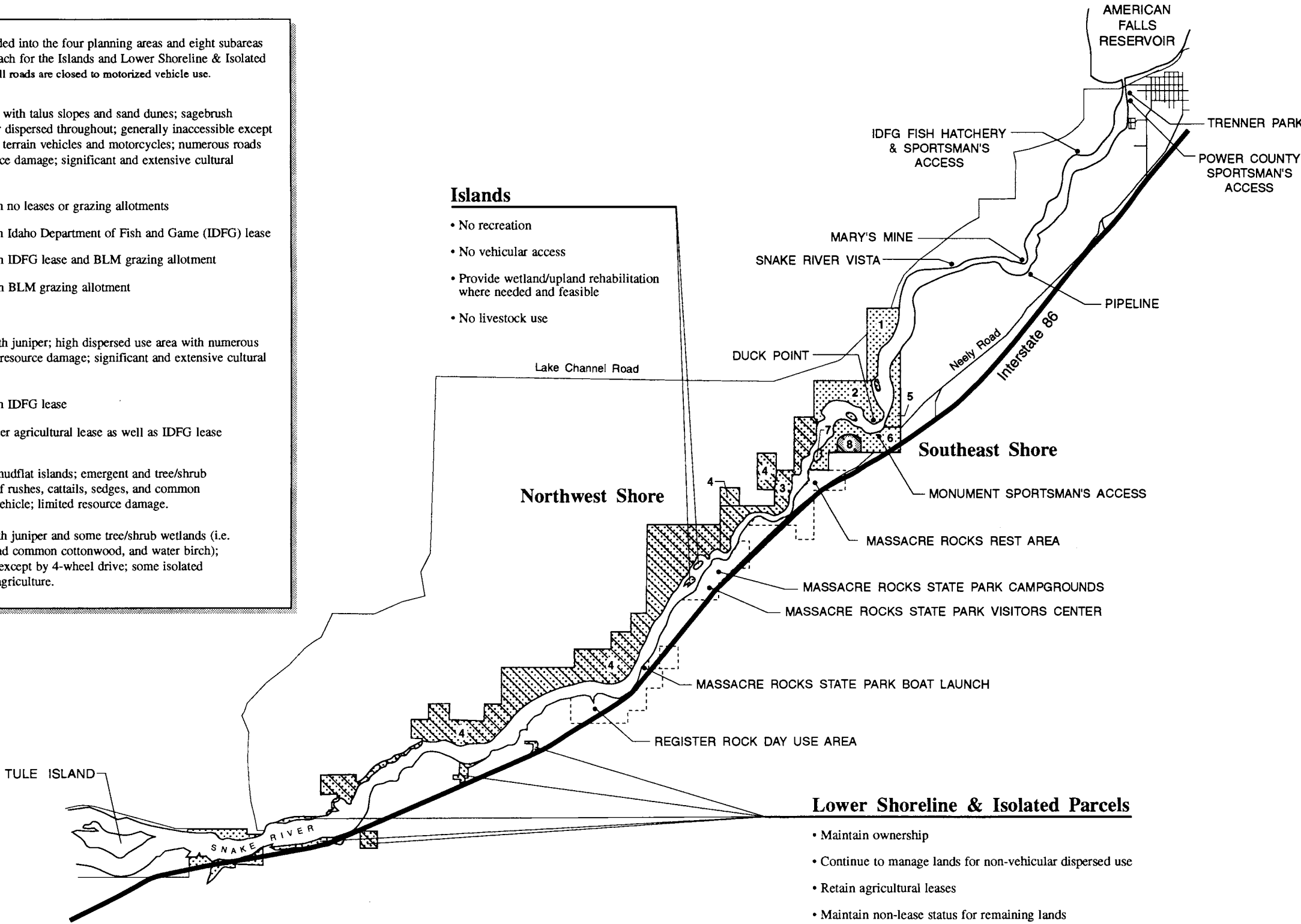
- Areas (5, 6 & 7): Reclamation lands with IDFG lease
- Area (8): Reclamation lands under agricultural lease as well as IDFG lease

Islands: Bedrock remnants or mudflat islands; emergent and tree/shrub wetlands with stands of rushes, cattails, sedges, and common reed; inaccessible by vehicle; limited resource damage.

Lower Shoreline & Isolated
Parcels: Hilly terrain dotted with juniper and some tree/shrub wetlands (i.e. Russian olive, black and common cottonwood, and water birch); generally inaccessible except by 4-wheel drive; some isolated parcels are leased for agriculture.

Islands

- No recreation
- No vehicular access
- Provide wetland/upland rehabilitation where needed and feasible
- No livestock use



Access, Land Use & Development
No Motorized Access
Grazing (Northwest Side) / Agriculture (Southeast Side) Permitted

Natural & Cultural Resource Management
Resource Protection & Enhancement
Resource Enhancement Emphasis

Figure 4
Alternative A
No Action
River

- Complete a cultural resource management plan (CRMP) for these lands which outlines actions and methods to protect the cultural resources. This would include definitions of consultative processes and consultative parties; enforcement strategies; resource protection actions, including vehicle access management, monitoring, site stabilization, and public education; and data recovery actions in the case of adverse effects to sites from agency actions or uncontrollable natural conditions. The CRMP would also identify procedures to address NAGPRA issues of burial protection and repatriation of cultural materials. The Shoshone-Bannock Tribes (Tribes) would provide input to and participate in CRMP preparation and implementation.
- Obtain location-specific cultural resource clearances when agency actions, such as recreation enhancements or wetland enhancements occur. Avoid adverse effects upon cultural resource sites by relocating, or redesigning any proposed development.
- Stabilizing or protective measures would be used when avoidance of cultural sites cannot occur such as for reservoir bank stabilization projects. Test excavations would be conducted as necessary to determine if the sites are eligible for the National Register. Consultations, per 36 CFR 800, would also be conducted to determine site eligibility, project effect, and appropriate treatment of adversely affected Register-eligible sites.
- Cultural resources personnel, or other land management personnel sensitized to cultural resource management concerns, would participate in the annual monitoring of Reclamation lands to determine if operations, natural erosion, or land use is damaging cultural resources. If significant sites are being damaged, management actions would be implemented. If the site cannot be protected, then mitigation may be considered.
- Determine if cultural resource sites are present on involved lands when leases for agricultural, grazing, recreational, or other actions involving public lands are under consideration for issuance or for renewal. If National Register eligible or unevaluated sites are present, Reclamation would determine if the leasee's use could affect those sites. If damage could occur or is occurring, Reclamation would consider altering the lease to exclude use of the site area or include conditions that would avoid or reduce damage.
- Initiate actions to protect or remove human burials as soon as possible if they are reported to be exposed or endangered by reservoir operation, natural erosion, or land use. Unless the burials are clearly Euro-American in origin, the Tribes would be informed prior to action and involved in selecting and implementing the management option.

- Sign public lands to indicate damage of cultural resources is punishable by law, citing Archaeological Resource Protection Act (ARPA) and appropriate State codes.
- Implement public education programs to reduce accidental damage to or vandalism of cultural resources, and promote resource protection by the public.
- Curate archeological collections, in most cases, at the Southeastern Idaho Regional Archaeological Center. Exceptions would be human burials, grave goods associated with a burial, and items that are sacred to or of cultural patrimony to American Indian tribes (NAGPRA items). When NAGPRA items are recovered, they would be returned to the appropriate tribe.

Reservoir:

- Cooperate (as permitted by budget constraints) with other Federal agencies to investigate the quality and quantity of surface and subsurface return flows and the potential effects on human health, fish, and wildlife.
- Continue the existing program for erosion prevention and control along the reservoir shoreline in priority areas. Funds would be provided annually by the American Falls spaceholders for engineered erosion mitigation and control features, such as willow planting and riprap placement, where such features appear effective and are less costly than land acquisition. The method of accomplishing control work, whether by private contract or spaceholder entities, would be by mutual agreement between Reclamation and the spaceholders. However, plans to slope the upper portion of cliffs to minimize erosion and establish upland wildlife habitat would be modified in areas where significant colonies of bank swallows reside.
- Related to the above, conduct a survey in consultation with wildlife specialists at Idaho State University to determine existing and potential swallow habitat. The survey would focus on evaluating bank swallow habitat on the bluffs on the west and east sides of the reservoir to minimize adverse effects on the nesting birds.
- Continue to acquire sufficient lands to construct, operate, and maintain Federal project works, including a freeboard around the reservoir. Property would be acquired at a width sufficient to accommodate up to 50 years of erosion or to prevent encroachment until the erosion control program has been fully implemented. Landowners are entitled to full and adequate compensation for any lands acquired for a Federal project and have cause for action if lands are taken by erosion without compensation.

- Paleontological specimens exposed by erosion would be identified and collected for curation where archaeological surveys are being completed for other purposes and would be done by the archaeological surveyor. The permit would continue to be issued for shoreline fossil collection by paleontologists from the Idaho Museum of Natural History.

Following are actions that would be taken in specific areas around the reservoir:

Sterling Wasteway and Smith Springs

- Construct impoundments in the Sterling Wasteway and Smith Springs areas to create shallow, open water and emergent wetland habitat for waterfowl and other wildlife and to improve water quality. The water supply for the projects would be from agricultural return flows and springs. Approximately 20 acres of open water and emergent wetland habitat, including the existing wetland behind an impoundment at Smith Springs, would result from these projects. All proposed dikes would be constructed to approximately 5 to 6 feet above ground level.

River:

- Forward to the Keeper of the National Register a request to list Reclamation lands below American Falls Dam as an historic district or historic multiple resource area on the National Register of Historic Places.
- Prepare a programmatic memorandum of agreement (PMOA), outlining actions to manage resources within the downstream historic district, formulated in accordance with requirements in 36 CFR 800, in consultation with the Idaho State Historic Preservation Officer (SHPO) and the Advisory Council, with input from the Tribes.
- Complete a cultural resource management plan (CRMP) for these lands which outlines actions and methods to protect the cultural resources within 2 years of signature of the PMOA. This would include definitions of consultative processes and consultative parties; enforcement strategies; resource protection actions, including vehicle access management, monitoring, site stabilization, and public education; and data recovery actions in the case of adverse effects to sites from agency actions or uncontrollable natural conditions. The Tribes would provide input to and participate in CRMP preparation and implementation.
- Clearly mark Reclamation boundary on existing roads and trails and seek funding and assistance to enforce vehicle closure.

- Seek funds for programmatic cultural resource site management, including preparation of the CRMP, test excavation of sites being damaged by ongoing land use or operations, and stabilization or other protection of sites suffering from erosion or other threatening disturbances.
- Have periodic review, by a paleontologist, of the paleontological localities in the downstream area to collect exposed diagnostic fossils and assess condition.
- Place educational/resource signs that encourage careful use of the land at the principal points of land and water access.
- Stabilize soils or close and revegetate areas where boat-in or pedestrian use is damaging cultural deposits. This is most likely in very soft soils.
- Require equestrian users to stay on existing trails to avoid churning soils. If monitoring of use and its effects upon archeological sites indicate that equestrian or other recreational uses are causing unacceptable damage to sites, all or a part of the area may be closed to this type of use.

2.1.2 Recreation and Access

Under this Alternative, Reclamation would:

Reservoir and River:

- Continue to allow dispersed recreation activities in all areas which are not under an agricultural lease or easement and would not damage cultural or natural resources. Hunting would be allowed on all Reclamation lands consistent with existing State and local regulations. Active management of recreation sites would not occur unless monitoring indicates a need for such management in the future. A policy of "pack it in/pack it out" would apply.
- Continue to prohibit motorized access in areas possessing unique or important natural or cultural resources to minimize damage or disturbance to soil, vegetation, wildlife, esthetic, recreational, historic and archaeological resources, and in areas where motorized activity conflicts with nearby recreation or residential areas. Reclamation would sign closed areas and roads which are not currently posted to reflect closure. Fencing and other physical barriers would not be used unless signage proves to be ineffective. Specifics regarding vehicular access areas are provided under "reservoir" and "river" below.

- To the extent authorized by law, prescribe appropriate penalties for violation of regulations pertaining to areas closed to motorized access and establish procedures for the enforcement of these regulations. Reclamation would work with and enter into cooperative agreements with Federal, State, and/or county law enforcement officials to enforce these regulations. Self-regulation and voluntary compliance among recreational users would be encouraged.

Reservoir:

- Continue to allow motorized access and recreation in all areas except McTucker Island and Danielson Creek/Crystal Wasteway consistent with current policy; manage this use according to the management/actions noted above.
- Mark areas, roads, and trails with appropriate signs to permit public access (including motorized) on Reclamation lands. Signs would be posted beside county roads at access points to Reclamation lands.
- Monitor the effects of motorized access on Reclamation lands on an annual basis. On the basis of the information gathered, Reclamation would amend or rescind designated areas, roads, or trails, or take other actions necessary to further Reclamation policies, goals, and objectives.
- Continue to operate and maintain existing recreation sites at current levels, but accommodate future increases in demand. Expansion of existing or development of new recreation sites would occur on a case-by-case basis.

Following are actions that would be taken in specific areas around the reservoir:

Big Hole, Willow Bay, and Seagull Bay

- Continue recreation leases with Bingham County for Sportsman's Park in the Big Hole Area, with the city of American Falls for Willow Bay Recreation Area and with the Seagull Bay Yacht Club for the Seagull Bay Recreation Area; with review and approval, permit the lessees to make improvements in accordance with their master plans. Plans would be revised as needed to avoid significant archaeological sites. Establish consistent lease provisions.

Willow Bay and Seagull Bay

- Provide support (exclusive of funding) for plans of the city of American Falls and the Seagull Bay Yacht Club to dredge marina channels to the reservoir from the Willow Bay and Seagull Bay Marinas.

River:

- Continue closure of all areas on both sides of the river to vehicular access and use except for purposes defined in 43 CFR 420 (primarily official and emergency uses) and as authorized under rights granted by the American Indian Religious Freedom Act (AIRFA). The existing Monument Sportsman's Access on the southeast side of the river would be open to foot travel only. Closure to vehicles would be clarified on signs at existing access points and illustrated in a public information brochure. Physical barriers would be used if necessary. To the extent authorized by law, Reclamation would prescribe appropriate penalties for violation of motorized access regulations and would establish procedures for the enforcement of these regulations. Reclamation would work with and enter into cooperative agreements with Federal, State, county, and/or local law enforcement officials to enforce the regulations relating to vehicular access and motorized vehicular use. Self-regulation and voluntary compliance among motorized users would be encouraged.
- To the extent administratively feasible, ensure coordination and cooperation among Reclamation, BLM, and Idaho Department of Lands to promote compatibility of recreation development and operation on adjacent Reclamation/BLM/Idaho State lands.

2.1.3 Grazing, Agriculture, and Minerals

Under this Alternative, in the following areas, Reclamation would:

Reservoir:

- Continue to prohibit mining claims on all lands around the reservoir, consistent with current policy.
- Allow or remove, on a case-by-case basis, based on ongoing discussions with affected parties, the numerous encroachments on Reclamation lands. A majority of these involve cropland but include portions of roads, irrigation equipment, farm structures, and buildings.

Drawdown, McTucker Island area, Danielson Creek, Sterling and West Bay areas

- Renew agricultural leases at the northeast end of the reservoir and at the mouth of West Bay (see figure 1) without *additional* conditions to enhance wildlife. Reclamation would reserve the right to cancel any lease at the end of any year if such termination is desirable to comply with other Federal programs or Reclamation policies, goals, and objectives.
- Renew existing grazing leases, requiring that the lands be grazed in a manner which will maintain their productivity. Reclamation would reserve the right to cancel any lease at the end of any year if such termination is desirable to comply with other Federal programs.

McTucker Island Area

- Continue to permit sand and gravel extraction in the McTucker Island area. Any proposed expansions of the existing extraction operations would be reviewed on a case-by-case basis according to the requirements of the NEPA.

River:

Both Sides of the River

- Continue to prohibit mining, consistent with current policy.

Northwest Side

- Grazing management would occur essentially as it now exists and be changed only on a case-by-case basis as problems are identified.

Southeast Side

- Renew the agricultural leases in the Eagle Rock area (Area 8) and other isolated parcels.

2.2 ALTERNATIVE B (PREFERRED ALTERNATIVE)

Sections 2.2.1 through 2.2.3 below provide a summary discussion, by topic, of Alternative B management strategies and actions for both the reservoir and river areas. Section 2.2.4 provides details regarding proposals for the reservoir, presented by geographic location. Refer to figure 2 for locational references to all areas around the reservoir. Figures 6 through 9 provide greater detail for the four main areas of the reservoir where actions are proposed. Figure 5 shows Alternative B management strategies and actions for the river area.

2.2.1 Natural and Cultural Resources

Alternative B includes all actions described under the natural and cultural resources section (2.1.1) for Alternative A. These include both the regional and site-specific actions. However, implementation of Alternative B would facilitate greater coordination among the many programs, plans, and actions as they apply to Reclamation lands.

In addition to management actions described under Alternative A, Alternative B includes additional actions intended to enhance water quality, protect and restore vegetation/wildlife habitat, and enhance visual quality. Specifically, Reclamation would:

Reservoir and River:

- If feasible, operate the reservoir to help meet instream flow quantity and quality needs consistent with other project purposes and contractual requirements in the Snake River below the reservoir. Reclamation would determine (in cooperation with Idaho Power Company, the Idaho Department of Health and Welfare, the U.S. Environmental Protection Agency, spaceholders, and other agencies and interest groups) instream flow needs, identify flexibility in reservoir operations to help meet needs, and modify operations when feasible.
- In the continuing program of removing/resolving encroachments on Reclamation lands, promote achievement of Alternative B objectives relating to wildlife habitat enhancement and controlling erosion in a consistent manner.
- Include visual quality as a concern in all management and development decisions.
- Develop criteria for the improved appearance of structures and preservation of the rural landscape in conformance with existing Reclamation policies. These criteria would be applied in the planning, design, and construction of all new facilities and in the maintenance or modification of all existing facilities.
- Seek funding for a full-time resource manager to implement the resource management program and enforce management and trespass guidelines.
- Develop wildlife management plan to prioritize and coordinate wildlife management actions.

Reservoir:

- Construct impoundments and subimpoundments at various tributaries/inflow sources around the reservoir and in the drawdown zone to improve wildlife habitat, enhance fisheries, promote wetlands and/or open water areas, increase biological diversity, and improve water quality in the reservoir area. Feasibility studies would be prepared for each project to determine topography, soil conditions, hydrology, and target species.

Planning Areas

Reclamation lands along the river are divided into the four planning areas and eight subareas described below. The management approach for the Islands and Lower Shoreline & Isolated Parcels are the same for all alternatives.

Northwest Shore: Weathered basalt mesa with talus slopes and sand dunes; sagebrush grasslands with juniper dispersed throughout; generally inaccessible except with 4-wheel drive, all terrain vehicles and motorcycles; numerous roads and evidence of resource damage; significant and extensive cultural resources.

Area (1): Reclamation lands with no leases or grazing allotments

Area (2): Reclamation lands with IDFG lease

Area (3): Reclamation lands with IDFG lease and BLM grazing allotment

Area (4): Reclamation lands with BLM grazing allotment

Southeast Shore: Hilly terrain dotted with juniper; high dispersed use area with numerous roads and extensive resource damage; significant and extensive cultural resources; under IDFG lease.

Areas (5, 6 & 7): Reclamation lands with IDFG lease

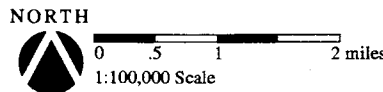
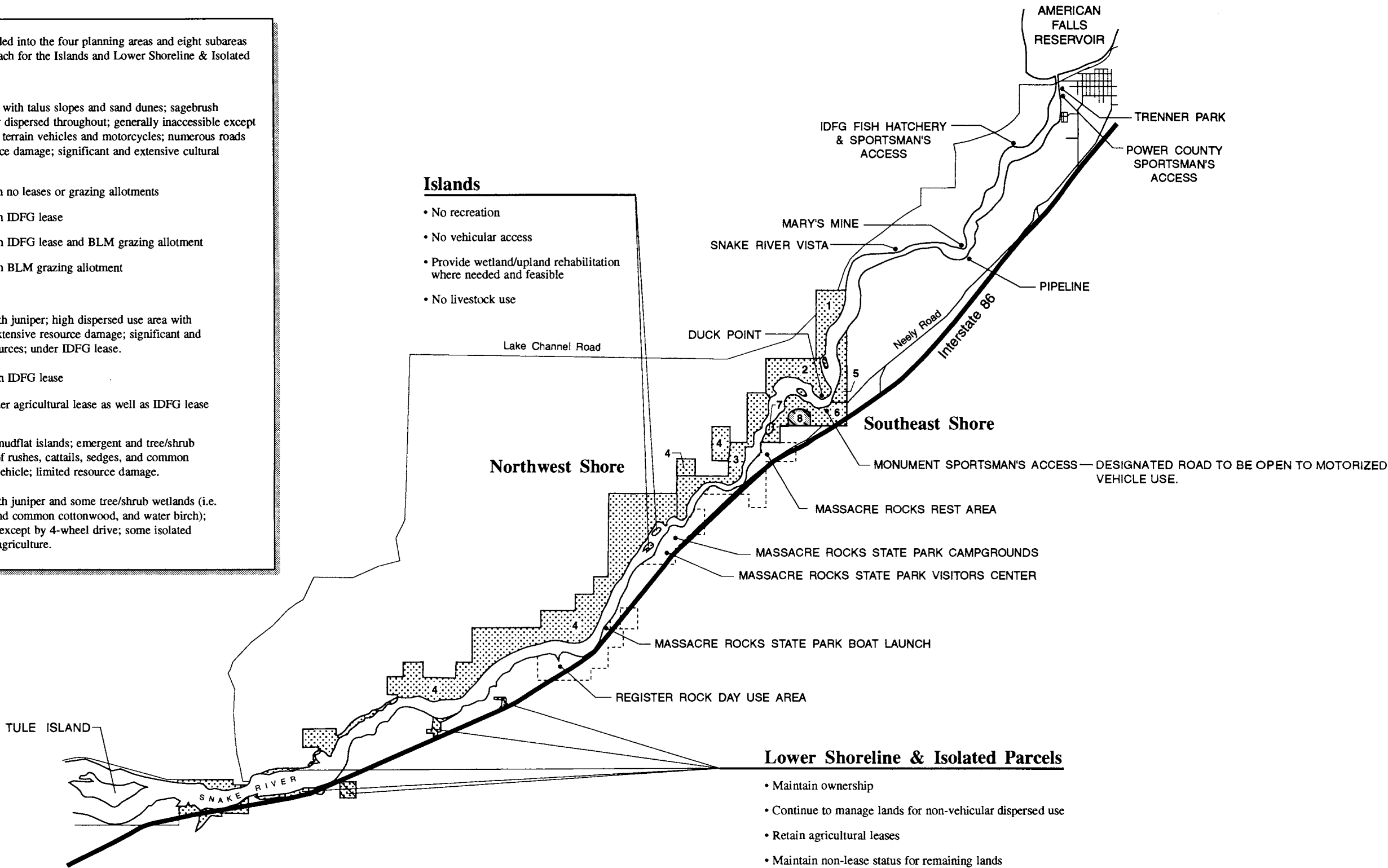
Area (8): Reclamation lands under agricultural lease as well as IDFG lease

Islands: Bedrock remnants or mudflat islands; emergent and tree/shrub wetlands with stands of rushes, cattails, sedges, and common reed; inaccessible by vehicle; limited resource damage.

Lower Shoreline & Isolated
Parcels: Hilly terrain dotted with juniper and some tree/shrub wetlands (i.e. Russian olive, black and common cottonwood, and water birch); generally inaccessible except by 4-wheel drive; some isolated parcels are leased for agriculture.

Islands

- No recreation
- No vehicular access
- Provide wetland/upland rehabilitation where needed and feasible
- No livestock use



Access, Land Use & Development
No Motorized Access Permitted Except for Designated Road to Monument Sportsman Access.
Agriculture Permitted (Southeast Side)

Natural & Cultural Resource Management
Resource Protection & Enhancement
Resource Enhancement Emphasis

Figure 5
Alternative B
Preferred Alternative
River

Projects would be designed to accomplish identified goals of restoration and enhancement and would include water quality monitoring in consultation with the IDEQ.

- Where feasible, restore riparian vegetation/habitat, including areas adjacent to wetland development sites, presently degraded riparian areas, and locations where riparian vegetation was historically found but does not now exist.
- Where feasible, restore upland vegetation/habitat, focusing on upland areas that have been damaged by unmanaged vehicular access where such access would be terminated as part of this alternative. Restoration would depend on the ability to provide irrigation if it is determined to be necessary to protect new plant growth, and of Reclamation's ability to fund or cost share the project.
- As recommended by FWS, support a program to plant vegetation shelter belts along the exposed shoreline areas of the reservoir, both on public and private lands. The program would encourage farmers to grow conifers, deciduous trees, and bushes. As trees mature, they would increase the number of roosting sites available to bald eagles, provide game and nongame cover, and contribute to soil erosion control measures. The program would help replace those sites where deciduous trees are presently being harvested on private lands.
- Renew the existing IDFG wildlife leases in the Sterling Wildlife Management Area (WMA) on the west side of the reservoir in the Big Hole and Little Hole Areas (figures 7 and 8). Reclamation would be responsible for restoring wetland and upland wildlife habitat, but IDFG would assume long-term management of wildlife.
- In consultation with FWS, provide opportunities to enhance recovery of peregrine falcons in the Snake River plain by building nesting towers on the west side of the reservoir.
- Identify and protect any bald eagle nest sites and potential nesting areas. In the event bald eagles pioneer into the area, stipulations would be prepared to protect nesting birds. Nest site management plans would be developed to establish protective dates and buffer zones.
- Conduct a comprehensive study to document the location of night roost sites in and adjacent to the study area and their frequency of use by bald eagles throughout the winter; and to determine the highest number of birds that use the roosts.
- Conduct a study to determine to what extent natural regeneration of cottonwood trees is occurring on Reclamation lands. The study would also consider the effects of hydrology, windfall, and harvest on cottonwood forest both on public and private lands within the study area. Harvest of potential roost trees on public and private lands is occurring without regard to replacement or recruitment of new trees. Federal lands with cottonwood forests will become an increasingly important component as roost trees decline through windfall or are harvested on private lands.

- Continue the annual winter bald eagle census since it provides information on the long-term trend of numbers of birds that use the American Falls Reservoir area. During these surveys, key use sites would be noted and correlated with winter conditions such as ice flows in the Snake River, percentage of ice formation on the reservoir, temperature, water fowl numbers, and other variables.
- Conduct an aerial survey during the months of January through April every 5 years using the onboard geo-position system or its equivalent to accumulate data for inclusion into the Geographic Information Systems (GIS) data system. These surveys would provide additional data on use patterns by wintering bald eagles that may be used to amend the RMP.
- Expand the existing nest platform (by 25-30 platforms) and maintenance program for Canada geese at American Falls Reservoir. Long-term funding alternatives to maintain and monitor nest platforms using interested parties in the area (i.e., IDFG's 1990 agreement with the Blackfoot Ducks Unlimited chapter) to monitor and maintain 10 nest platforms around McTucker Island would be evaluated.
- Evaluate potential for erecting 15-20 rock islands in the tailwaters of the drawdown area for waterfowl and other water-dependent birds as resting and nesting sites.
- In cooperation with FWS, IDFG, the Tribes, and Idaho State University, Reclamation would participate in a 5-year assessment of passerine and colonial nesting at the reservoir as part of the Neotropical Migratory Bird Program.
- Modify agricultural and grazing leases to benefit wildlife and protect resource values (as described under Grazing, Agriculture, and Minerals, below).
- Monitor the success of wetland development projects, riparian restoration/creation efforts, and upland rehabilitation along with changes to the cottonwood forest and understory in the McTucker Island area and riparian edge of the northeast end of the reservoir. Objectives include increasing waterfowl, shorebird, and upland game bird habitat, especially for nesting and brooding.
- When possible, retain minimum reservoir pool levels to help maintain and enhance colonial water bird and shorebird foraging and migration habitats.
- Conduct a natural resources GIS update at least every 10 years in conjunction with the 10-year planning cycle. The inventory would include an update of all the mammalian and avian attributes that were digitized and mapped in 1992, including such categories as waterfowl, shorebirds, candidate, threatened, and endangered species. The inventory update would focus on the land status GIS attributes and develop refinements to the

important wetland category, particularly as it relates to private lands and any new areas following development of subimpoundments.

- As staffing permits, prepare a PMOA and CRMP for site management on lands around the reservoir, in consultation with the Idaho SHPO and Advisory Council, with input and participation from the Tribes.
- Seek funds for programmatic site management, including preparation of the CRMP, test excavation of sites being damaged by ongoing land use or operation, and stabilization or other management actions for affected sites that are eligible to the National Register.
- Seek funds for annual systematic monitoring and scientific collection of paleontological materials eroded from the reservoir shore. The monitoring and collection would be conducted by paleontologists, and the collected materials would be curated at Idaho State University.

River:

- Conduct an integrated erosion inventory program to identify and prioritize eroded features and areas, unstable landforms, and areas susceptible to soil erosion and compaction. Reclamation would also identify corrective and mitigative measures, prioritize areas to be rehabilitated, and develop a monitoring program to assess results of the program.
- Pursue upland and other rehabilitation projects where needed and feasible. Feasibility would depend on the ability to provide irrigation if it is determined to be necessary and to protect new plant growth, and of Reclamation to fund or cost share the project.
- Manage agricultural leases and terminate grazing allotments to benefit wildlife and protect cultural resources (see Grazing, Agriculture, and Minerals, below).
- Reevaluate/renegeotiate the existing IDFG wildlife management lease in Areas 2, 3, 5, 6, 7, and 8, with provisions that IDFG assist in implementing Alternative B proposals and continue management of hunting and fishing activities.

2.2.2 Recreation and Access

The following recreation and access management actions would be taken under Alternative B. All other actions under Alternative A would also apply.

Reservoir and River:

- Develop access management plan to address hiking, climbing, biking, and equestrian uses in the reservoir and river areas, and also motorized vehicle use in the reservoir area.

Reservoir:

- Focus new recreation development at the reservoir in the McTucker Island area, where no facilities currently exist. The type and scale of development would be consistent with the area's wildlife protection and enhancement goals. The area will be designated for dispersed/informal camping until need for a developed campground is indicated.
- Designate sites which can serve as picnic facilities for boat-in day use in the Big Hole and Little Hole areas (see figures 7 and 8).
- Keep Bingham County lease at Sportsman's Park in the Big Hole area. Exclude other parts of the lease and develop dispersed recreation sites (figure 7).
- When other recreation areas around the reservoir reach their carrying capacity, develop a day use area at Spring Hollow where use is now relatively high considering there are no existing facilities.
- Implement site improvements on either side of the Visitors Center, with an emphasis on landscaping.
- Evaluate the feasibility of constructing a breakwater at the Visitors Center boat ramp to determine if sediment deposition on the ramp can be reduced.
- Provide interpretive signs and support facilities (parking lot and sanitary facilities) in the Everglades area near the former American Falls town site. Reclamation would support continuance of the local chapter of the Historical Society's self-guided tour of the cultural resource site.
- Provide improved road access to Spring Hollow. As noted above, recreation improvements would be built in the Spring Hollow area when other existing recreation sites around the reservoir begin to exceed their current capacity.
- Improve parking areas on the south side of the Visitors Center and in the Everglades area.
- Provide managed access and wildlife viewing opportunities in the Sterling, Smith Springs, and Danielson Creek/Crystal Wasteway areas.

- Acquire additional shoreline acreage in the Little Hole area for operational purposes and to ensure that access to a popular beach is maintained in public ownership.
- Provide signage to all developed and dispersed recreation sites at key road intersections, and illustrate available access on public information maps.
- Prohibit vehicular access in areas such as the southeast shoreline bluff where public roads do not exist and there is potential for conflict with adjacent private landowners or Reclamation agricultural leaseholders. Vehicular access would also be prohibited in portions of the land areas surrounding Big Hole, Little Hole, and Willow Bay, as well as on McTucker Island and in the Danielson Creek/Crystal Wasteway Area (the latter consistent with current policy). Areas where vehicular access is prohibited would be illustrated on public information brochures and indicated through signage. Physical barriers would not be used unless necessary. Active enforcement would be sought as a last measure in those areas where significant resources must be protected and vehicular access continues to occur despite closure. Seasonal restrictions on public use would be applied during the nesting season to the McTucker Island area except for the pond area.
- Restrict and manage permitted motorized access to minimize further damage to upland vegetation, impacts on adjacent farmland, and disturbance of wildlife and wildlife habitat.
- Restrict boat access in the northern end of West Bay through signage to minimize the disturbance of wildlife (i.e., birds) and to prevent damage to wetlands.
- (Note: see Section 2.2.4 and figures 4 and 5 for detailed Recreation and Access actions in the McTucker Island, Willow Bay, Big Hole, and Little Hole areas.

River:

Management emphasis for this alternative is to protect natural and cultural resources from further disturbance caused by motorized access and use. Most areas on both sides of the river would remain closed to vehicular access and use except for official purposes. However, a designated road would be opened to motorized vehicle use to Monument Sportsman's Access on the southeast side of the river near Eagle Rock. Road improvements and/or fencing may be required. This road may include the fork that winds around the agricultural lead and extends to the beach at Eagle Rock, dependent upon the results of specific cultural surveys. Since the remainder of the downstream area will remain closed to motorized vehicle use, Reclamation will work with off-road vehicle groups, BLM, ISPR, and others to locate another off-road vehicle recreation area in southeastern Idaho. No recreation development is proposed.

2.2.3 Grazing, Agriculture, and Minerals

The following management actions would be taken under Alternative B. Management actions in Alternative A (e.g., prohibition of mineral/material extraction at new sites) would also apply.

Reservoir and River:

- As in Alternative A, renew all agricultural leases, but reevaluate their fair market values to consider modified agricultural practices for increasing the availability of food and cover for upland game birds, especially pheasant. The new lease terms, which would be cooperatively developed with each lessee, would require that leaseholders plant a certain negotiated percentage of the leased field with forage crops or provide other wildlife benefits. No new agricultural leases would be issued.

Reservoir:

- Require and enforce a condition in agricultural leases that no irrigation occur closer than 75 feet from the edge of the shoreline bluff.
- Grazing will be permitted after a grazing management plan is developed, if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers, and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.
- As in Alternative A, renew Bingham County's lease to extract sand and gravel in the McTucker Island Ponds area. The Idaho Department of Transportation (IDOT) has also expressed interest in continuing to obtain resources from this area. However, prior to issuance of a permit by Reclamation for any further expansion of mining operations or initiation of mining on new sites by Bingham County or IDOT, an approved extraction and rehabilitation plan would be required from the lessee(s). The plan would include maps and sections illustrating existing conditions and proposed excavations, an EA, and a mitigation/rehabilitation plan. A commitment to funding full implementation of the plan and subsequent monitoring would be a requirement of the permit. No mineral leasing would be permitted elsewhere around the reservoir.
- Declare as surplus two small parcels in Area 6 in the Willow Bay area which are currently being farmed; these are no longer necessary for project operations or maintenance (see figure 4).

River:

- As in Alternative A, renew the agricultural leases in the Eagle Rock area (Area 8) and on isolated parcels west of Register Rock day-use area. However, as indicated above for the reservoir leases, all agricultural leases would be reevaluated to achieve additional provisions for benefiting wildlife and minimizing damage to cultural resources. No additional agricultural leases would be issued.
- Exclude Reclamation lands from BLM grazing allotments (Areas 3 and 4). Reclamation will work with BLM and affected ranchers along the river to examine other methods of obtaining livestock water.

2.2.4 Management Actions by Area Around the Reservoir

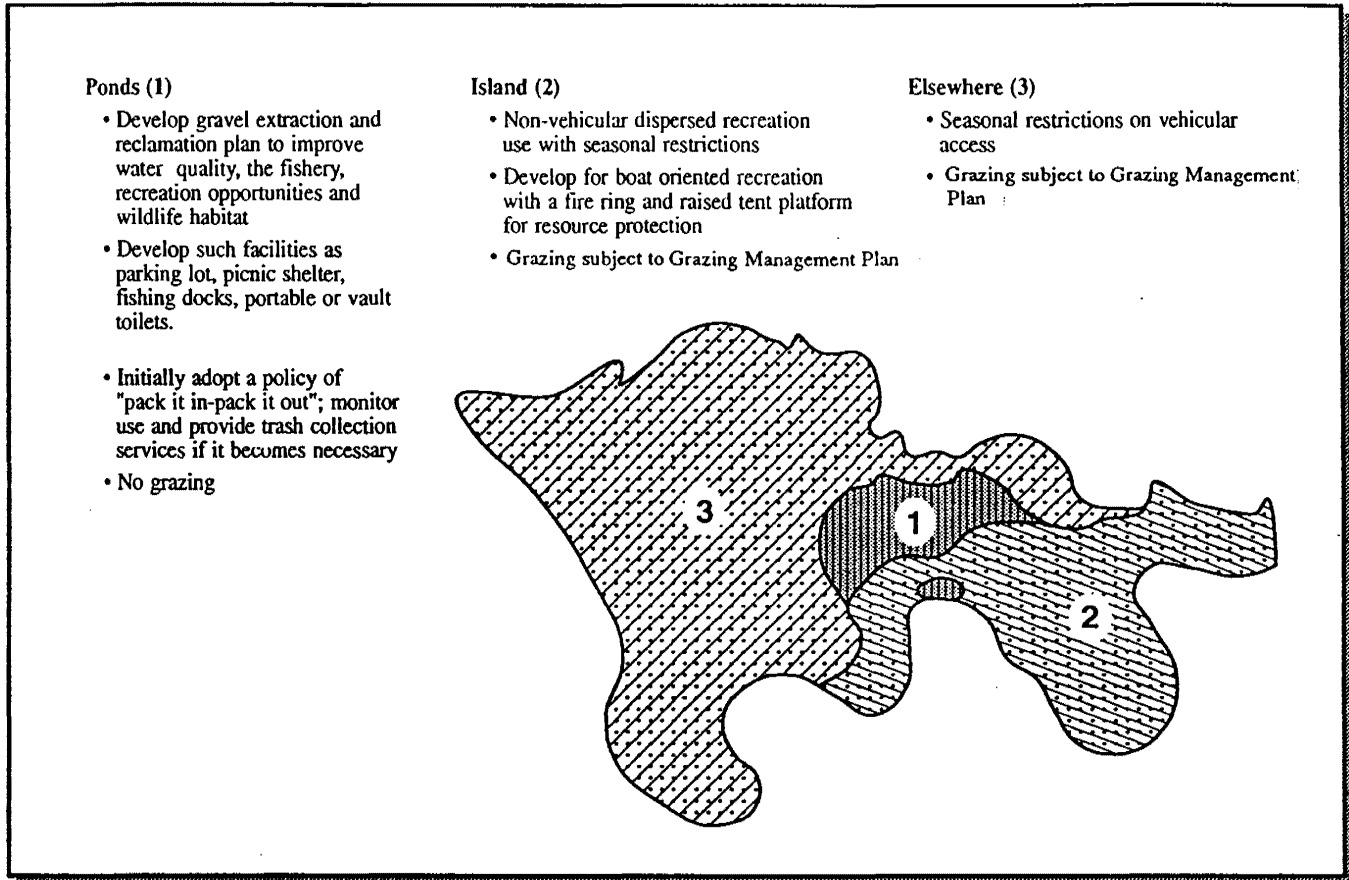
As discussed earlier, a Citizen/Agency work group assisted in development of a consensus alternative for the reservoir area. Following are actions, by specific reservoir location, that are included in the preferred action for the reservoir. The general management actions are included in the earlier discussions, but specific actions for each location are identified here to show more clearly the actions for each area. They are presented beginning at the northeast end of the reservoir and continue counterclockwise. Figures 6 through 9 present the four larger areas of the reservoir that are divided into smaller management areas.

Drawdown Area: Located at the northeast end of the reservoir, this area is exposed annually during the irrigation season. The exposed mudflats are extensively used by shorebirds. A large portion of the drawdown area is leased for grazing.

- No recreation site improvements
- Allow public use but discourage motorized access through public information materials and signage
- Grazing will be permitted after a grazing management plan is developed, if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.
- Priority area for subimpoundments and other wildlife enhancement projects

McTucker Island: The McTucker Island area, located at the northeast end of the reservoir adjacent to the Snake River, includes the island, a complex of gravel excavation ponds, and an expanse of wetlands/mudflats (see figure 6).

McTucker Island Area



Existing Conditions

- Ponds (1):** Heavily disturbed area containing a number of separate ponds where gravel has been removed; ponds are used for recreational purposes. Gravel operation continuing under short term lease
- Island (2):** An area to the southeast of the ponds isolated by McTucker Creek and covered with riparian vegetation and an overstory of cottonwood trees; use is limited to non-vehicular access. Cattle trespass from adjacent lease can occur; Reclamation actively controls this condition
- Elsewhere (3):** Includes a small amount of upland but mostly wetland and drawdown areas, some of which are covered by willows. Access is limited to a few roads; the area has one semi-improved boat ramp

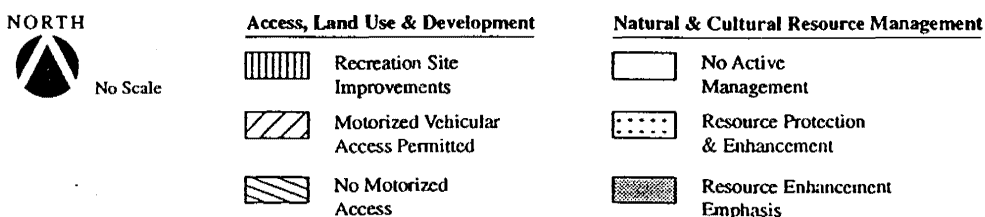


Figure 6
McTucker Island Area

Danielson Creek/Crystal Wasteway: This area is in the Springfield Bottom Lands and is abundant with birds and other wildlife. It is comprised of a wetland/riparian complex.

- No recreation site improvements
- Designate wildlife viewing on maps and encourage this type of use
- Manage motorized access through public information materials and signage
- Grazing will be permitted after a grazing management plan is developed if protection of riparian areas, and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.
- Priority area for subimpoundments and other wildlife enhancement projects

Sterling Wasteway and Smith Springs: Both of these areas are located on the northwestern shore on tributaries to the reservoir. Sagebrush uplands surround small wetland areas. Wetland improvements have been constructed by Reclamation. Road access is not well known. Wildlife is abundant.

- No recreation site improvements
- Designate wildlife viewing on maps and encourage this type of use
- Allow public use but discourage motorized access through public information materials and signage
- Maintain agricultural lease but include enhanced provisions for wildlife benefits
- Enhance wetlands and restore sagebrush uplands in disturbed areas
- Priority areas for additional subimpoundments

Sterling Wildlife Management Area: Managed by IDFG, primarily for pheasant, these non-contiguous parcels contain both wetlands and uplands. Some of the lands are under Reclamation's jurisdiction.

- Reclamation Lands in the Sterling WMA are subject to a cooperative agreement with IDFG. This agreement, including continued management by IDFG, is proposed to continue.

Big Hole: The Big Hole area surrounds the inlet on the northwestern shoreline and is primarily sagebrush uplands. Bingham County manages Sportsman's Park which is located on the inlet (see figure 7).

Little Hole: The Little Hole area exists further southwest of Big Hole. The area is characterized by a mix of uplands, wetlands, pasture, and cropland (see figure 8).

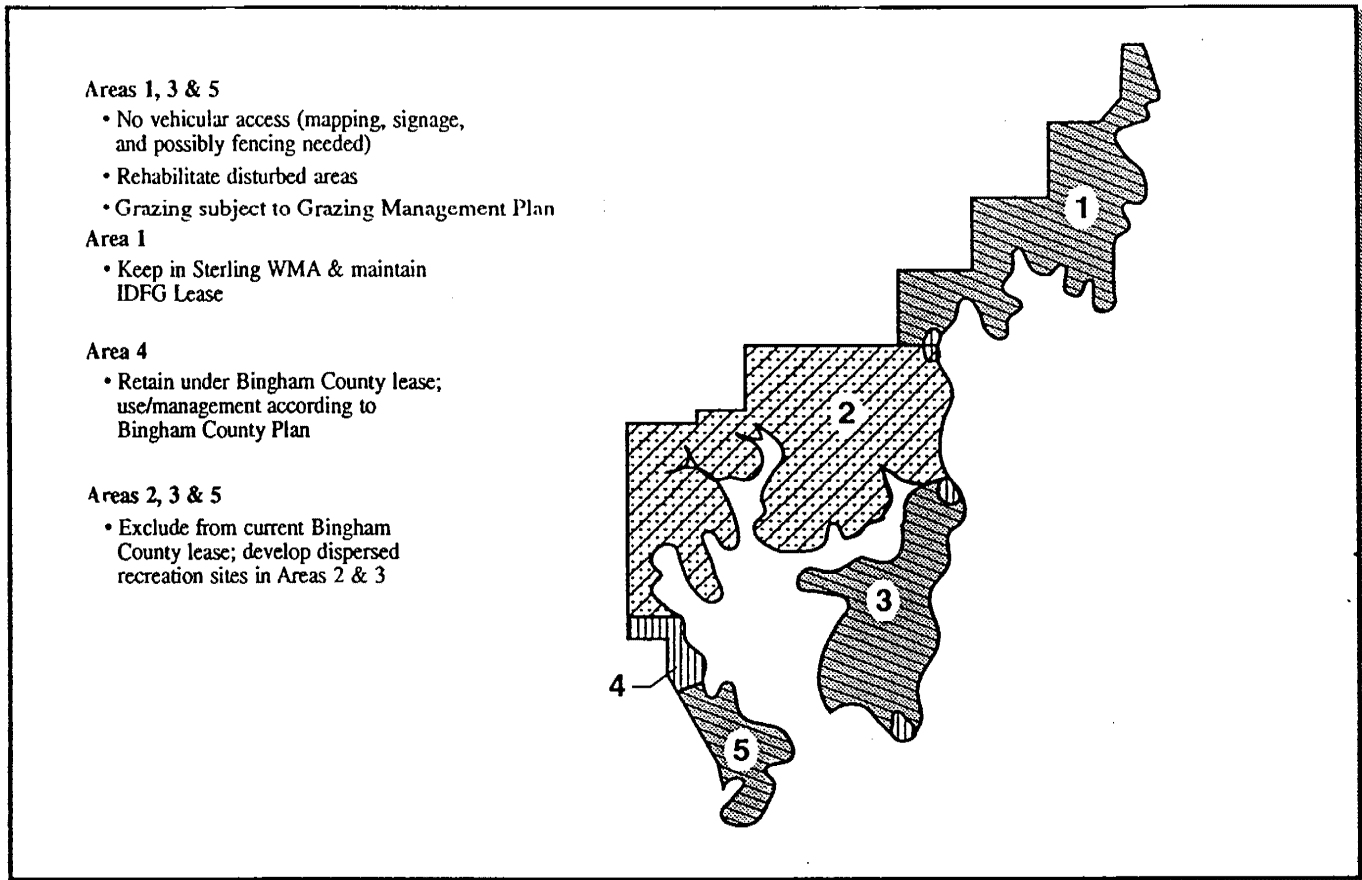
West Bay: This inlet is on the west shore close to the southern end of the reservoir. It has no public road access, but is popular for boating. It is comprised of both wetland and upland habitat.

- Discourage motorized access on land, and continue to allow boating in southern half of the bay.
- Encourage boaters to "pack out" their garbage; monitor use and provide facilities if warranted.
- Restrict boating in the northern portion of the bay for wildlife protection and enhancement (mapping and signage needed).
- Maintain agricultural leases but include enhanced provisions for wildlife benefits and cultural resource protection.
- Grazing will be permitted after a grazing management plan is developed, if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.

Spring Hollow: This small inlet is just off Highway 39 and close to boat launches. For these reasons, and because it has a beach and is generally protected from wind, it is a popular place to boat and picnic. The road access is unimproved and no recreation facilities exist.

- When recreation demand at existing developed sites on the reservoir exceeds available capacity during periods of peak use, improve the road to the area currently receiving high use and develop a small gravel parking lot, and provide sanitary facilities, picnic facilities, and a dock.
- Rehabilitate all remaining disturbed upland areas.

Big Hole



Existing Conditions

Northern (1):	Sagebrush uplands under Sterling WMA IDFG lease; contains popular beaches as well as fishing and waterfowl hunting opportunities; numerous roads and considerable resource damage
Central (2):	Sagebrush uplands under Bingham County recreation lease; numerous access roads to spring-fed tributaries; considerable resource damage
Peninsula (3):	Sagebrush uplands under Bingham County recreation lease; main loop road with shoreline access and OHV use; considerable resource damage
Sportsman's Park (4):	Developed park under Bingham County lease
Southwest (5):	Highly disturbed upland area under Bingham County lease, used by a variety of recreationists

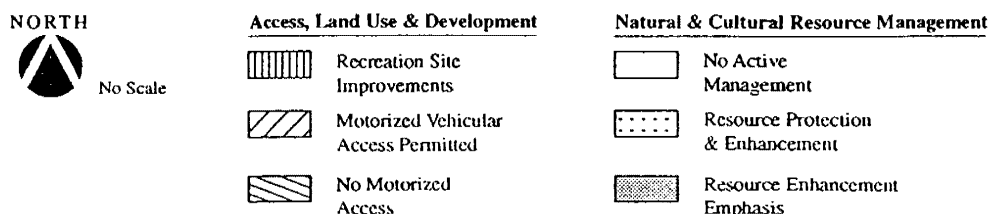
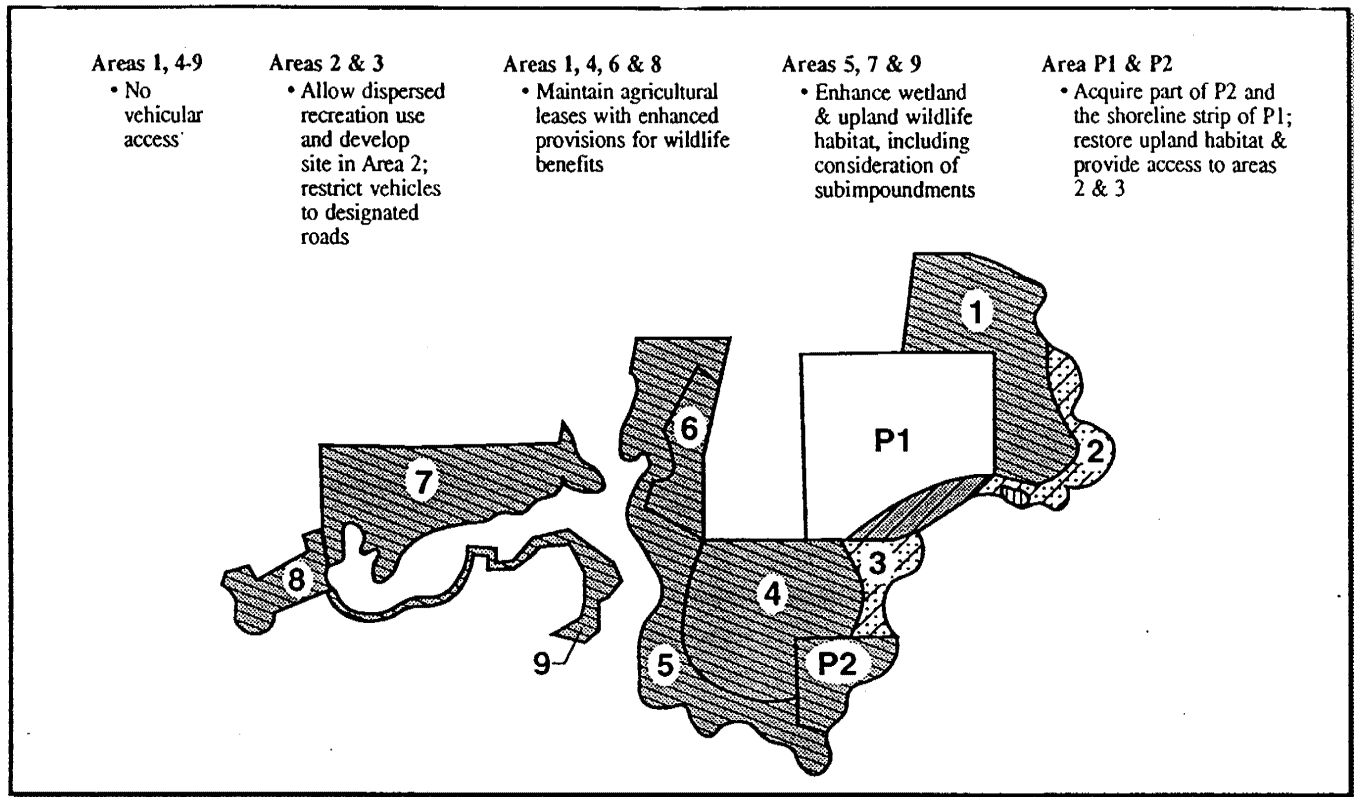


Figure 7
Big Hole

Little Hole



Existing Conditions

- Agricultural Leases (1&4):** Under Sterling WMA IDFG cooperative wildlife agreement; use is cropland with center pivot irrigation
- Shoreline (2&3):** Under Sterling WMA IDFG cooperative wildlife agreement; limited recreation use; poor road conditions; primarily sagebrush uplands; some resource damage
- Shoreline (5&7):** Under Sterling WMA IDFG cooperative wildlife agreement; recreation use for shoreline access; poor road conditions; primarily sagebrush uplands; cattle trespass from adjacent Idaho Department of Lands property; some resource damage
- Agricultural Leases (6&8):** Under Sterling WMA IDFG cooperative wildlife agreement; use is cropland without center pivot irrigation
- Shoreline (9):** Under Sterling WMA cooperative wildlife agreement; sagebrush uplands with limited recreation use and poor access roads; some resource damage
- Parcel (P1):** Private land with IDFG cooperative wildlife agreement; present use is cropland with center pivot irrigation
- Parcel (P2):** Private land with IDFG cooperative wildlife agreement; partly cropland and sagebrush uplands; ownership extends to shoreline with no Reclamation buffer lands; existing dirt roads with shoreline access

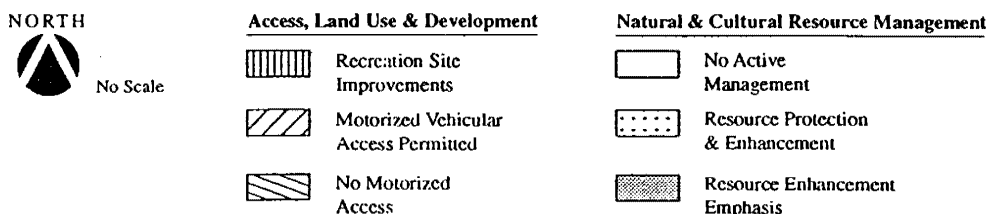


Figure 8
Little Hole

Visitors Center (North Side): This area is managed by Reclamation and contains picnic and parking areas and a boat launch. The boat launch is heavily used, especially when the other three on the reservoir become unusable mid-summer. Sedimentation is a constant maintenance problem.

- Explore the feasibility of constructing a breakwater to minimize sediment deposition across the boat ramp.
- Provide facilities such as additional picnic tables and barbecue grills.
- Upgrade the restroom facility.
- Pave and stripe the parking lot, entrance road, and boat launch.
- Landscape the parking lot and picnic area to reduce wind, provide shade, and minimize the visibility of vehicles from the Visitors Center and Highway 39.
- Install and maintain turf and an irrigation system in the picnic area.
- Place topsoil on the embankments on either side of the boat ramp and hydroseed with native plants/wildflowers.

Visitors Center (South Side): This area is also managed by Reclamation. It is mostly used by anglers late in summer when fish congregate near the dam.

- Develop a small gravel parking lot for 10 to 15 vehicles.
- Provide a one-unit restroom facility.
- Landscape the parking lot to visually screen it from the Visitors Center and Highway 39.
- Landscape the picnic area to provide more shade and wind protection.

Everglades: Located on the southeastern shore, this area is predominantly riparian vegetation. The old American Falls town site is exposed when water levels are abnormally low.

- Provide gravel parking lot, portable toilets and signage interpreting the old American Falls town site at the end of the existing access road.
- Support current efforts of the local chapter of the Historical Society in promoting self-guided tours of the old American Falls town site.

- Accommodate a planned bicycle path connecting Willow Bay Recreation Area with the city of American Falls through this area.
- Allow public use but manage vehicular access through public information materials and signage.
- Maintain agricultural lease but include enhanced provisions for wildlife benefits.
- Restore sagebrush upland habitat on degraded bare lands and enhance wetlands habitat adjacent to the reservoir.

Willow Bay: Willow Bay is located at the southeast end of the reservoir. The area includes a portion of the Willow Bay Recreation Area but most Reclamation land is undeveloped (see figure 9).

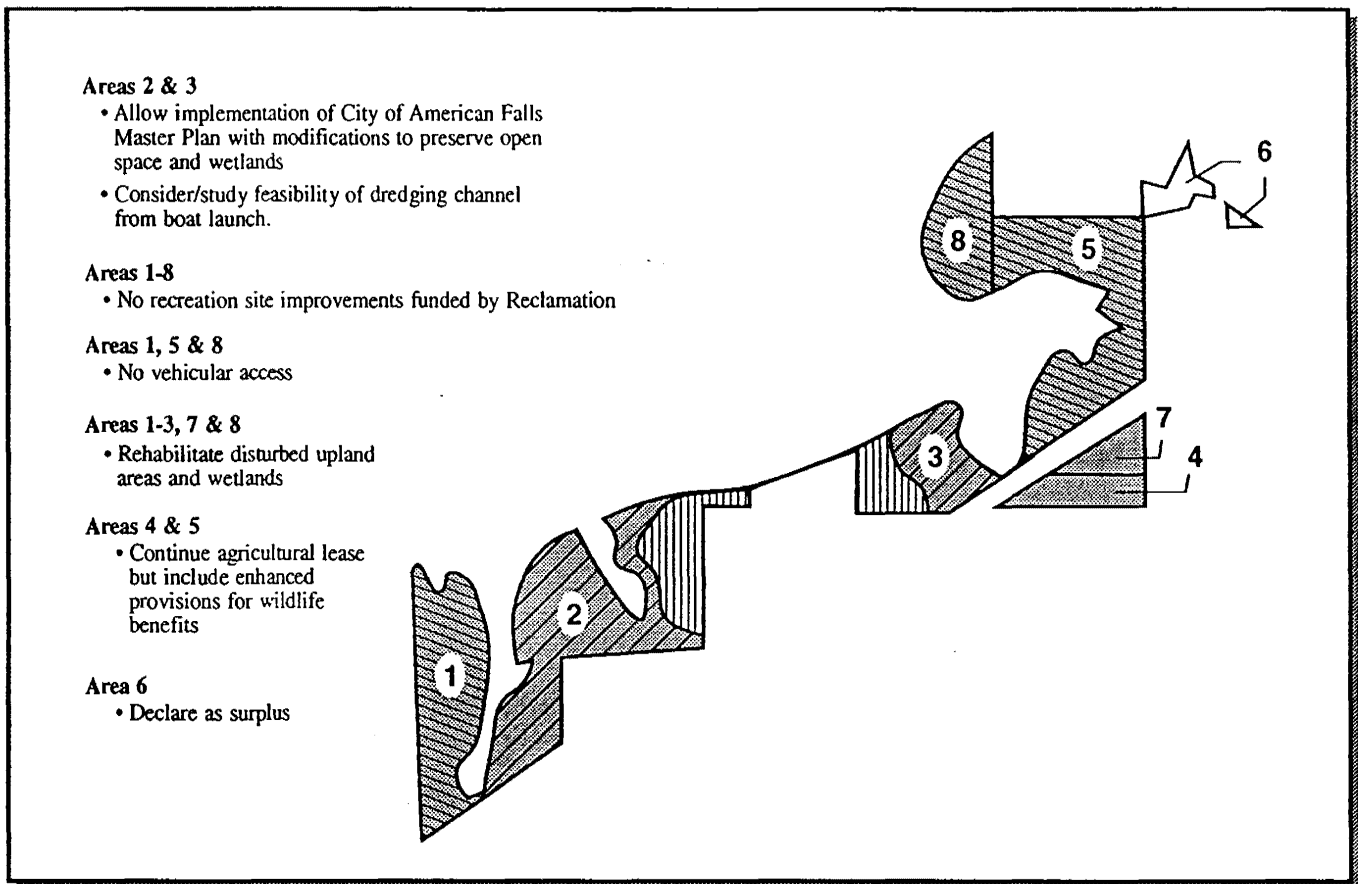
Seagull Bay: This is the most northern inlet on the eastern shore outside of the Fort Hall Indian Reservation. Seagull Bay Yacht Club maintains a marina and RV park under lease from Reclamation.

- Maintain the existing recreation lease.
- Allow public use, but manage vehicular access through public information materials and signage.
- Support lessee's efforts in studying the feasibility of dredging the channel from the boat launch, exclusive of funding.
- Maintain existing agricultural lease, but enforce bluff edge setback and include enhanced provisions for wildlife benefits.
- Restore sagebrush upland habitat on adjacent bluffs and enhance wetlands habitat in the inner bay.
- Acquire additional wetland habitat to the east if feasible.

Narrow Bluffs: These bluffs stretch for long distances along western and eastern shores of the reservoir and are 60 feet in height in some areas. Some lands are leased for agriculture, but other areas are undisturbed grassland and/or sagebrush uplands. Road access is generally limited to private roads.

- No recreation site improvements.

Willow Bay



Existing Conditions

Western Shoreline (1):	Relatively undisturbed upland area
Willow Bay Recreation Area (2 & 3):	Located adjacent to City of American Falls property containing park facilities; Area 2 is mostly undeveloped; in Area 3, boat launch parking lot is somewhat limited by proximity to tributary
Agricultural Leases (4, 5 & 6):	Small areas leased for farming; Area 4 isolated by railroad track
Upland Area (7):	Undeveloped parcel isolated by railroad track
Point (8):	Upland area subject to extensive erosion; isolated from Willow Bay Recreation Area by agricultural land

NORTH



No Scale

Access, Land Use & Development



Recreation Site Improvements



Motorized Vehicular Access Permitted



No Motorized Access

Natural & Cultural Resource Management



No Active Management



Resource Protection & Enhancement



Resource Enhancement Emphasis

Figure 9
Willow Bay

- No vehicular access below the bluff tops.
- Allow public use along the bluff tops but discourage vehicle access through public information materials and signage.
- Maintain existing agricultural leases, but include enhanced provisions for wildlife benefits.

2.3 ALTERNATIVE C (PREFERRED ALTERNATIVE ACTIONS FOR RESERVOIR AND NO MOTORIZED ACCESS ON THE SOUTHEAST SIDE OF THE SNAKE RIVER)

Sections 2.3.1 through 2.3.3 below discuss, by topic, actions that would occur under Alternative C for both the reservoir and river areas. Refer to figure 2 for locations in the reservoir area. Figure 10 shows management strategies and actions for Alternative C for the river area.

2.3.1 Natural and Cultural Resources

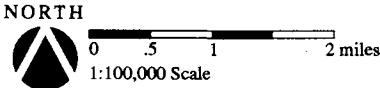
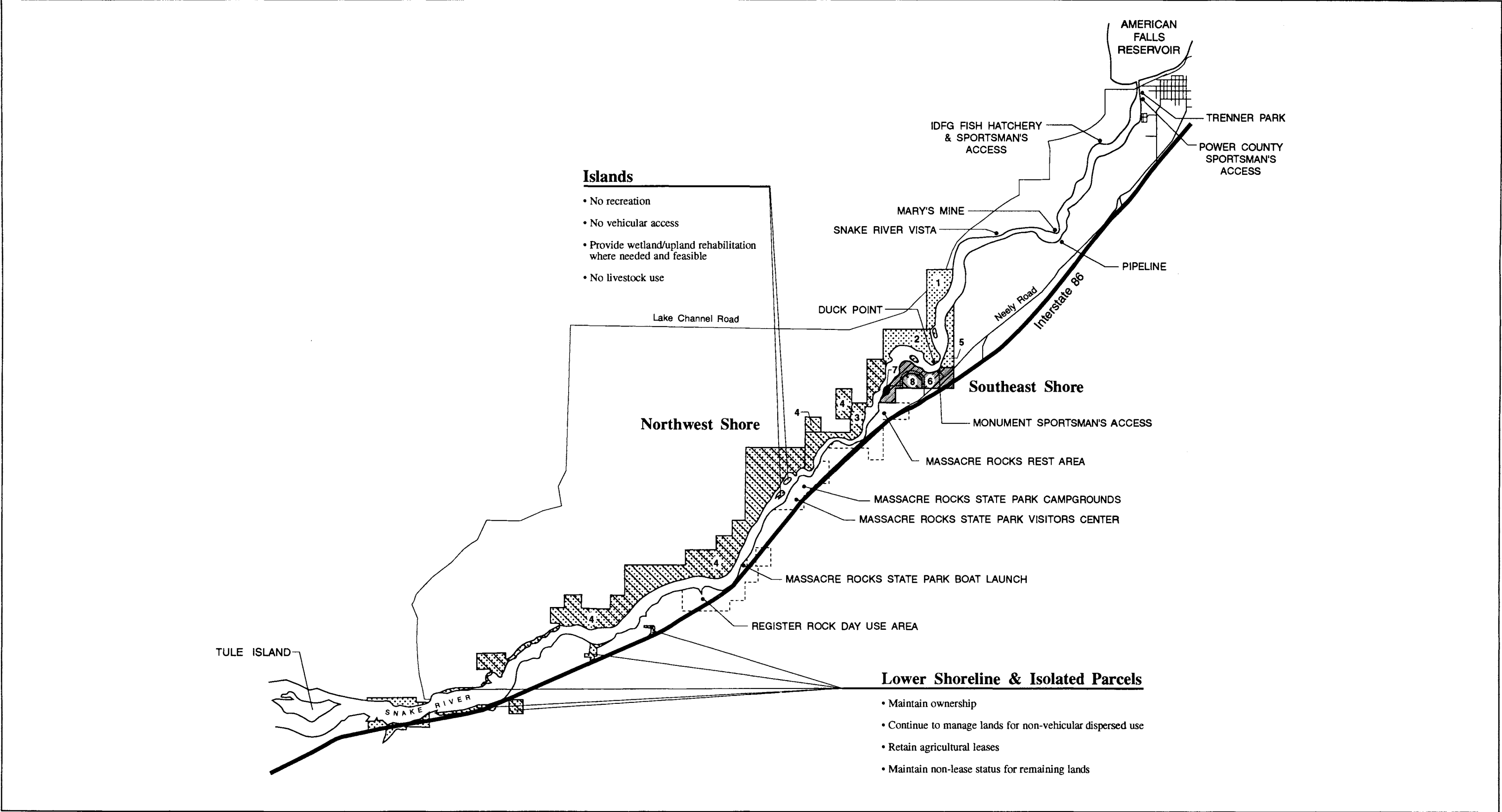
Reservoir: Same as Alternative B.

River: Same as Alternative B, plus:

- Complete a motorized access management plan prior to allowing vehicle use of Areas 6 and 7. This vehicle plan will be completed in conjunction with the CRMP.
- If monitoring of use and its effects upon archeological sites indicate that recreational or motorized use is causing increasing and unacceptable damage to sites, then part or all of Areas 6 and 7 may be closed. If enforcement and monitoring indicate that users are not respecting requirements to remain on designated roads, then the use privilege would be revoked and the area would be closed and managed for cultural resources consistent with actions defined for Alternative B.
- As in Alternative B, reevaluate/renegotiate the existing IDFG wildlife management lease in Areas 2, 3, 5, 6, 7, and 8 with provisions that IDFG assist in implementing Alternative C's proposals and continue management of hunting and fishing activities.

2.3.2 Recreation and Access

Reservoir: Same as Alternative B.



- Access, Land Use & Development**
- No Motorized Access Unless Otherwise Indicated
 - Limited Motorized Access
 - Grazing (Northwest Side) / Agriculture (Southeast Side) Permitted
 - Proposed Recreation Site (Area 7)

- Natural & Cultural Resource Management**
- Resource Protection & Enhancement
 - Resource Enhancement Emphasis

Figure 10
Alternative C
No Motorized Access - Northwest Side /
Limited Motorized Access - Southeast Side
River

River: Same as Alternative B, except:

- Allow motorized access only in Area 6, limited to designated roads and trails (a change in current policy). Access to the existing Monument Sportsman's Access and to the Area 7 recreation site would be improved. Proper drainage and control of agricultural runoff (from Area 8) would be established. Designated access would be identified by signage and on public information brochures. All other areas would remain closed to vehicular access and would be managed as described for Alternative B.
- Develop a new recreation site in Area 7 in the Eagle Rock area on the southeast side of the river. Development would formalize existing use of this area. Proposed facilities include a semi-improved campground with a gravel graded road, tables, fire rings, vault toilets, a day use area with picnic tables and barbecue grills, boat ramp, docks, and landscaping. The site would be connected by foot trail to the Register Rock rest area and Massacre Rocks State Park to the south and to the existing sportsman's access point in Area 6 to the east. The location and scope of development and use in Areas 6 and 7 would be consistent with cultural resource site protection requirements.

2.3.3 Grazing, Agriculture, and Minerals

Reservoir: Same as Alternative B.

River: Same as Alternative B, except:

- Formalize by permit those portions of BLM grazing allotments which currently extend onto Reclamation lands (Areas 3 and 4). Actions to eliminate or reduce any significant impact from grazing on natural or cultural resources, such as boundary surveys, fencing, or the provision of alternative water supply locations away from the river, would be implemented as grazing permit requirements. Also, Reclamation would revise its cooperative rangeland management agreements with BLM to manage grazing on Reclamation lands under such provisions as Reclamation may deem necessary. Grazing management practices would be based on consideration of the following factors: allotment-specific management objectives; resource characteristics (including vegetation, soil, and water availability); range improvements and treatments; operator needs; potential for effect on significant cultural resources; implementation costs, taking into account operator contributions and agency funding capability; and reducing effects on land and cultural resources.
- Following implementation of the management agreements Reclamation, in cooperation with BLM, would conduct necessary studies to evaluate the effects of livestock grazing and to assist in determining future stocking rates. Other studies, such as recreation, wildlife, and cultural resources management, may also be conducted that may affect

livestock grazing. Changes due to new range management practices would be monitored to evaluate the effectiveness of management changes in meeting stated objectives. Livestock use adjustments could be modified during the implementation period based upon information provided by ongoing monitoring.

2.4 ALTERNATIVE D (PREFERRED ALTERNATIVE ACTIONS FOR RESERVOIR AND DESIGNATED VEHICLE USE AREAS ON THE NORTHWEST SIDE AND LIMITED MOTORIZED ACCESS ON THE SOUTHEAST SIDE OF THE SNAKE RIVER)

Sections 2.4.1 through 2.4.3 below discuss, by topic, actions that would occur under Alternative D for both the reservoir and river areas. Refer to figure 2 for locations in the reservoir area. Figure 11 shows Alternative D management strategies and actions for the river area.

2.4.1 Natural and Cultural Resources

Reservoir: Same as Alternative B.

River: Same as Alternative C, plus:

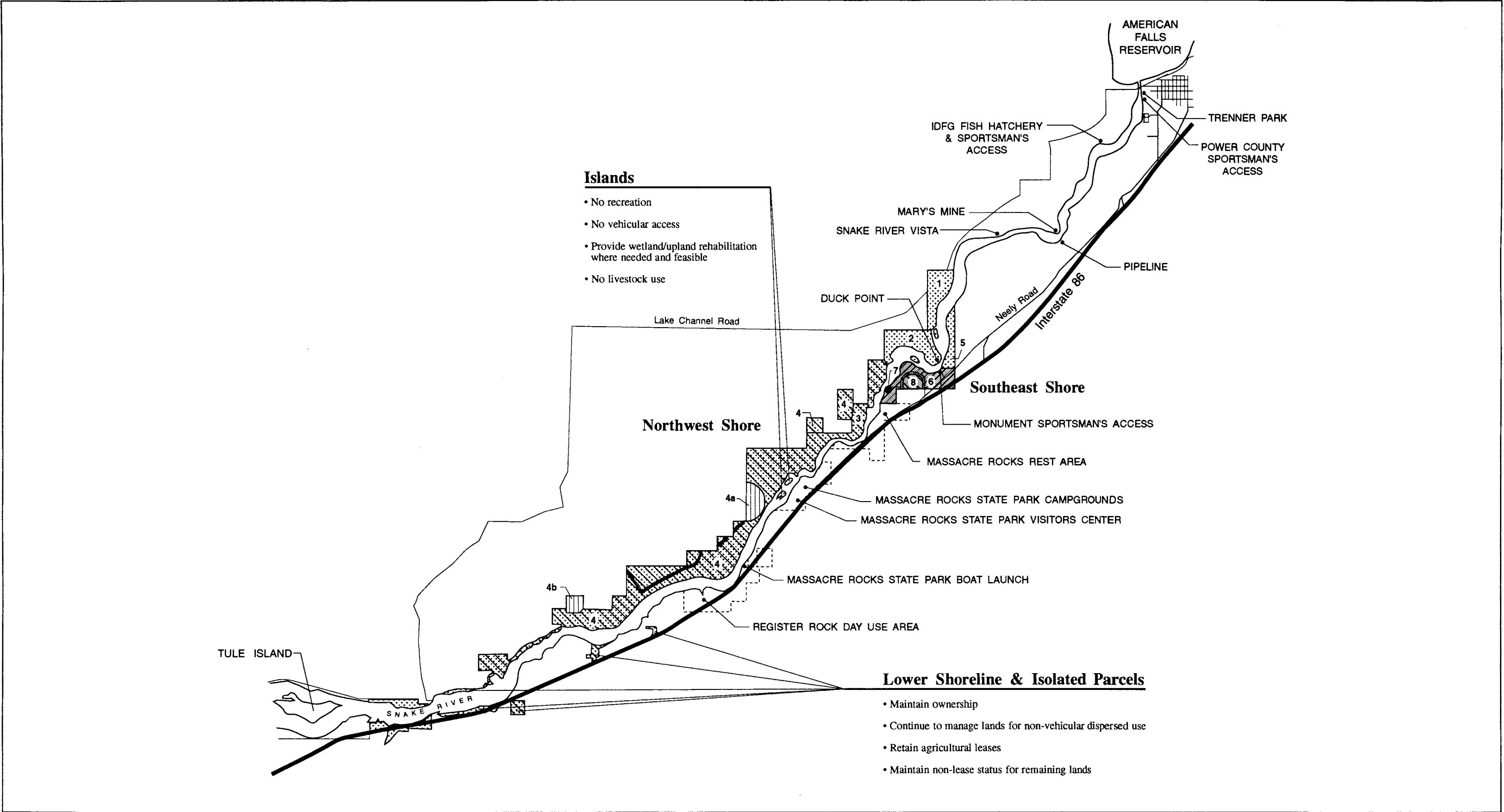
- Complete a motorized access management plan prior to allowing vehicle use on any designated use areas and trails. This vehicle plan will be completed in conjunction with the CRMP.
- If monitoring of motorized use and its effects upon archeological sites indicate that use is causing increasing and unacceptable damage, then the use areas or a portion of the use areas may be closed. If enforcement and monitoring indicate that vehicle users are not respecting requirements to remain in or on designated areas or trails, then the use privilege would be revoked, and the area would be managed consistent with Alternative B.

2.4.2 Recreation and Access

Reservoir: Same as Alternative B.

River: Same as Alternative C, except:

- Designate Areas 4a and 4b on the northwest side of the river (figure 8) as motorized vehicle recreation areas, with a designated trail connecting them through Area 4 (a change in current policy). The vehicle recreation areas comprise approximately 80 acres of Reclamation land, and the trail through Reclamation land is 2.5 miles in length. Motorized access to these areas and onto the trail would be through adjacent BLM lands to the north which are open to vehicular access. All other areas on the northwest side would remain



NORTH

0 .5 1 2 miles

1:100,000 Scale

Figure 11

Alternative D

Designated Vehicle Use Areas - Northwest Side / Limited Motorized Access - Southeast Side River

closed to motorized access and would be managed accordingly. Specific area designation and trail location are subject to the motorized access plan and CRMP.

- Motorized recreation areas and trails would not be located in areas possessing unique natural, wildlife, historic, cultural, archeological, or recreational values unless Reclamation determines that these unique values would not be adversely affected. Reclamation would monitor the effects of motorized use on its lands on an annual basis and amend or rescind designations or areas, or take other actions as necessary to further Reclamation policy.

2.4.3 Grazing, Agriculture, and Minerals

Reservoir: Same as Alternative B.

River: Same as Alternative C.

2.5 ALTERNATIVE E (PREFERRED ALTERNATIVE ACTIONS FOR RESERVOIR AND LIMITED MOTORIZED ACCESS ON DESIGNATED TRAILS AND ROADS ALONG BOTH SIDES OF THE SNAKE RIVER)

Sections 2.5.1 through 2.5.3 below discuss, by topic, actions that would occur under Alternative E for both the reservoir and river areas. Refer to figure 2 for locations in the reservoir area. Figure 12 shows Alternative E management strategies and actions for the river area.

2.5.1 Natural and Cultural Resources

Reservoir: Same as Alternative B.

River: Same as Alternative D.

2.5.2 Recreation and Access

Reservoir: Same as Alternative B.

River: Same as Alternative C, except:

- Permit motorized access on the northwest side of the river (also changing current policy). Motorized vehicle use would be managed; management would include restricted use on designated roads, trails, and recreation use areas and selected closures and rehabilitation. Some areas currently used for vehicular recreation would remain closed in order to protect cultural or other resources.

- Reclamation would locate areas and trails open to motorized use to minimize the potential hazards to public health and safety (other than the normal risks involved in motorized use); minimize damage to cultural, watershed, vegetation, or other resources of Reclamation lands; minimize harassment of wildlife or significant disruption of wildlife habitats; minimize conflicts between motorized use and other existing or proposed recreational uses on or adjacent to Reclamation lands; and ensure compatibility of uses with existing conditions in nearby recreation areas.
- A motorized access management plan would be prepared in conjunction with the CRMP. Access would not be permitted until completion of the motorized access management plan.

2.5.3 Grazing, Agriculture, and Minerals

Reservoir: Same as Alternative B.

River: Same as Alternative C.

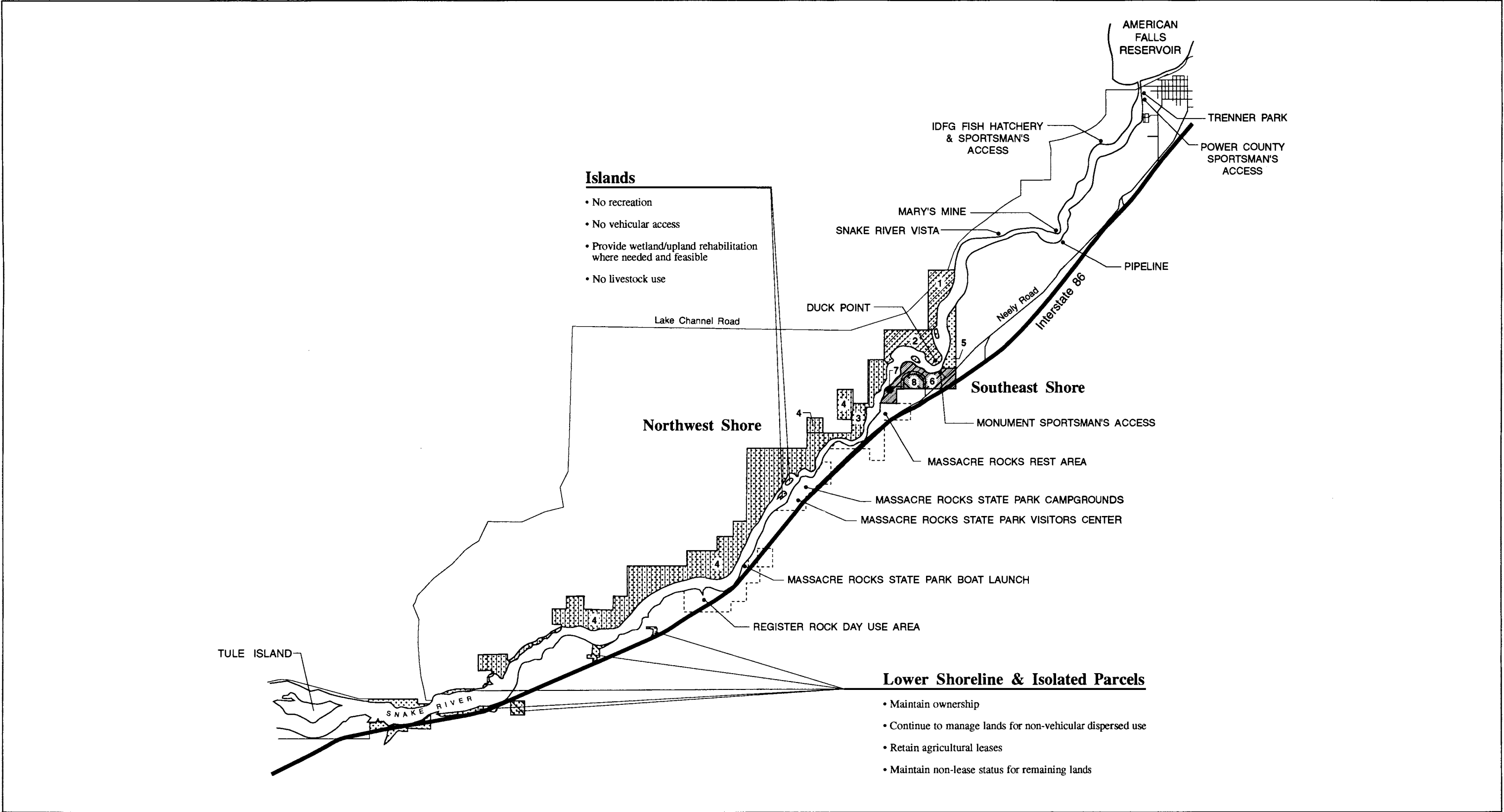


Figure 12
Alternative E
Limited Motorized Access on Designated
Trails & Roads Along Both Sides of the Snake River
River

CHAPTER 3: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

Table 3
Effects of Alternatives After Mitigation

Affected Resource							
	Alternative A: No Action		Alternatives B, C, D, E (Reservoir) (Preferred Alternative for Reservoir)	Alternative B (Preferred Alternative for River)	Alternative C (River) No Motorized Access (NW) Limited Motorized Access (SE)	Alternative D (River) Designated Vehicle Use Areas (NW) Limited Motorized Access (SE)	Alternative E (River) Limited Motorized Access (Both Sides of the River)
	(Reservoir)	(River)					
Water Quality	Reduced turbidity/reservoir sedimentation (1) but less than Alt. B	Reduced turbidity (2)	Reduced sedimentation, contaminants (1, 3); Decreased nutrient loadings (4); Short-term localized turbidity (5)	Reduced sedimentation (2, 6), nutrient loadings (4)	Similar beneficial impacts as Alt. B (2, 4, 6)	Similar beneficial impacts as Alt. B (2, 4, 6)	Similar beneficial impacts as Alt. B (2, 4, 6)
Soils	Reduced soil erosion (1) but less than Alt. B	Reduced soil erosion (2), but localized soil compaction/loss (7)	Reduced soil erosion (1, 3); Vegetation recovery (2, 4, 6); Minor short-term soil disturbance (5)	Reduced soil erosion; Vegetation recovery (2, 4, 6)	Localized soil erosion (5, 9); Similar beneficial impacts as Alt. B (2, 4, 6, 8)	Localized soil erosion (5, 9); Similar beneficial impacts as Alt. B (2, 4, 6, 8)	Greatest potential for localized soil erosion (9); Similar beneficial impacts as Alt. B (4, 6, 8)
Vegetation, Wildlife, and Fish Resources	Continued vegetation damage, wildlife disturbance, habitat degradation (7, 11)	Vegetation recovery; Improved habitat diversity (2)	Vegetation enhancement; Wildlife habitat protection; Improved habitat diversity (2, 3, 4, 10)	Similar beneficial effects to Alt. A (River) (2, 4, 6)	Southeast: Localized wildlife disturbances (5, 9); Northwest: Similar beneficial impacts as Alt. B (2, 4, 6)	Same as Alternative C (River)	Southeast: Localized wildlife disturbances (5, 9); Northwest: Greatest potential for wildlife disturbances (9); Similar beneficial impacts as Alt. B (2, 4, 6)
Threatened & Endangered (T&E) Species	Potential conflicts with recovery and maintenance of T&E species (11)	Reduced conflicts with recovery and maintenance of T&E species (2)	Increased T&E species habitat protection (2, 4, 6)	Same beneficial effects as Alt. B (Reservoir) (2, 4, 6)	Same beneficial effects as Alt. B (Reservoir) (2, 4, 6)	Same beneficial effects as Alt. B (Reservoir) (2, 4, 6)	Greatest potential for wildlife disturbance (9); Similar beneficial impacts as Alt. B (2, 4, 6)
Cultural Resources	Continued damage to archeological sites (1, 5, 7, 9, 11, 14)	Increased protection of archeological sites (2, 6) and tribal traditional values; continued damage to archeological sites on agricultural leases (14)	Continued damage to archeological sites (1, 3, 5, 8, 9, 13, 14)	Same protection of archeological sites and traditional values as Alternative A (2, 4, 6); continued damage to archeological sites on agricultural leases (14)	Significant damage to archeological sites (5, 9) on southeast side. Protection of northwest side resources (2, 6); continued damage to archeological sites on agricultural leases (14)	Significant damage to archeological sites (5, 9) on southeast side. Partial protection northwest side (2, 6); continued damage to archeological sites on agricultural leases (14)	Greatest damage to archeological sites and tribal traditional values (5, 9); continued damage to archeological sites on agricultural leases (14)
Recreation	Uncoordinated response to recreation demand (11)	Both Sides: no motorized access for dispersed recreation (2)	Increased recreation opportunities/capacity to accommodate demand (5, 8, 12)	One road designated for motorized vehicle use on SE side	Southeast: Increased/improved recreation opportunities and allowed motorized access (5, 8, 9, 12); Northwest: Same as Alternative A (River)	Southeast: Same as Alternative C (River); Northwest: Same as Alternative A (River)	Southeast: Same as Alternative C (River); Greatest potential for user conflicts (9); Potentially accommodates motorized/OHV and related uses
Noise	No impacts identified	Decreased noise levels (2)	No impacts identified	Same beneficial effects as Alt. A (River) (2)	Same beneficial effects as Alt. A (River) (2)	Increased potential for noise conflicts (9)	Greatest potential for noise conflicts (9)
Visual Quality	Reduced visual quality (11)	Improved visual quality (2)	Visual resources protection and enhancement (2, 4, 6)	Same beneficial effects as Alt. B (Reservoir) (2, 4, 6)	Similar beneficial impacts as Alt. B (2, 4, 6)	Potential visibility of vehicle use areas (9); Similar beneficial impacts as Alt. B (2, 4, 6)	Least protection to visual resources (9)
Agriculture, Grazing, and Mining	Continuation of existing uses	Same as Alt. A (Reservoir)	Extraction and reclamation plan for existing sand and gravel operation; grazing Management plan required	Grazing suspended; Need to obtain new livestock water source	Grazing continued	Same as Alternative C	Same as Alternative C

Effect Resulting From:	(1) Shoreline Erosion Control Projects	(3) Tributary/Reservoir Impoundments and Wetland Restoration Actions	(5) Developed Recreation Facilities	(7) Unmanaged Cattle Access	(9) Permitted Motorized Vehicle Access	(11) Minimal Coordination/ Management of Uses	(13) Sand and Gravel Extraction
	(2) Enforced Full or Partial Closures to Motorized Vehicle Access	(4) Grazing Restrictions/Management	(6) Rehabilitation of Closed Roads and Other Disturbed Areas	(8) Improved Road Access (Reservoir & Southeast Side of River)	(10) Wildlife Benefits as Part of Agricultural Leases	(12) Wildlife and/or Cultural Resources Interpretation/ Viewing Facilities	(14) Continuation of existing agricultural use

CHAPTER 3: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

This chapter describes the existing environment in the project area and evaluates the impacts of implementation of the alternatives. Depth of analysis corresponds to the amount of potential environmental impact. Where the alternatives have the same impact on the same resource component, analysis is given for only the first action alternative (Alternative B) in order to eliminate redundancy. Table 3 provides an overview of the impacts of the alternatives after mitigation. The following resources were considered but are not expected to be affected by the alternatives: climate, geology, topography, air quality, and socioeconomics. Therefore, they will not be discussed further.

Resource exhibits referenced in this chapter are in Appendix F.

It should be noted that without an RMP (Alternative A, No Action), there could be a lack of coordination of the interagency activities identified in Section 1.5. This fact could have implications (not possible to assess) in such areas as hydrology and water quality, soil erosion, vegetation, fish and wildlife, and cultural resources.

3.1 HYDROLOGY AND WATER QUALITY

3.1.1 Affected Environment

Hydrology

Reservoir: Total water inflow to the reservoir is about 5.8 million acre-feet/year. Contributions include the Snake River (3.5 million acre-feet/year), Portneuf River (194,000 acre-feet/year), ungauged tributaries (109,000 acre-feet/year), ground-water discharge (1.9 million acre-feet/year), precipitation (50,000 acre-feet/year), and return flow from irrigation canals (65,000 acre-feet/year) (Low and Mullins as cited in FWS, 1993). Refill in the reservoir begins in October and continues through early spring. Irrigation use of the water can begin anytime between mid-April and June, and drawdown starts as irrigation demand exceeds inflow. During years of below normal precipitation, as occurred from 1987 through 1991, reservoir drawdowns are more severe than the long-term average (51 percent of the total maximum storage). Water is stored for later use for approximately 4 months during a year. Evaporation from the reservoir is estimated to be about 180,000 acre-feet/year, or 38 inches/year (Kjelstrom as cited in FWS, 1993).

River: The 12-mile reach of river below American Falls Reservoir sustains extensive flow fluctuations during an irrigation year before reaching the influence of Lake Walcott, the reservoir formed behind Minidoka Dam. The discharge from American Falls Dam is measured immediately downstream at the Neeley Gauge, which is operated by the U.S. Geological Survey. The flow record at Neeley Gauge is complete for the period 1906 to the present. Flows are maintained at 300 cfs during the fall and winter period when refill occurs. As a fisheries and wildlife mitigation feature for rebuilding the dam in 1979, flows have not been reduced below

300 cfs. The mean annual flow below the dam at Neeley is 7,339 cfs. Higher flows correspond in time with irrigation deliveries (April/May through September/October) and lower flows correspond with filling operations during the balance of the year. Flows approaching 30,000 cfs occur during high snowpack years. During normal years, maximum flows are in the 6,000 to 13,000 cfs range during the irrigation season.

Water Quality

Reservoir and River: Eutrophication (the rapid aging of an aquatic system, which is associated with high levels of nutrients, abundant algal growth, and higher water temperatures) and contaminants associated with irrigation drainage are problem areas for water quality in the reservoir. For the reservoir area, eutrophication-related pollution is at least as important as contaminants. The Portneuf River has been identified as a major source of pollution through high concentrations of ammonia and orthophosphates, the main constituents of industrial fertilizer. Once in the reservoir, these act as a nutrient source for blue-green algae with a consequent acceleration of the eutrophication process (Heimer, 1989). The primary sources of these nutrients are believed to be the FMC and J. R. Simplot facilities east of the reservoir. EPA is investigating these facilities. Eutrophication factors combine to restrict trout habitat to approximately 30 percent of the reservoir on average and in summer to only 4 percent of the maximum reservoir pool (BioSystems Analysis, Inc, 1992).

Low dissolved oxygen levels are associated with the collapse of the strong growth of algae in the late summer. Cloud cover or late summer rainstorms reduce the available sunlight, and phytoplankton become consumers, rather than producers, of oxygen and drive the levels down. Dissolved oxygen is a principal determinant of fish habitat and is especially limiting for game fish. Trout, for example, require a dissolved oxygen content greater than 5 mg/l (milligrams per liter). If it falls below this, the trout become stressed. At 3.5 mg/l, they will die. Based on a 1983 agreement between Idaho Power Company, the Idaho Department of Health and Welfare, and the EPA, Idaho Power is committed to monitor and maintain dissolved oxygen at and downstream of the American Falls Powerplant to protect fisheries. Dissolved oxygen and temperature are monitored daily, and monthly reports are provided to the above parties, as well as to Reclamation and IDFG. Aerators just below the dam are turned on before critical dissolved oxygen levels are reached.

Investigations of fish and birds at the reservoir have indicated that mercury and selenium concentrations exceeded human health standards, and that mercury and selenium might be biomagnifying in the food chain (Low and Mullings, 1990). The origin of the selenium may be in various rocks south and southeast of the reservoir containing naturally occurring concentrations many times greater than those in the continental crust (the origin of the mercury is unknown). Also of concern is p,p-DDE (a dehydrochlorinated derivative of DDT) residues found in water bird eggs. In addition, periodic botulism-related die-offs of water birds have been known to occur (Low and Mullins, 1990).

When drawdown is greatest in low rainfall years, water turbidity in the reservoir can also be a problem. The rivers which feed the reservoir and ground-water tributaries cut channels through the reservoir bottom, causing the water to become sediment-laden and murky before passing through the dam. Grazing in upland and riparian areas and motorized vehicle use, both around the reservoir (e.g., Big Hole) and in a few downstream areas, have contributed to a loss of vegetative cover and increases in erosion; these factors may add to the sediment being washed into the reservoir and river (BioSystems, 1992).

3.1.2 Environmental Consequences

Alternative A (No Action)

Reservoir and River: Water quality impacts would continue through existing sources. Some improvement in terms of contaminant and turbidity concerns would result from wetland enhancement and shoreline erosion control projects at the reservoir but would be less than that achieved with any of the other alternatives. Enforcement of existing closures in the downstream area to motorized vehicular use may result in a benefit to water quality, primarily by eliminating a cause of erosion. With unmanaged cattle access to wetland and riparian areas, damage to vegetation and erosion would continue resulting in possible sediment runoff along the reservoir and river.

Reservoir: Because changes in reservoir operations are not a part of this study, existing eutrophication and dissolved oxygen concerns would remain unchanged. Potential sediment removal in the channels from the boat launches at the Willow Bay Recreation Area and at Seagull Bay (to increase the seasonal access of boats to open water) would create minor and localized, short-term turbidity.

Alternative B (Preferred Alternative)

Reservoir: Because reservoir operations would not be affected, existing eutrophication and dissolved oxygen concerns would remain unchanged. However, water quality would be slightly improved by implementing the proposed wetland development projects. The growth of vegetation would reduce (through filtration) the amount of sediments, contaminants, and nutrients in streams and irrigation flows prior to entering the reservoir. Management of livestock grazing through development of a grazing management plan will help increase vegetative cover with a resultant decrease in sedimentation from water runoff. The shoreline erosion control program would decrease sedimentation (see Section 3.2 below).

Proposed recreation facilities in the McTucker Island area and in Spring Hollow would cause minor short-term soil disturbance near construction sites. Construction of a breakwater at the Visitors Center boat ramp would cause minor and localized, short-term turbidity. Required permits would be obtained prior to construction.

River: Enforcement of existing closures to motorized access in the downstream area (except to Monument Sportsman's Access) would reduce erosion and in turn may, to some extent, reduce river sedimentation and improve water quality. Eliminating grazing on the northwest side of the river would reduce nutrient loadings and siltation in the river and prevent loss or damage to wetlands and riparian areas which help filter sheet erosion.

Alternative C (Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Impacts would be the same as Alternative B.

River: Impacts would be similar to Alternative B on the northwest side of the river. Management of dispersed use on the southeast side of the river by directing vehicular access along designated roads would protect water quality by minimizing erosion resulting from motorized use.

Alternative D (Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Restricting motorized vehicular access to designated areas away from the river, enforcing the existing closure of the remaining area to motorized access, and allowing damaged areas to recover may have a beneficial effect on water quality by preventing erosion close to the river. Impacts on the southeast side of the river would be the same as Alternative C.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River).

Reservoir: Same as Alternative B.

River: This alternative may have the greatest potential to degrade water quality due to the potential extent of motorized vehicular trails and use areas. However, development of a vehicle access management plan, in conjunction with preparation of the CRMP and enforcement of appropriate controls to prevent further deterioration to damaged use areas and trails, would result in an improvement over existing conditions, with beneficial water quality impacts.

3.1.3 Mitigation

All Alternatives (A-E)

Reclamation would cooperate with other Federal agencies to investigate the quality and quantity of surface and subsurface return flows and the potential effects on human health, fish, and wildlife.

See also Mitigation Measures for soil erosion, below.

All necessary water quality permits would be obtained prior to construction.

Action Alternatives (B-E)

Reclamation would work cooperatively with other agencies to monitor water quality to determine the extent to which agricultural practices and recreational use of Reclamation lands may be contributing to water turbidity and poor water quality in general.

3.1.4 Residual Impacts

Only minor negative environmental impacts on water quality from any of the alternatives remain.

3.2 SOIL EROSION

3.2.1 Affected Environment

Reservoir: Shoreline erosion at the reservoir ranges from nonexistent to severe (6 feet plus per year), depending upon the height of the shoreline bluffs, the composition of the soil profile and the direction of storm winds. Shoreline retreat has generally been caused by wind erosion of the sand layers, undercutting of the bluffs by wave action during storms, shrinking and swelling of the soils and subsequent shearing of clay layers, erosion due to rain and snowfall, and erosion due to irrigation of farmland abutting the edge of the bluffs. Shoreline sloughing in the past has resulted in the loss of prime farmland and wildlife habitat, has lowered water quality, and created an unsightly shoreline. Localized erosion due to grazing and motorized vehicle use has also occurred, especially on the northwest shore (e.g., Big Hole) and the upstream end in boggy areas near the shoreline.

In 1980, Reclamation and water users (spaceholders) embarked on a program to prevent shoreline erosion by structural means (such as riveted riprap), vegetation plantings, and land acquisition. The following priorities for erosion control projects and land acquisition have been based primarily on erosion rates and land ownership:

1. Lands where the reservoir has eroded onto private lands and points where control projects would protect a larger stretch of shoreline.
2. Lands where reservoir erosion onto private lands is probable within the next 5 years.
3. Lands where reservoir erosion onto private lands is probable in more than 5 years.

Some of the highest priority areas that will receive attention for erosion protection in the next 5 years are on the east side of the reservoir, including a significant portion of the Fort Hall Indian Reservation, south of the Portneuf River.

River: Downstream from the reservoir, the Snake River flows through an ever deepening canyon. The banks become steeper until the river runs between two basalt walls. The cliffs on the northwest side of the river rise to 225 feet, although the southeast bank cliffs rarely rise more than 100 feet above the water. Further downstream, the basalt walls retreat, becoming smaller and more removed from the water.

Soils along the downstream river area are soft, fragile, sandy sediments, with widespread dune fields. Motorized access on the northwest side of the river has resulted in rutting and churning of the soils. Several well-established unimproved roads in the area appear to carry the bulk of vehicles. These roads have become quite entrenched and are subject to severe rutting and localized damage. Where these dirt roads cross dunes, the soil has been very deeply churned. When the dunes are dry, the soil within the road can become too soft to cross. Consequently, users have been forced to leave the established track and parallel the road until past the dune fields. This is causing a widening band of disturbance through the dune fields and is leading also to increased dune destabilization and soil erosion.

Soils are also being subjected to damage by motorized vehicle use including motorcycle, all-terrain vehicle, and off highway vehicle (OHV) users who generally do not stay on the established roads. These uses have created a braided complex of trails that reach nearly all areas on the northwest side. Vegetation has been eliminated from the trails, and many are rutted deeply into the sandy soil. Highly disturbed, deeply churned soils can be observed where motorized vehicle users climb dunes along the basalt cliffs or race in circles in the dune fields. These actions have contributed to the lack of vegetative ground cover, soil erosion, and poor riparian conditions (FWS, 1993).

Grazing has also resulted in some soil erosion in localized upland and riparian areas along the northwest side of the river. These areas are confined mainly to the steeper slopes of buttes and breaks into the river where livestock concentrations occur. Extensive rutting and vegetation trampling from cattle (and possibly, motorized vehicular use) is particularly evident in a draw below a corral leading to the river.

Natural (wind and water) erosion is noticeable on the windward sides of some of the steep sand dunes. It appears that some of the erosion from natural forces along the river is associated with, and started by, artificial disturbances of the area, such as where mining, construction, motorized vehicle operation, or other human uses have removed vegetation or disturbed the surface (Dames and Moore, 1992).

3.2.2 Environmental Consequences

Alternative A (No Action)

Reservoir: Reclamation would continue its program for erosion control along the reservoir shoreline in priority areas and to acquire property at a width sufficient to accommodate erosion, or to prevent encroachment until the erosion control program has been fully implemented. Continuing motorized vehicular use of currently eroded areas in the Big Hole and Little Hole areas would result in increased erosion impacts over time. Grazing pressure in the McTucker Island area and other areas above high water (especially riparian areas) would contribute to continued soil erosion and reservoir sedimentation.

River: Enforcing closure of all areas to motorized vehicular use would allow degraded areas to recover and prevent other areas from becoming degraded. However, no coordinated/prioritized rehabilitation program would be initiated. Individual erosion control actions may be taken in serious problem areas. Unmanaged cattle access to wetland and riparian areas along the river would result in continued trampling, accelerated erosion, and soil compaction and loss.

Alternative B (Preferred Alternative)

Reservoir: Construction activities associated with proposed improvements/developments at the McTucker Island Ponds, Spring Hollow, Visitors Center, Everglades, and Willow Bay areas would cause minor short-term soil disturbance near construction sites. In the long-term, improvements in these areas would reduce erosion and allow recovery of previously disturbed areas by directing visitors within developed recreation use areas and onto designated roads, trails, and parking areas. Other actions included in Alternative B which would reduce erosion potential, allow vegetation to recover, and return soil to a more stable condition include:

- Public use would be allowed, but motorized vehicular access would continue to be prohibited on McTucker Island, at Danielson Creek/Crystal Wasteway, and in portions of the narrow bluffs where no public roads exist.
- Motorized vehicle access would also be prohibited and highly disturbed lands rehabilitated, where feasible, in portions of the Big Hole, Little Hole, and Willow Bay areas.
- Motorized vehicle access would be prohibited on roads associated with shoreline erosion control projects along many of the narrow bluffs.
- Grazing will be permitted after a grazing management plan is developed only if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed. This will be a joint effort with the affected ranchers and may include BLM, FWS, Idaho Department of Fish and Game, and the Tribes.
- The bank erosion control program would continue.

River: Enforcing closure to motorized vehicle use on most Reclamation lands along both sides of the river and terminating grazing on the northwest side would assist in reestablishment of vegetative cover in disturbed areas and reduce soil erosion. Corrective measures identified in the erosion inventory program would assist in recovery of existing soil erosion problems.

Alternative C (Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Impacts would be similar to Alternative B. Modifying grazing practices on Reclamation lands along the northwest side would minimize damage to soils depending upon stocking rates. Moderate grazing could allow grasses, forbs, and shrubs to recover and become more vigorous, returning the soil to a more stable condition. On the southeast side of the river, improved access management and development of the semi-improved recreation facilities north of the State park would focus dispersed use and generally reduce soil erosion.

Alternative D ((Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: On the northwest side, motorized vehicle use would continue to cause soil disturbance within designated use areas. Enforcing closure to motorized vehicles of remaining areas on the northwest side would have the same beneficial effects as described for Alternative B. Impacts on the southeast side would be the same as Alternative C.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Reservoir: Same as Alternative B.

River: On the northwest side, this alternative would result in the greatest potential for soil erosion of all alternatives. This is due to the extent of area which could be open to motorized vehicle use. Unless this use is properly managed where extremely loose soils and steep slopes are present, continued displacement of the soils would occur. Also, other effects similar to those described under Affected Environment could continue to occur. However, it is likely that the erosion inventory program (all action alternatives) and the motorized access management plan for this alternative would identify and prioritize areas highly susceptible to soil erosion and eliminate these areas from use. This would result in improvements when compared with existing conditions.

3.2.3 Mitigation (All Alternatives)

Reclamation would include erosion control measures (i.e., straw mulches, sediment traps, and filter fabric) in the design and construction specifications for any proposed development under all alternatives. Contract specifications would contain Best Management Practices (BMP) designed to prevent erosion and sediment-laden runoff from leaving project sites during construction. All exposed areas would be immediately revegetated and stabilized.

3.2.4 Residual Impacts

Implementation of BMP and continuation of the reservoir shoreline erosion program (all action alternatives), the downstream erosion inventory program, and enforcement of operating conditions for motorized vehicles would result in beneficial impacts to soils. However, for the reservoir, Alternative A would allow erosive effects to continue in areas such as Big Hole and Little Hole by not closing these areas to vehicular access; nor does this alternative include the access management actions of the other alternatives (i.e., in areas such as McTucker Island area and Spring Hollow). For the river, Alternatives D and E may not adequately control the existing impacts of soil erosion in designated motorized areas.

3.3 VEGETATION, WILDLIFE, AND FISH RESOURCES

3.3.1 Affected Environment

Vegetation

The area around American Falls Reservoir contains a mosaic of native and introduced vegetation types. Throughout the region, native vegetation has been extensively displaced by agriculture. On Reclamation lands around the reservoir, the dominant vegetation types are sagebrush-grassland (predominating in upland areas), riparian and other wetland types (in the McTucker Island area, at tributaries, and in the drawdown area), and crops (on agricultural leases). Field reconnaissance performed for this assessment reveals that upland vegetation around the reservoir has historically been adversely affected in some areas by recreational activities, vehicular uses, and grazing. Examples include (1) damage to sagebrush grassland in the Big Hole area, from vehicular and other activities, and (2) overgrazing of the grazing lease area near West Bay.

In the downstream study area, the landscape is less influenced by agriculture. On Reclamation land, sagebrush-grassland dominates, with significant areas of juniper woodland found northwest of the river. Juniper woodland is relatively scarce in Idaho. It provides important thermal cover for large wintering mammals and roosting habitat for birds. The junipers also add to the scenic quality of the river corridor. Field reconnaissance reveals that natural vegetation has also been affected in the downstream area by recreational uses, both dispersed and vehicular, and by grazing activities. Adverse effects are generally localized to vehicular trails, hill-climb areas, dispersed day use and campsites, and livestock trails and watering areas along the river.

Vegetation cover for the reservoir and river areas are illustrated on Exhibits 1 and 2, respectively (Appendix F). Acreages of vegetation types found on Reclamation lands is shown on table 4. Descriptions of these vegetation types, including agriculture, are provided below. Conditions related to noxious weeds are also described.

Table 4
Vegetative Cover on Reclamation Lands
within the Project Area (Acres)

Vegetative Cover	Reservoir¹	Snake River	Total
Sagebrush-grassland	1,871	2,248	4,119
Riparian areas and wetlands	917	36	953
Juniper woodland	None	941	941
Agricultural	1,107	117	1,224
Bare ground	133	38	171
Landscaped area ²	<u>151</u>	<u>5</u>	<u>156</u>
Total	4,179	3,385	7,564

1. Does not include acreage within Fort Hall Indian Reservation

2. Reclamation operations and recreation sites

Sagebrush-Grassland: Sagebrush is a pervasive natural cover on mesas above the reservoir and the river canyon below the dam. Other woody species include snakeweed, green and gray rabbitbrush, and salt-tolerant species such as Suaeda on poorly drained sites. The herbaceous understory, where relatively undisturbed, is characterized by a variety of perennial grasses including bluegrass, wheatgrass, muhly, fescue, and basin wildrye. On disturbed sites, common species are cheatgrass and mustard. On Reclamation lands, the condition of this vegetation type ranges from good to poor, as a function primarily of disturbance by motorized vehicle use and to a lesser extent by grazing (BioSystems, 1992). In the former regard, disturbance is evident around the reservoir at Big Hole, Little Hole, Spring Hollow, and along some areas of the narrow bluffs; downstream, effects can be observed along vehicular trails and around hill-climbing areas.

Wetlands (tree/shrub/riparian and emergent): Wetland habitat is uncommon in Idaho (0.7 percent according to Boccad, 1980). Wetland areas provide benefits such as fish and wildlife habitat, erosion control, forage, late season streamflow, aquifer recharge, and improved water quality. They have been subject to extensive modification in the twentieth century, particularly along the Snake River. The stands of cottonwood bottom lands, similar to those in Fort Hall Bottoms, have been reduced to perhaps only one other site of similar quality (Thousand Springs) before the confluence of the Boise River, 250 miles away (Palmer, 1991).

There are several sub-types, or vegetative associations, within the general category of wetlands within the project area:

1. Fort Hall Bottoms and McTucker Island represent remnant "gallery" or flood-plain forest, with large cottonwoods and tree-form brittle willows in the overstory and a very diverse understory of willow, alders, and annual and perennial herbaceous vegetation. The dynamic nature of the cottonwood flood-plain forest is the subject of considerable past (see for example Everitt, 1968) and ongoing research. Studies (Brady, et al., 1985) indicate that regeneration of this type is dependent on periodic, large scale disturbance through flooding. Absence of such flooding in the McTucker area may be adversely affecting regeneration.
2. Riparian associations form around runoff areas such as Spring Hollow and Danielson's Creek. Some of these (e.g., Crystal Springs) have been expanded by check dams and impoundments. At the inflow of Bannock and other creeks and in some portions of the reservoir drawdown zone, a simplified but vigorous pioneer community of brittle willow and coyote willow are found streamside.
3. The reservoir drawdown zone creates an emergent wetland not necessarily associated with active streamflows. The thousands of acres of mudflats exposed each spring and summer constitute an ephemeral wet meadow community extremely important to migrating shorebirds and waterfowl and their predators. As the water level recedes, upper portions of the area are annually colonized by cockleburrs, goosegrass, beggar's ticks, and knotweed. Where inundation is longer and water withdrawal slower, Mediterranean annual grass is the dominant species; associates are blunt-leaved, yellow-cress, and marsh cutweed (Holte and Mourtsen, 1974).
4. Below the reservoir, steep banks restrict the riparian type to a few woody species, such as Russian olive, black and common cottonwood, and water birch, with an understory of squawbush, currant, and Wood's rose (Federal Energy Regulatory Commission, 1984). Islands and promontories along the Snake River maintain stands of rushes, cattails, sedges, and common reed. Field reconnaissance reveals that in some locations along the river, including livestock watering areas, this habitat has been locally disturbed.

Juniper Woodland: Occurring primarily in the downstream area, juniper woodland is an association that includes *Juniperus scopulorum* as the widely scattered overstory tree and rabbitbrush and grasses in the understory. It is not a common type in Idaho as a whole, although it is relatively common in this part of the state, (Boccard, 1980) and provides thermal cover for wintering large mammals, as well as roosting areas for birds. This vegetation type is generally in good condition on Reclamation lands.

Agricultural: Farming in the project vicinity, especially adjacent to the reservoir, is intensive. Agricultural lands have replaced sagebrush steppe and much of the "gallery forest" in many areas (Brady et al., 1985). Ditch-irrigated fields provided some cover strips for wildlife in the past, but the modern irrigation systems in the area produce cropland monocultures which do not

contribute to natural diversity. Agricultural lands can, however, supply considerable amounts of forage for waterfowl. Wintering ducks utilize grain stubble and residue; geese use both wheat and potato fields. Thistle and milkweed are representative plants on the weedy fringes of fields.

Noxious Species: There are many introduced plants in the area, such as cheatgrass and common reed, but two are frequently mentioned as troublesome to farmers and wildlife managers: flowering rush and Canadian thistle.

Wildlife

There are 263 bird, 45 mammal, 17 reptile, and 6 amphibian species known to occur in the project area. Some are found on a seasonal basis (e.g., American peregrine falcon and American white pelicans) and others use the area throughout the year (e.g., white-tailed deer and river otter) (Groves and Marks as cited in FWS, 1993).

Waterfowl comprise a large portion of the wildlife use on and around the reservoir. Waterfowl also use riparian/wetland habitats along the river. Thirty-one species of waterfowl use the area on at least a seasonal basis. Canada geese and several duck species including mallard, gadwall, and cinnamon teal nest in the area and are year-round residents. Mallard and Canada geese normally comprise the majority of birds censused during the annual Audubon Christmas bird survey. Waterfowl use areas within the reservoir area are shown in Exhibit 3.

The nesting population of Canada geese at the reservoir has ranged as high as 130 pairs in recent years, although the 10-year (1978-1987) average is 20 pairs. Successful goose reproduction requires secure nesting sites, safe from predators and human disturbance. IDFG has installed and maintains 10-15 goose platforms below American Falls Dam and 20 more above the reservoir (Crenshaw as cited in FWS, 1993).

During fall migration, the most common waterfowl are dabbling ducks and Canada geese. These birds forage in the reservoir and also on surrounding farmlands as far as 10 miles from the reservoir, depending upon food availability. Waterfowl loaf on the reservoir and on exposed sandbars and mudflats primarily along the upper portion of the reservoir. The reservoir also provides refuge from hunting pressure along the shoreline areas. Wintering waterfowl populations can vary widely and are influenced by the severity of winter weather conditions. Ice formation on the reservoir due to extreme cold temperatures, combined with snow cover on adjacent farmlands, cause birds to migrate to more suitable areas.

The Springfield Bottoms area, including approximately 3 miles of mudflat shoreline along the north-eastern shore of the reservoir, is a unique shorebird resource. Between 50,000 and 79,000 shorebirds of 30 species were counted on the Springfield Bottoms from mid-July to mid-September during 1986 and 1987 (Trost *et al.*, as cited in FWS, 1993). These mudflats also provide important foraging habitat for the native white-faced ibis with over 34,000 counted during 1987. Other important shorebird foraging areas at American Falls include Bannock Bay and exposed mudflats from Seagull Bay to the dam along the eastern shoreline.

The northern arc of American Falls Reservoir (Exhibit 4) has been nominated as part of the Western Hemisphere Shorebird Reserve Network (Melquist, 1987). This program was inaugurated in 1985 through a resolution of the International Association of Fish and Wildlife Agencies. It seeks to maintain indispensable and irreplaceable locations along the migratory pathways of shorebirds, to protect both populations and wetland habitat.

The American Falls Reservoir complex also provides habitat for colonial nesting water birds (Trost 1985). Nesting colonies are mostly found in the Springfield Bottoms and Fort Hall Bottoms areas at the upper end of the reservoir. Large nesting colonies of both the California gull and ring-billed gull are located south of the Big Hole draw.

Some of the more common nongame birds nesting in the area include western sandpiper, killdeer, northern harrier, American kestrel, great horned owl, common night hawk, eastern kingbird, horned lark, and yellow warbler. Cliffs produced by wave action combine with the prey base of adult midges to support one of the largest aggregation of bank swallow nests in Idaho (Trost, personal communication). Avian habitat on the reservoir is shown in Exhibit 4.

Ring-necked pheasant are the most common game bird found within the project area, although they are not nearly as abundant today as in years past. Pheasants are associated with agriculture and occur in varying abundance on or near farmland along the Snake River. Sagebrush habitat adjacent to farmlands and riparian and wetland habitats along the reservoir provide critical nesting and winter cover for pheasant in the American Falls area. Much of the decline in pheasant populations is due to loss of wintering and nesting habitat from changes in agricultural practices. Conversion of sagebrush/rangelands to farmland, removal of riparian vegetation, clean farming practices, including post-harvest burning that eliminates permanent cover and vegetation surrounding farmlands, and increased use of herbicides and insecticides have all contributed to the loss of important winter and nesting cover for pheasant (FWS, 1993).

Wild turkey were first introduced to the area in 1982 by IDFG. This initial release occurred along the Snake River below Blackfoot and numbered 36 turkeys of Rio Grande strain. In 1990, IDFG released an additional 14 Merriam strain turkeys in the Fort Hall Bottoms area. It is believed that the Merriam strain would better adapt to existing habitat conditions. Although the area provides only marginal habitat for turkeys, a small population of birds persists on and around McTucker Island and throughout the Fort Hall Bottoms.

White-tailed deer and mule deer are the most commonly observed wild ungulates in the area, and pronghorn antelope are occasionally found along the northwestern shore of the river. Most of the mule deer are wintering migrants, although there is a small resident herd. Both resident white-tail and mule deer can be found in the riparian corridor along the river at the upper end of the reservoir.

Large furbearing mammals occurring in the project area include raccoon, coyote, red fox, ermine, mink, badger, striped skunk, river otter, bobcat, and more recently mountain lion. The river and riparian habitat supports such mammals as the muskrat, ermine, longtail weasel, river

otter, and beaver. Upland habitats below the reservoir support cottontail rabbits, small mammals, and their associated predators: coyote, red fox, bobcat, badger, rough-legged hawk, and golden eagle. Upland game species also include Hungarian partridge, mourning dove, and sage grouse. Wildlife use areas along the river are shown in Exhibit 5.

Human activities which can displace or disturb wildlife resources include recreational activities both vehicular and nonvehicular; with the exception of consequent disturbances to vegetation noted previously, such effects on wildlife are not widespread on Reclamation lands.

Fish Resources: There are a total of 17 species of fish found in American Falls Reservoir and the project area downstream to Lake Walcott. Exotic introductions have been made in recent years with some success. Others, such as the Lahontan cutthroat trout which were planted in 1989, have not adapted to the high temperatures and dissolved oxygen levels.

Most game fish caught by anglers in the reservoir are hatchery rainbow trout with an estimated 26,000 rainbow harvested and 125,000 hours fishing occurring during the season (Idaho Department of Fish and Game as cited in FWS, 1993). The reservoir is stocked annually with catchable trout in the early spring and growth is significant. However, trout carryover in the reservoir may be limited due to marginal temperature and oxygen conditions (Heimer and Houser as cited in FWS, 1993). Many of the trout planted in the reservoir annually migrate downstream through the dam outlet works and an Idaho Power Company hydroelectric plant during mid-summer as water temperatures warm and oxygen decreases. A significant number are killed or injured when they are drawn through powerplant turbines.

Yellow perch are also present in the reservoir, although few are taken by anglers. Based on recent surveys, it appears that adult numbers are extremely low (Heimer and Houser as cited in FWS, 1993). Yellow perch require cover and are most commonly associated with woody vegetation along the sandy shoreline. Due to drawdown, this habitat type declines rapidly as the shoreline recedes and is available for only part of the year. The reservoir also contains dense populations of nongame fish, primarily Utah suckers, redbreast shiners, Utah chubs, and carp.

Fishery management emphasis in the Snake River above and below American Falls Reservoir targets both hatchery and wild trout. Below American Falls Dam, the 6 miles of river downstream to Eagle Rock is considered a superior trout stream by IDFG. A majority of the fish harvested in this reach are hatchery rainbow trout emigrating from the reservoir, although wild rainbow, brown trout, and cutthroat trout are occasionally caught. This section has also been noted for trophy-size trout, occasionally reaching 10 pounds (IDFG as cited in FWS, 1993).

3.3.2 Environmental Consequences

Alternative A (No Action)

Reservoir: In the absence of an RMP, vegetation, fish, and wildlife resources would be protected only under general Reclamation management. The effects of human uses, including motorized

vehicular access in some areas and minimal oversight control, would tend to allow continuing disturbances to existing resources. Livestock management practices, without modifications, could continue to degrade vegetation communities. Without adequate oversight, dispersed recreation use could further damage vegetation and increase erosion and wildlife disturbances. Without the assurance that the lands are managed according to an RMP, Reclamation oversight may not be adequate to maintain and protect natural resources. Mitigation measures would be limited or unavailable. Vegetation and wildlife enhancement projects would only be accomplished on an ad hoc basis (e.g., in Sterling Wasteway and at Smith Springs). However, continuation of the bank erosion control program would stabilize soils and permit revegetation of these areas. Conducting a survey of bank swallow habitat and modification of erosion control methods in these areas would minimize impacts to bank swallows.

River: Prohibiting motorized vehicular access through the existing closure policy should help maintain and most likely enhance existing uses by wildlife in areas where vehicular use has displaced wildlife. Consequent recovery of vegetation in these areas would improve habitat diversity.

Alternative B (Preferred Alternative)

Reservoir: Alternative B would provide wildlife benefits by emphasizing some form of wildlife habitat protection and/or enhancement at nearly every site. Positive impacts to vegetation, fish, and wildlife include the following:

- Continuation of the bank erosion program would stabilize soils and permit revegetation of these areas.
- Enhancing public access only in areas where resource objectives are being met and managing or restricting access above the high water line in the McTucker Island, Danielson Creek, Big Hole, Little Hole, West Bay, and Willow Bay areas. Narrow bluff areas without existing road access would also be closed to motorized access. Seasonal closures would be enforced in the McTucker Island area. These restrictions would protect sensitive fish and wildlife resources, such as nesting waterfowl, and would allow disturbed areas to revegetate.
- Working cooperatively with the soil conservation districts to pursue upland seeding of native shrubs, forbs, and grasses in weedy herbaceous areas would restore upland habitat.
- Working cooperatively with FWS to plant shelter belts and develop other projects recommended by FWS.
- Protecting and rehabilitating disturbed upland areas would improve habitat diversity and help maintain existing uses by wildlife in such areas as Sterling, Little Hole, and Everglades.
- Developing wetlands and/or subimpoundments would retain water, improve wetlands and habitats for waterfowl and fish resources, and/or help maintain a fishery during dry years in

tributaries and the drawdown area considered for such projects. Areas where wetlands and/or subimpoundments may be developed include Danielson Creek/Crystal Wasteway, Smith Springs, Big Hole, Little Hole, and Spring Hollow.

- Enforcing a bluff edge setback and maintaining agricultural leases, but including enhanced lease provisions for requiring wildlife benefits, would improve conditions for upland and/or bank nesting birds that use these areas and would provide a shoreline wildlife corridor for mammals that use the area. Leases exist in several areas along the west and southeast shores.
- Allowing no additional agricultural leases would also serve to retain existing habitat values by conserving existing upland (sagebrush-grassland) habitat.
- Grazing will be permitted after a grazing management plan is developed only if protection of riparian areas and nesting habitat for upland game and waterfowl can be provided and water quality concerns are adequately addressed.
- Retaining management of Reclamation lands in areas as part of the Sterling WMA under a lease agreement between IDFG and Reclamation would protect critical wildlife habitats and maintain viable habitat areas in Big Hole.
- Acquiring additional habitat and rehabilitating wetlands, if feasible, east of the Seagull Bay boundary would enhance present conditions found in the area and result in additional use by some wildlife species.

River: Enforcing motorized vehicular closures, terminating livestock allotments on the northwest side, and, where feasible, rehabilitating damaged upland and wetland areas on both sides of the river would restore wildlife habitat and tend to support enhanced diversity of species.

Alternative C ((Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Wildlife impacts would be similar to Alternative B. Improved management of livestock use on the northwest side would limit adverse effects of grazing on vegetation and wildlife. Management of grazing could contribute to recovery of vegetation. Preventing livestock access to the wetlands along the river would allow vegetation, invertebrate, bird, and mammal diversity to improve. Proposed recreation facilities on the southeast side would have only minimal effects on wildlife found in the area since proposed improvements would serve to better manage uses which are now occurring.

Alternative D ((Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Impacts from motorized vehicular use would continue to degrade the vegetation base in designated areas. Species such as rabbits, lizards, snakes, and ground nesting birds in or adjacent to use areas and trails would be impacted since most recreation use occurs in late winter-spring, a time when these species are highly vulnerable to displacement and mortality. Wildlife such as pronghorn antelope and deer, would be subjected to more human disturbance in designated vehicle use areas than in Alternative B.

Alternative E ((Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Reservoir: Same as Alternative B.

River: This alternative would have wildlife impacts similar to Alternative D. However, this alternative could increase the potential for disturbance of vegetation, wildlife harassment, and disruption to wildlife habitats depending on the extent of open areas and trails designated in the motorized access plan.

3.3.3 Mitigation

All Alternatives (A-E)

Reclamation would evaluate any impoundments considered for reservoir tributaries and any subimpoundments planned in the drawdown area before implementation for their effects on the Western Hemisphere Shorebird Reserve. The evaluation would determine the appropriate impoundment size to enhance use by shorebirds that use the area on a seasonal basis.

Alternatives B (Reservoir only) and C-E (Reservoir and River)

Reclamation would inspect, as part of its monitoring and review of effects, designated areas, roads, and trails for motorized use and areas of dispersed recreation to determine conditions resulting from access and use. If substantial damage or disturbance of fish, wildlife, or vegetative resources are found, areas, roads, and trails would be closed (per 43 CFR 420) or appropriate controls established to prevent further deterioration of the environment.

3.3.4 Residual Impacts

Alternative A (No Action) would likely have adverse effects on vegetation and wildlife in the reservoir area through the continuing disturbance of habitat allowed by limited management of activities such as vehicular access. Residual beneficial impacts to wildlife would be improved vegetative and habitat conditions under Alternative A for the River and under remaining

alternatives in general, assuming adequate Reclamation oversight in managing motorized vehicle and other recreational use.

3.4 THREATENED AND ENDANGERED SPECIES

3.4.1 Affected Environment

There are nine endangered, threatened, or candidate species in the American Falls area (table 5). Three of these species--the bald eagle, the American peregrine falcon, and the Desert (Utah) valvata snail--are listed as endangered species. The Bliss Rapids snail is listed as threatened but has not yet been described in the literature. Candidate species for possible listing as threatened or endangered found in the American Falls area include the white-faced ibis, long-billed curlew, yellow-billed cuckoo, Townsend's big-eared bat, and Idaho dunes tiger beetle. Special status species use areas within the reservoir area are shown in Exhibit 6.

Bald eagles occur in the American Falls study area primarily as winter migrants (FWS, 1992). Winter surveys have shown that their numbers fluctuate dramatically between seasons (table 6). The distributional aspects of wintering bald eagles on the reservoir has not changed in any major way since the early 1980's. There appears to be two distinct wintering populations of bald eagles utilizing the American Falls Reservoir and associated Snake River (Blair as cited in FWS, 1993). One population utilizes primarily the headwaters of the reservoir for foraging and roosts along the river at McTucker Island. The second population tends to use the Snake River below American Falls Dam and roosts at Bowen Canyon (9 air miles south of the American Falls Dam).

The areas most frequented by bald eagles are associated with large areas of open water (such as the headwaters of the reservoir), mature cottonwood stands, rock outcrops, and juniper trees that are located within 50-100 yards of the Snake River. Frequency of use and total numbers of bald eagles at any one site is dependent upon ice conditions on the reservoir, waterfowl concentrations, individual large trees associated with old or existing farmsteads, and temporary displacement due to waterfowl hunters. Blair (1982) noted that the distribution of waterfowl during winter was associated with open water in the reservoir area while the remaining area was covered with ice. On the reservoir, areas of open water varied from several hundred to several thousand acres in size. The largest areas of open water consistently occurred in the headwaters of the reservoir. This area also serves to attract the highest winter concentrations of waterfowl and bald eagles in association with these waterfowl.

Though there is currently no nesting population at the reservoir, the cottonwood forests in and around McTucker Island and the Snake River upstream from the reservoir where cottonwood riparian habitat is still present could provide nesting habitat. Bald eagles attempting to nest in the area may be from the expanding population of the Upper Snake River.

Table 5
Candidate, Threatened, and Endangered Species
Found in the Vicinity of American Falls Reservoir

<u>Species</u>	<u>Category</u>
American peregrine falcon	E
Bald eagle	E
Desert (Utah) valvata	E
Bliss Rapids snail	T
White-faced ibis	C-2
Long-billed curlew	C-2
Townsend's big-eared bat	C-2
Idaho dunes tiger beetle	C-2
Yellow-billed cuckoo	C-3b

E: Listed as endangered. Species in danger of extinction throughout all or a significant portion of their range.

T: Listed as threatened. Species likely to become endangered within the foreseeable future throughout all or a significant portion of its range.

C-2: Candidate category 2. Species for which information now in possession indicates that proposing to list as endangered or threatened is possibly appropriate, but for which conclusive data on biological vulnerability and threat are not currently available to support proposed rules. Further biological research and field study may be needed to ascertain the status of taxa in this category.

C-3: Candidate category 3. Species that were once being considered for listing as endangered or threatened but are no longer receiving such consideration. Subcategories include: 3b: Taxonomic status is in question.

Table 6
Summary of Mid-Winter Bald Eagle Surveys
Conducted from 1980-1991 in the Project Area

<u>Year</u>	<u>Adults</u>	<u>Immatures</u>	<u>Totals</u>
1980	31	21	52
1981	42	74	116
1982	63	49	112
1983	20	13	33
1984	30	14	44
1985	50	17	67
1986	30	21	51
1987	26	21	41
1988	26	15	42
1989	32	10	42
1990	20	17	37
1991	55	30	85

Total = 680

Average No./Year = 62

Source: Howard, FWS, 1993

The peregrine falcon is a migrant through the American Falls area. No active nesting sites are found in the area. Shorebird and waterfowl abundance as well as the presence of cliffs and other roosts are the primary reasons that peregrine falcons use the study area. Both the arctic and anatum subspecies migrate through the area. Generally, the arctic subspecies may be present in late August and early September on migration from their nesting sites in Alaska or northern Canada to their wintering areas in Central and South America. The anatum subspecies is found nesting in the Upper Snake River plain and the Greater Yellowstone Ecosystem. About 230 have been reintroduced in these areas during the past decade as part of a Western-wide program to recover this species. Nine active pairs were found in eastern Idaho in 1992 (Levine as cited in FWS, 1993). Four of these pairs used 40-foot nesting towers built especially for releasing and subsequently attracting the falcons to return for nesting purposes.

The Utah valvata snail has a fossil and historic distribution that includes the American Falls study area. The Utah snail is 0.2 inches long, the shell is turbinate (equally high and wide) with up to four whorls. It lives in deep pools adjacent to rapids or in perennial flowing waters associated with large spring complexes. The species avoids areas with heavy currents or rapids and prefers well-oxygenated areas of mud-sand substrate among beds of submergent aquatic vegetation. The species is absent from pure gravel-boulder bottoms. The Utah snail historically occurred in the Snake River near Grandview, Idaho, to river mile 585 just above Thousand Springs in the Hagerman valley. A disjunct population occurs at river mile 709 near Eagle Rock, about 5 miles below American Falls Dam (Beak as cited in FWS, 1993).

The Bliss Rapids snail (undescribed species), was only recently discovered in two flowing springs habitats associated with the Snake River upstream of American Falls study area at river mile 749.8 (Pentec as cited in FWS, 1993). With this discovery, the known range of the species was extended upstream about 162 miles. The snail normally occurs only in areas associated with spring influences or on the edge of rapids environments with perennial well oxygenated, clear, cold waters. The species is considered moderately photophobic and resides on the lateral sides and underside of rocks during daylight. The Bliss Rapids snail has been impacted by deteriorating water quality, water withdrawal for irrigation purposes, and hydroelectric development in the Middle Snake River and has declined in recent years. The species is currently restricted to a few disjunct populations along the Snake River throughout its historic range.

Candidate Species: In Idaho there are five known breeding colonies of white-faced ibis. They nest in emergent vegetation or small trees in the Fort Hall bottoms along Spring Creek. There are an estimated 200-250 nests at the American Falls colony (Trost as cited in FWS, 1993). Ibis are probing, nonvisual feeders of invertebrates and rarely take small fish. Based on banding studies, these ibis winter along both coasts of Mexico.

The long-billed curlew is a migrating shorebird found throughout southern Idaho. It nests on the ground in short shrub and grassland vegetation in several upland areas around the reservoir.

Yellow-billed cuckoo are associated with and nest in riparian habitats along the first 2 miles of the Snake River above American Falls Reservoir.

Townsend's big-eared bats occur throughout Western North America in shrub/steppe grasslands, deciduous forests, and juniper/pine forests. These bats are insectivores, eating primarily moths. They forage after dark using echolocation on the wing. During winter, when breeding occurs, they roost singly or in small clusters in caves, mine shafts, at rocky outcrops, or sometimes in old buildings. They do not migrate but will relocate roost locations within caves. Big-eared bats are very sensitive to human disturbance and will abandon roost sites if disturbed. In areas with caves, recreational cave exploration should be regulated and minimized (Spahr et al., as cited in FWS, 1993). There are no known occurrences of the bats in the study area and the probability of suitable caves for the species is unknown.

The one insect candidate, the Idaho dunes tiger beetle, is known from sites along the Snake River plain. It is found primarily in sparsely vegetated sand dunes which are surrounded by grassland or sagebrush vegetation. The beetle has been identified on BLM land approximately one-half to three-quarter mile north of the downstream/river study area (BLM, 1994).

Idaho Species of Special Concern: There are eight Idaho Species of Special Concern included in the IDFG Natural Heritage Program associated with the American Falls study area (Mosely and Groves as cited in FWS, 1993) (table 7). Species of Special Concern are those species which are either low in numbers, limited in distribution, or have suffered significant habitat losses. In some instances, state species of concern are also found on the Federal candidate list and are subject to Federal regulations under the Endangered Species Act.

Large numbers of American white pelicans use and forage at the American Falls study area each year. Based on recent surveys, upwards of 1,800 pelicans have been counted in the McTucker Island to Ferry Butte areas. Pelicans are highly mobile, and it is believed that these may be nesting birds from either Utah or Wyoming foraging at the reservoir. One of the attractions, in addition to the availability of numerous forage rough fish, may be the large gull and cormorant colonies that nest at American Falls (Trost in FWS, 1993). Pelicans have been observed stealing fish from gulls and foraging cormorants in the area.

Trumpeter swans have been captured in the Henrys Fork of the Snake River and released in the study area since 1988. This was due to low forage base and high density of swans wintering in the Henrys Fork. Henrys Fork has a high tendency to ice over in the winter eliminating potential foraging areas for the swans. In 1992, swans made an unsuccessful nesting attempt in the American Falls study area.

The common loon may nest on rare occasions in the area only as environmental conditions allow on a year-to-year basis. This may depend upon available prey base and nesting substrate and the lack of human disturbance. No documented nesting has occurred in recent years.

Table 7
Idaho Species of Special Concern
Found in the Vicinity of the Project Area

Species	Category
American white pelican (<i>Pelecanus erythrorhynchos</i>)	C-A
Trumpeter swan (<i>Cygnus buccinator</i>)	C-A
Common loon (<i>Gavia immer</i>)	C-A
Ferruginous hawk (<i>Buteo regalis</i>)	C-A
Mohave black-collard lizard (<i>Crotaphytus bicinctores</i>)	C-B
Merlin (<i>Falco columbarius</i>)	C-B
Yellow-billed cuckoo (<i>Coccyzus americanus</i>)	C-B
Townsend's big-eared bat (<i>Plecotus townsendii</i>)	C-C

C-A: Priority Species are those which meet one or more of the criteria listed in the definition of Species of Special Concern and for which Idaho presently contains or formerly constituted a significant portion of their range.

C-B: Peripheral Species are those which meet one or more of the criteria listed in the definition of Species of Special Concern but whose populations in Idaho are on the edge of a breeding range that falls largely outside the State.

C-C: Undetermined Status Species are those that may be rare in the State but for which there is little information on their population status, distribution, and/or habitat requirements.

Source: Mosely and Groves in FWS, 1993

The ferruginous hawk does not nest in the area but may utilize the area on a post-fledgling basis, particularly on the northwest side of the down-river area. It may be observed as a migrant throughout the area during the fall migration and early spring.

Other Species of Special Concern that may occur in the project area include the merlin, a raptor associated with upland habitat, the Mohave black-collard lizard, and the plant *Gymnosteris nudicaulis*.

3.4.2 Impacts

Alternative A (No Action)

Reservoir: Without improved Reclamation management and oversight, unauthorized or unregulated uses may hinder efforts to achieve recovery and maintenance of threatened or endangered species (e.g., the bald eagle). However, existing regulations regarding protection of listed species would be followed.

River: Enforcement of the motorized vehicular closure would benefit a number of wildlife species along the river by reducing noise, human intrusion, and soil erosion. Those species that are the most sensitive to motorized noise and activity include bald eagles, hawks, and other

upland birds that may nest in the cliffs or otherwise use the area. The Idaho Dunes tiger beetle habitat may be disturbed by motorized vehicle use.

All Action Alternatives

Reservoir: Reclamation would identify and protect any bald eagle nest sites and potential nesting areas such as McTucker Island. Prohibiting vehicular access in all but the pond area of the McTucker Island area during the bird nesting season would minimize the effect on bald eagles and other wildlife during the spring. In the event bald eagles pioneer into the area, Reclamation would prepare stipulations to protect nesting birds. Nest site management plans would be developed to establish protective dates and buffer zones. Reclamation would also work cooperatively with FWS to implement other FWS recommendations such as building peregrine falcon nesting towers on the west side of the reservoir. The white-faced ibis, long-billed curlew, yellow-billed cuckoo, American white pelican, common loon, trumpeter swan, and other birds who use the mudflats, wetlands, and riparian areas around the reservoir would benefit from proposed protection and enhancement measures.

River: Prohibiting or restricting motorized vehicular access on the sandy hills along the northwest side of the river may allow for the range expansion of the Idaho dunes tiger beetle, bald eagle, ferruginous hawk and other birds, since this use may be limiting the presence of these species. Alternative E, which potentially will allow the greatest amount of motorized access, would be the least beneficial for wildlife.

3.4.3 Mitigation (All Alternatives)

Reclamation would provide appropriate coordination with FWS to ensure that any conditions or commitments made as a result of Section 7 consultation activities are integrated into construction specifications contracts and operational agreements where appropriate. This coordination would ensure that proposals do not violate the provisions of the Endangered Species Act or jeopardize the continued existence of any species.

Specifically, Reclamation would conduct surveys within the areas for the presence of federally listed snails, in consultation with FWS, prior to constructing any improvements within spring discharge areas.

3.4.4 Residual Impacts

Under all alternatives, there would be no adverse impacts to listed species.

3.5 CULTURAL AND PALEONTOLOGICAL RESOURCES

3.5.1 Affected Environment

Discussions of the affected environment are provided in Appendix C and in the following narrative. See Appendix C for a summary of laws and regulations governing cultural resource management; an overview of paleontological, archeological, and historical resources in southeastern Idaho; and data tables listing paleontological resources, cultural resource site characteristics, and site integrity. The following narrative discusses the characteristics of cultural resources in the study area, their current condition, and factors affecting resource integrity.

Data Collection

In 1992, Reclamation contracted for Class I and Class III cultural resources inventories to collect information needed to make sound planning decisions in the RMP. The Class I inventory identified documented cultural and paleontological resources in the American Falls vicinity. The Class I study area encompassed 58,000 acres under and around the reservoir and for 25 miles downstream to the Minidoka Wildlife Refuge. In addition, consultation was initiated with the Shoshone-Bannock Tribes of the Fort Hall Reservation to identify areas of traditional cultural significance to the tribes. These consultations are ongoing.

The Class III survey was completed in the spring and fall of 1992. About 6,340 acres were examined, and 198 cultural resource sites were recorded. It was an intensive, systematic pedestrian survey of all previously unsurveyed lands administered by Reclamation around the perimeter of American Falls Reservoir and in the downstream area. It did not include the reservoir shoreline along the Fort Hall Indian Reservation, or lands lying more than 100 meters below the reservoir high water. Three parcels of Reclamation land within the Sterling WMA were accidentally excluded from survey. The Class III survey methods are defined in Appendix C. In 1993, the Burley District of the BLM completed a cultural resource survey of selected lands bounding Reclamation's study area on the north side. The survey confirmed that significant prehistoric archeological resources are present on those lands that are in proximity to the river or side canyons.

Inventory Results

Paleontological Resources

Approximately 9,000 paleontological specimens have been collected from 225 localities in the American Falls area. Eighty-four of these paleontological localities are on Reclamation lands. With a few exceptions, most recorded localities are on the eastern, western, and southern periphery of the reservoir and are exposed by bank erosion. Twelve paleontological localities are recorded along the Snake River below American Falls Dam, five of which are on Reclamation land. Appendix C provides more detailed discussions of the kind and scientific value of fossil materials recovered near the study area.

Very few paleontological resources were located during the Class III survey, apparently because the very rapid drawdown of the reservoir in 1992 reduced bank erosion, with the attendant exposure of fossils. Skeletal elements representing extinct species of camel, horse, ground sloth, and a skunk were collected and recorded as isolated occurrences. Fossil bones from an extinct species of bison were recorded in the downstream area near Eagle Rock.

Prehistoric Resources

Of the 198 recorded archeological sites, 177 date from the periods prior to 1805 (the start of the historic period). Fifty-six of these sites are located around the reservoir perimeter, with the remainder downstream of the dam. Ten additional sites contain prehistoric deposits in combination with historic deposits; three are around the reservoir, and seven in the downstream area.

Archeological sites on Reclamation lands in the American Falls vicinity constitute an extremely significant resource. Reclamation lands in the downstream area are one of the few remaining areas along the Middle and Upper Snake River where sites have not been greatly altered or destroyed by agriculture, dams and reservoirs, or other land use practices. Therefore, the area retains many of the natural environmental conditions present before Euro-American incursions, and the subsurface archeological deposits are largely intact. It is one of the few areas where a sufficiently large and varied complex of sites remains that could provide information to address a host of questions about past cultural developments, both at a point in time and at many points in time.

This collection of sites (i.e., "site assemblage") reflects the full range of human history in the region, from the Paleo-Indian period through the historic era. A wide range of site types have been identified that appear to represent diverse cultural activities. The diversity is represented by variation in environmental association, tool types, relative density and types of cultural materials, and presence or absence of surface-visible features. Numerous sites appear to reflect periodic reoccupation through the years. Projectile points observed include styles commonly found in the Great Basin, Plateau, and Northern Plains, and represent all periods of area occupation. Ceramic fragments were observed at some sites.

The downstream area appears to have been intensively used, likely during different seasons for a variety of purposes. Sites were found in most every environmental zone with surfaces suitable for occupation. Dunes frequently contained archeological deposits; possibly they retained the sun's warmth or provided protection from the wind. Site types include: artifact scatters, composed largely of cutting and scraping tools and tool manufacturing debris but sometimes including grinding implements, pottery fragments, and burned bone; artifact scatters with features such as hearths, roasting pits, or various rock alignments; isolated rock alignments; and rock shelters, some with associated features or rock art. Site functions represented might include: short-term, single-purpose camps used by a small group of people (such as a hunting or fishing camp); resource collecting or processing campsites used by more people for a longer duration, where a wider range of activities occurred; substantial base camps, perhaps representing winter

encampments of relatively large groups of people; procurement stations not associated with a camp; and features associated with ceremonial activities.

Site size varies tremendously, ranging from less than 10 square meters (107 square feet) to nearly 500,000 square meters (124 acres). Many of the sites may contain buried, stratified deposits. In a 1981 study, subsurface test excavation occurred at several sites near Eagle Rock (Druss and Druss, 1982). They found that some sites contain stratified deposits over a meter deep, with components separated by sterile soils. These sites contain the remains of several use episodes, with the oldest in the deepest levels, and later deposits superimposed in layer cake fashion. Very limited geomorphological testing was undertaken in 1992, which confirmed that numerous sites could contain buried deposits.

The site assemblage below American Falls Dam contains deposits that would enable researchers to collect more complete and accurate information that addresses more complex research questions about the lifeways of prehistoric peoples. Sites with buried deposits might contain intact hearths, house remnants, and debris still retaining the distribution pattern left by the ancient occupants. Buried hearths or roasting features could yield datable carbon, or organic remains that could identify the kind of food that was processed or the season the site was occupied. Analysis of the complete range of tools and debris could indicate the kinds of activities that occurred and manufacturing or processing technologies employed. Analysis of distribution of materials in a feature or site could allow researchers to infer social patterns or conventions observed by the occupants. Comparison of information from many sites could indicate how prehistoric communities were organized, how they adapted to their environment, and how they changed through time.

In Section 106 consultations, Reclamation and the Idaho State Historic Preservation Office have determined that the assemblage of sites in the downstream area is eligible for listing on the National Register of Historic Places (National Register) as a district. The district qualifies under criterion 36 CFR 60.4(d), with some sites also eligible under criteria 60.4(a) and 60.4(c). The National Register district will include both the prehistoric and the historic period resources. About one-third of the sites contain surface-visible deposits that would make them individually eligible for the National Register. Most of the remaining sites require test excavation to determine if intact deposits are present that would make them individually eligible for listing.

Around the reservoir there appears to be a more limited potential for significant sites. Far fewer sites are present, and many have been extensively affected by erosion, agriculture, or recreational use. Presence of the reservoir probably explains the low site density, compared to the downstream area. Prehistoric use was likely focused on the valley bottom, in areas now under water. Reclamation has completed test excavations in a number of the sites above high water. All were low density scatters of stone tool manufacturing debris, with deposits limited to disturbed near-surface contexts. They were determined not eligible to the National Register. However, 11 sites have been recommended as eligible to the National Register based upon surface information. Thirty-nine sites cannot be evaluated from surface information alone (see Appendix C).

Traditional and Sacred Resources

In oral testimony, members of the Shoshone-Bannock Tribes indicated that the northwest side of the downstream area is a sacred area, and non-Indian staff have indicated that the entire project area is sacred. In addition, specific archeological sites have been identified that contain features that appear to represent ceremonial activities. Further, they have indicated that additional sites and features are known to tribal members that were not identified during the cultural resource survey, and these represent significant traditional cultural properties. However, tribal representatives emphasize that it is the area as a whole that is sacred and has great value, not segments of the area tied to identified locations. As one informant indicated, "We as Indian people have a deep respect for the mother earth and have a deep tie with the area that is surrounding the Fort Hall Indian Reservation, as well as the aboriginal lands of our ancestors. The area in question is a sacred site, not only because the particular area was utilized as a burial or a fasting place but because we hold all of our mother earth as sacred" (in Robertson, 1993).

Tribal members have also provided information indicating the downstream area is a traditional use area. Individuals remember participating with their older relatives in traditional social and ceremonial activities in the downstream area earlier in this century. Further, they stated that particular traditional activities can be practiced properly only in areas that have not been greatly altered by modern land use. Portions of the downstream study area are among some of the few remaining areas still appropriate for traditional uses in the Pocatello area. Informants also remembered harvesting plants necessary for traditional practices earlier in the century. These plants still grow on the northwest side of the river but have been eradicated by modern land use elsewhere. Some tribal members have also indicated concern for damage to archeological values since these prehistoric sites could contribute important information about the history of their people.

Non-Indian tribal staff have pointed out that "it is impossible and inappropriate to attempt to separate these sites (specific traditional cultural properties (TCP) from the context of the geographic project area setting when determining sacredness. It is our interpretation that sacredness and significance is recognized through the integration into a holistic setting of the features, resources, tradition, religion, and other natural and spiritual traits represented within an area. Therefore, sacred areas cannot be bounded or segregated into specific features" (Robertson, 1993).

Historic (Euro-American) Resources

Thirteen archeological sites in the study area are thought to reflect Euro-American activities. Six historic sites are around the reservoir, and seven are in the downstream area. As noted above, 10 additional sites contain both historic and prehistoric components. Historic sites recorded in the study area include trash accumulations (some with associated features), a segment of the Oregon Trail, later roads, a railroad, placer mining areas, habitations, and the original American Falls town site. These sites date from the mid-nineteenth century through the 1940's. The

majority pertain to early 20th century mining. Seven of the sites are recommended as eligible for the National Register.

Current Integrity of the Resources

Traditional and Sacred Resources

The integrity of TCP is much more difficult to assess than that of archeological or paleontological resources, because the importance of TCP is strictly a function of the value placed upon it by a contemporary community. Shoshone-Bannock tribal representatives have indicated that the entire northwest side of the downstream area retains sufficient natural integrity to represent the sacred qualities that are inherent in the earth. They indicated that portions of the northwest side still retain sufficient integrity to permit conduct of traditional ceremonial functions. The presence of an interstate within view of some northwest side areas formerly used for ceremonial purposes render them unsuitable for continued use. However, those localities retain their spiritual significance. Some representatives of the Shoshone-Bannock have indicated that the southeast side of the downstream area has suffered so many intrusions that it no longer has traditional cultural value. However, non-Indian tribal staff have indicated that other members may feel the entire area under consideration is sacred.

The Shoshone-Bannock have indicated that operation of motorized vehicles on the northwest side is a violation of the sacred nature of the area; they have equated recreational motorized vehicle use of this sacred area with riding a trail bike up the aisle of a church. They also indicated that the scarring that occurs from hill climbing and other intensive use can damage the land sufficiently to destroy its sacredness. For example, the southeast side of the downstream area was indicated to have lost its sacred value because of the alterations made by freeway construction and agriculture. Finally, the noise from operation of motorized vehicles disrupts traditional religious and ceremonial practices, making areas frequented by motorized vehicle users unsuitable for traditional functions.

Further consultation with the Shoshone-Bannock Tribes, and perhaps with other traditional users of the area, would be necessary to fully assess the traditional value of project lands, factors affecting integrity, and additional appropriate means to manage the area for traditional users and to protect the traditional value.

Paleontological and Archeological Resources

Paleontological resources are contained in the lacustrine sediments surrounding the reservoir and also in several downstream locations. Because they are usually deeply buried, they are generally not subject to surface disturbance. Thus, the integrity of paleontological localities in the study area is assessed as good to excellent. Presently they are being affected by reservoir erosion, which can cause as much as several feet of bank to slump each year. However, this has not significantly compromised the integrity of the paleontological deposits as a whole. Reclamation has an ongoing program of bank stabilization. This does not appear to significantly affect the

paleontological localities since the deeper soils in the exposed bank are generally not cut during placement of the riprap. Also, placement of the riprap will either halt or retard the erosion of the fossil-bearing soils, and so protect them from further damage. Ironically, since it is through shoreline erosion that most of the recovered fossils are exposed, bank stabilization will reduce future opportunities for scientific collection.

The condition or integrity of each archeological site was assessed using surface observations documented by the Dames & Moore archeologists during the 1992 Class III inventory. Overall, outside of the reservoir pool, integrity of the resource as a whole is judged to be good. This reflects the fact that, although surface components of many sites have been subject to varying levels of impact, numerous sites are likely to contain intact buried deposits. Nonetheless, damage to surface components is of concern. An entire site, or a site component representing a period of occupation, may be contained in the top 10 or 20 centimeters of soil. In sandy or soft soil, surface disturbance can damage or destroy the integrity of cultural deposits. Also, in soft or sandy soil, surface use can progressively chew deeper through the soils, affecting more deeply buried deposits. Actions that remove vegetation or create ruts can result in erosion that will damage or destroy adjacent or deeper cultural deposits. Finally, exposure of artifacts by surface disturbance accelerates artifact collection, particularly of tools needed to date a site's occupation.

During the 1992 survey, following Intermountain Antiquities Computer System (IMACS) conventions, site condition was categorized as one of the following: excellent (virtually undisturbed); good (75 percent undisturbed); fair (50-75 percent undisturbed); or poor (more than 50 percent disturbed). Frequencies of sites that fall within each category are shown in table 8.

Table 8
Condition of Archeological Sites

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unknown*</u>
Reservoir	5 (8%)	35 (54%)	6 (9%)	6 (9%)	13 (20%)
Downstream:					
Northshore	11 (10%)	85 (74%)	15 (13%)	3 (2%)	—
Southeast	—	8 (82%)	3 (23%)	2 (15%)	—
Southwest	1 (13%)	4 (50%)	1 (13%)	1 (13%)	1
Total	17 (8%)	4 (50%)	1 (13%)	1 (13%)	1

* Refers to previously recorded sites that were not revisited or rediscovered by Dames & Moore in 1992.

Damage (hereafter also called "effects" or "adverse effects") to sites is caused both by natural forces and by current land use practices. Natural factors that were noted as affecting sites in the downstream areas are: riverbank erosion; surface erosion from wind and rain, which can result in deflation, slope wash, and channel cutting; and rodent disturbance. While many sites exhibited evidence of natural impacts, they rarely were severe enough to seriously affect site integrity. Reservoir-related effects might also be classed as natural impacts. These include erosion and bank slumping from wave action or undercutting by winter ice, sedimentation, and inundation. These are severely damaging some sites.

Current land use practices that were noted to be damaging archeological sites include: construction and mining activities; agriculture; motorized vehicle operation on unimproved roads and trails and cross country; recreational activities not related to land vehicle operation, including boating, picnicking, and trash disposal; grazing; and vandalism. The number of sites affected by these factors are summarized in table 9, and factors presently affecting individual sites are listed in Appendix C.

Effects must be assessed both in terms of severity at a single site (i.e., site-specific effect), and frequency of occurrence relative to total recorded sites (i.e., cumulative effect to the resource). The frequency and severity of effects noted during the 1992 survey are discussed below.

Table 9
Impacts on Cultural Resources

Impacting Agent	Reservoir Perimeter (65 sites)	Northwest Shore (114 sites)	Southeast Shore (12 sites)	Southwest Shore (8 sites)	Total
Construction/mining	9 (14%)	5 (4%)	0	2 (25%)	16 (8%)
Wave action	18 (28%)	1 (1%)	2 (17%)	0	19 (10%)
Intentional vandalism	3 (5%)	4 (4%)	2 (17%)	0	9 (5%)
Agriculture	6 (9%)	1 (1%)	2 (17%)	0	9 (5%)
Motorized vehicle damage	10 (17%)	35 (31%)	9 (75%)	0	54 (27%)
Natural forces other than waves	30 (46%)	103 (90%)	7 (58%)	6 (75%)	146 (73%)
Nonmotorized recreation	6 (9%)	10 (9%)	0	0	16 (8%)
Grazing	2 (3%)	34 (30%)	0	1 (13%)	36 (18%)
Not recorded*	13 (20%)	0	0	1 (13%)	14 (7%)

*Indicates sites that were not visited during the 1992 Dames & Moore inventory. Therefore, condition was not assessed for this study.

Construction and Mining: The most severe site-specific effects can result from construction or mining, since they typically have the greatest potential to completely destroy or to disturb a large portion of a site. However, observations in the study area indicate that construction and mining affect relatively few of the recorded sites (see table 9). Also, a number of the observed construction and mining actions are no longer occurring (the activity has been completed).

One ongoing construction activity is stabilization of eroding banks around American Falls Reservoir. This activity has the potential to affect many of the recorded sites around the reservoir perimeter. Bank stabilization generally consists of removing unstable soils at the top of eroding banks; placing riprap at the toe of the slope; and cutting access roads from the bank top to the reservoir bottom. Cultural deposits that are in the unstable bank top, in the road access, or in the riprap placement area will most likely be entirely destroyed. Also, access to the work area is generally along unimproved dirt tracks. Site deposits within these tracks will likely be destroyed or damaged by compaction or soil churning associated with vehicle operation or road grading.

Reservoir Effects/Wave Action: Erosion is the most severe factor affecting archeological sites and paleontological localities around American Falls Reservoir. Erosion from wave action has undoubtedly destroyed some portions of or all of many sites around the reservoir perimeter; sites recorded 10 or 20 years ago often cannot be relocated and are assumed to have been on surfaces completely removed by bank erosion. Especially along the northwest shore of the reservoir, the soils overlying basalt outcrops have been scoured away, deflating the sites and redepositing the cultural material in small pockets in the rocks.

Ongoing effects are occurring to sites within the pool. Inundation can permanently remove sites from access for research purposes; can cause churning of sediments that damages or destroys depositional integrity; and can expose cultural deposits to relic collectors and vandals. Saturation can degrade or destroy organic and metal materials, particularly those subjected to the wet and dry cycles caused by fluctuations in reservoir elevation.

Twenty-eight percent of the sites recorded around the reservoir are reported to be affected by wave action and exposure. Several sites contain buried features that (in fall of 1992) were exposed in unstable banks that could slough off with the next raise and drop in pool elevation. Other as yet unrecorded sites located within the pool, but exposed by annual drawdown, are known to exist. This includes a small historic-period cemetery with human burials exposed on the ground surface. The burials are vulnerable to vandalism, increased rate of degradation from wet and dry cycles, and probability of scattering by wave action.

The degree of damage that occurs to sites from inundation can vary widely, depending upon soils, slope, and reservoir operating patterns. Test excavations would be required to determine the integrity of sites inundated by American Falls Reservoir.

Bank erosion is affecting paleontological deposits bedded within sediments around portions of the reservoir. However, the overall effect upon the fossil beds appears to be relatively limited. In part this is because many of the paleontological materials were redeposited at this location during Pleistocene floods. Therefore, exposure through erosion does not equate to a drastic loss of context, as long as the fossil is not transported far from the bank in which it rested or an articulated skeleton is not scattered. However, the more friable, less fossilized bone will suffer increased degradation if it dries out or is subjected to wet and dry cycles. Also, fossils exposed on the beaches are vulnerable to nonscientific relic collection.

Vandalism: Vandalism can be intentional or accidental and can take many forms and affect archeological and paleontological sites in many ways. On archeological sites, intentional vandalism usually takes the form of illegal, unscientific excavation by relic collectors (commonly called pot hunting). Small sites, such as many rock shelters, human burials, or cache sites, can be entirely destroyed by a single episode of pot hunting or vandalism. Larger sites can be so disrupted that they lose much of their informative potential. Human burials, rock shelters, rock art, and historic structures are often the focus of pot hunting or willful vandalism.

Unintentional vandalism also occurs, caused by people who either are not aware they are damaging an archeological or historical site or who do not understand the damage caused by their actions. This includes surface collection of tools or debris from a site, which often removes the artifacts needed to date the occupation of the site; excavation of garbage or fire pits in sites by campers or other recreators; rutting or churning of site deposits by motorized vehicle operators or other nonpedestrian recreators.

Clear evidence of pot hunting was observed at nine of the recorded sites. Six of those were in the downstream area, and generally were rock shelter sites. In some cases, the excavations were very extensive, and have likely destroyed the site. The backdirt from one illegal excavation contained materials indicating the rock shelter once served a ceremonial function for American Indians. Active surface artifact collection was apparent at sites in the downstream area. However, this does not seem to be associated with digging, and so is likely unintentional vandalism.

Damage to historic sites, especially standing structures, was observed. Many structures appear to have been partially disassembled to salvage reusable lumber or for firewood by campers. Other structures have been painted with graffiti. This represents both intentional and accidental vandalism.

Damage to paleontological sites largely occurs from unauthorized relic collection around the reservoir pool. Most paleontological beds in the area are too deeply buried to be excavated by collectors or to be accidentally affected by surface activities.

Agriculture: Agriculture can have a severe effect upon archeological sites because it usually damages an entire site to the depth of the plow zone. Cultural material is left behind but in a disturbed context that reduces or destroys its value for scientific analysis. Deposits buried below the plow zone might remain intact. Secondary actions associated with agricultural activities, such as road construction and use, fencing, ditching, or removal of standing structures can also damage archeological sites.

Six sites were visited around the reservoir perimeter in 1992, and three sites in the downstream area are presently affected by agriculture. Most of the 13 sites around the reservoir that were not revisited in 1992 are also affected by agriculture. Test excavation of sites around the reservoir affected by agriculture indicates that they have been destroyed by plowing. They were sites that contained small amounts of cultural material, all located within the plow zone. Affected sites in

the downstream area have not been test excavated. However, it is likely that they still contain significant cultural deposits below the plow zone. Also, the much greater density and variety of cultural material at the downstream sites means that limited important information might still be recovered from the plow zone.

Agriculture is not damaging paleontological deposits in the study area, since they lie well below the plow zone or are exposed on steep slopes not suited for cultivation.

Motorized Vehicular Damage: Damage resulting from motorized vehicle use generally affects the surface layers of a site in localized areas (dirt roads, trails, hill climbs, etc.). The depth of disturbance depends upon the soil conditions and the kind of vehicle activity. Generally, soft, sandy soils such as those found in many areas downstream of American Falls Dam, are very vulnerable to damage from vehicle passage. Vehicle trails cut into dune surfaces, and soils within the trail are churned. This can damage intact features, break artifacts, and mix together artifacts from different episodes of occupation. Although damaging, this generally is a localized effect, and when motorized vehicle use remains on existing trails, much of the surface stratum at large sites may remain intact. Greater damage occurs from motorized vehicle use off existing trails. This greatly spreads the zone of immediate damage and also creates new trails.

A possible secondary effect of motorized vehicle use is an increase in surface erosion. Repeated use strips vegetation that serves to hold sandy soils in place, leading to soil destabilization, particularly in dunes. Destabilized dunes move over time, which causes vertically distinct cultural layers, representing many occupations, to be deflated into a single, disturbed layer. This also exposes greater numbers of artifacts, which are vulnerable to unscientific collection.

Of the sites examined in 1992, 17 percent of those around the reservoir were noted to be directly affected by motorized vehicle use. Downstream, this type of use directly impacted 31 percent of the northwest side sites (35 sites of 114 recorded) and 75 percent of southeast shore sites (9 of 12 recorded). No direct effects were noted on sites on the southwest shore.

Around the reservoir, most motorized vehicle use appeared to be associated with access to agricultural fields and to road cuts providing access to the reservoir pool. In many areas, therefore, the use was confined to existing unimproved dirt tracks. Above the reservoir pool, with a few exceptions, the tracks are through loess sediments, which are relatively compact and less vulnerable to continued rutting. Except where the soil becomes wet from irrigation runoff, damage appears to be limited to shallow deposits and breakage of surface artifacts. However, as indicated above, most sites around the reservoir are confined to surface or very shallow deposits, so there can be significant damage from this traffic. Some recreational motorized use occurs on the beaches exposed by the drawdown. This includes simple driving of vehicles to the water line but also dirt bike and all-terrain vehicle (ATV) activities. Typically, soils in drawdown zones are soft, so operation of motorized vehicles can cause severe churning of cultural deposits.

Downstream, observed effects from motorized vehicle use is more widespread, apparently due to two primary causes. First, soils in the downstream area are soft, sandy sediments with

widespread dune fields. Second, use appears to be less focused on a few existing trails. Hill climbing and cross-county use was observed.

On the northwest side, use is almost exclusively associated with recreational activity. There are several well-established unimproved roads into the area that appear to carry the bulk of the conventional four-wheel (i.e., pickup truck) users. These roads have become quite entrenched, and where they cross archeological sites, have rutted cultural deposits from about 10 centimeters (cm) to 30 cm below surface. This has exposed buried cultural deposits and caused localized damage. Where the dirt roads cross dunes, the soil has been very deeply churned. Due to the soft soils throughout much of the downstream area, any vehicle operation across the surface will continue to churn into deeper soil levels. Even on existing trails through archeological sites, vehicles may continue to bite deeper into presently intact soils, damaging more deeply buried cultural deposits. When the dunes dry out, the soil within the road becomes too soft to cross, and users have been forced to leave the established track and parallel the road until past the dune field. This is causing an ever-widening band of disturbance through the dune fields and is leading also to increased dune destabilization. Small prehistoric campsites within dunes affected by the roads could easily be entirely destroyed by this process.

A second kind of frequent motorized vehicle use on the northwest side is by dirt-bike or ATV users. Information provided by users indicates both on-trail and cross-county activities are popular in the downstream area. These uses have created a braided complex of trails that reach all areas on the northwest side. Vegetation has been stripped from the trails, and many are rutted deeply into the soft soil. This has exposed buried cultural deposits, and displaced and damaged cultural material within the track. Most of the observed damage is still quite localized, leaving many sites unaffected and major portions of affected sites intact. However, the zone of effect from the cross-country use is larger. During field examinations, archeologists and Reclamation employees often observed surface treadmarks or lightly incised tracks from bikers who either ride adjacent to established trails (perhaps to ride side-by-side with companions using the trails) or striking out through areas that have no trails. This indicates high potential that the zone of effect is spreading, involving creation of new trails or widening of existing trails.

Also observed were highly disturbed areas where bikers were hill climbing up dunes at the base of basalt cliffs or were racing in circles in the dune fields. Where these actions occurred, soils were deeply churned. Archeological deposits in these locations had lost all integrity to as much as 50 cm below the surface.

Archeologists noted that significantly fewer numbers of finished tools (projectile points, scrapers, drills, etc.) were found on the northwest side near existing trails. This indicates that recreators using the trails are collecting the artifacts. Boat-in pedestrian or other nonmotorized users of the trails could also be picking up artifacts. However, most observed and reported users away from the river are associated with motorized vehicles. Occurrence of artifact collection could not be assessed around the reservoir because of preexisting erosional and agricultural damage. However, relic collection activities have been observed or reported in the past from beach areas, both of archeological and paleontological materials.

Nonmotorized vehicle users, such as horseback riders, hikers, or mountain bikers, also utilize the trail systems in the downstream area. Their use is discussed below under the heading of "Recreational Use."

On the southeast side of the downstream area, 9 of 12 sites were affected by motorized use. Much of this effect appears to be from four-wheel (pickup) use for access to the river for boat launching or recreational use of the shore. Effects have also occurred by vehicle access to agricultural fields and other established use areas. With one exception, there appears to be little trail or cross-county motorized vehicle recreational use such as noted on the northwest side. There is one area where shoreline recreators also appear to be hill climbing up steep clay slopes and in draws. All of these uses are affecting archeological sites, by rutting and churning soils, breaking artifacts, and exposing cultural deposits for collection.

Because of the surface nature of damage from motorized vehicle operation, there were no observed effects upon paleontological resources. It is possible that effects could occur to paleontological deposits where an unimproved road or motorized vehicle trail cuts down the face of a hill which contains an exposed fossil-bearing layer. However, the effect would be extremely localized and not likely to cause significant damage.

Other Recreational Use: This use category includes effects from other recreational uses, excluding motorized vehicle activities or vandalism described above. Other recreational uses could include boat-in users, hikers, horseback riders, campers, and picnickers. Impacts attributed to this group were observed at 9 percent of sites around the reservoir and 9 percent on the northwestern shore in the downstream area. Effects observed generally consisted of trash disposal. Surface trash disposal appears to have little effect on archeological sites, except where modern trash is mixed with the older materials at historic trash dumps. This can confuse dating of the site.

It can be assumed that effects beyond surface trash disposal would result from recreational use. These effects might include excavation of fire or trash disposal pits; additional localized churning or trampling of soils by users; and localized intensification of surface collection of artifacts. Excavation of any pits in archeological site destroys the cultural deposit in the disturbed area and can contribute to soil destabilization. Repeated trampling of soft soils can cause mixing of discrete cultural deposits and can contribute to soil destabilization. Collection of artifacts reduces the scientific value of a site, particularly when diagnostic items are picked up.

Grazing: Effects attributed to grazing were noted at 3 percent of sites visited in 1992 around the reservoir, at 30 percent of the sites on the northwest shore of the downstream area, and at one site on the southeast shore. Damage at other locations was noted by agency personnel during field trips in 1992 and 1993. Observed damage consisted of localized churning of culture material-bearing soils and trampling of artifacts by cattle, as evidenced by visible hoof marks. Where the soils were soft, the churning was severe and greatly disturbed the site. In other areas with more compact soils, the damage appears to have been of limited depth or extent. Cattle

usually observed in draws, along pathways that provided access from upper terraces to the shore, in soft, sandy soils along the shore, or among trees. The greatest potential for damage from cattle is in areas with soft, sandy soils and in saturated areas along the river. In these areas, trampling can severely churn cultural deposits because cattle sink more deeply into the ground. Also, it appears that cattle tend to come down to water and then congregate under trees for a period of time. Highly significant sites were recorded near the river with cultural material housed in soft, sandy soils, and intensive cattle-induced churning was observed in some areas of those sites. It is assumed that similar damage has occurred in other areas, but the evidence has been obscured when the surface has been smoothed by wind and water. No sites were recorded in saturated areas below the dam, perhaps because they would have been more frequently subject to flood. Grazing may also have the secondary effect of reducing soil stability by reducing vegetation. Destabilization of soils from cattle trampling may be presumed to contribute erosion from natural wind and surface water. Around the reservoir, grazing at the upstream end in boggy areas near the shoreline or in the drawdown zone has the potential to damage cultural resources. Relatively few sites were recorded in these areas, but additional sites may be present and suffering effects beyond the limits of the surveyed shoreline zone.

Ranchers with cattle using Reclamation lands below the dam use vehicles and horses to move their livestock. They indicate they drive or ride into the area a few times a year, keep vehicles to existing tracks, and use horses to work in areas off tracks. This use may be damaging cultural resources. The vehicle use of existing trails would contribute to degradation of affected archeological sites, and use of vehicles or horses off of trails could churn sandy soils containing cultural deposits and damage features near the surface and could contribute to soil destabilization.

Paleontological resources would not be affected by grazing, since the effect is limited to surface or near-surface deposits. Shoreline areas around the reservoir that are used for grazing do not have exposed banks that could yield fossils.

Natural Forces: The most frequent factor affecting archeological sites was erosion from natural forces (73 percent of all visited sites; see table 9). However, damage from natural erosion seems to cause only limited surface damage to most sites, and did not significantly affect their integrity. More severe, localized damage was noted in some dune sites, where wind-caused blowouts exposed buried cultural deposits. Wind erosion was most noticeable on the windward sides of some steep sand dunes. Water-induced erosion appears to have caused little damage. It was observed that wind and surface water erosion often appears in association with areas disturbed by mining, construction, motorized vehicle operation, or other human uses that have removed vegetation or disturbed the surface.

Slope wash has damaged sites in clayey areas in the southeast downstream area, in Section 22, T. 8 S., R. 30 E. One site in a dune on the southwest shore has been bisected and partly destroyed by rain running through a shallow channel. Very little rodent disturbance was noted in the study area.

Natural erosion was not observed to be affecting paleontological resources. However, slopewash on the southeast shore of the downstream area could eventually expose fossils, since fossil-bearing strata are present there.

3.5.2 Environmental Consequences

Alternative A (No Action)

Reservoir: Effects on cultural and paleontological resources would continue from existing uses and actions. These include shoreline erosion, bank stabilization, grazing, agriculture, motorized vehicle operation, other recreation, and sand and gravel excavation. Their effects on cultural resources are discussed under Affected Environment.

Without an RMP, management of the resources would continue essentially as at present. This management strategy focuses on the effects of new agency actions, such as in a location identified for bank stabilization. This does not allow a unified management approach, but instead addresses each site and the effect of each action in isolation. Also, ongoing effects are not addressed from reservoir erosion, nor is land use in undeveloped areas that are not covered by leases. This "passive management" approach does not meet the intent of Section 110 of the National Historic Preservation Act and other laws and regulations, which require agencies to determine if significant resources are located on lands under their jurisdiction and to protect and manage those sites which are eligible to the National Register.

An annual monitoring of effects of uses on Reclamation lands would benefit cultural resource management by providing a process to identify what specific uses are affecting these resources.

No cultural resources sites were found at the location for the Smith Springs wetland impoundment, and so this development will have no effect upon resources. Two sites are present in the vicinity of the Sterling Wasteway impoundment area but would not be affected by proposed actions. Archeological sites are present in upland grazing lease areas, but in general grazing appears to have little effect on integrity of those sites. In the reservoir pool, most cattle graze in the margins of the drawdown zone where vegetation is available and soils are less boggy. Survey of a portion of this area documented few sites. Therefore, damage from cattle trampling may be occurring but is likely to be affecting relatively few archeological sites. Ongoing effects to cultural resource sites present in or near Willow Bay and Seagull Bay would continue.

River: Enforcement of the vehicle closure will protect the archeological sites from what appears to be the most severe effect identified at this time. Churning and rutting of trails across archeological sites will essentially stop, preventing ever-deepening disturbance into as-yet intact deposits. Vegetation will have the opportunity to become reestablished on existing trails, which should slow or halt associated soil destabilization that could damage or destroy adjacent intact cultural deposits. Perhaps most important in terms of long-term cumulative effect, new areas of disturbance from cross-country riding and creation of new trails will not occur. Enforcement of

the closure to motorized vehicles on the northwest side will also address the concern of the Shoshone-Bannock Tribes about inappropriate use of a sacred area.

It can be expected that total use of the area will drop when access is restricted to boat-in or non-vehicular overland access. A rule of thumb in cultural resource management is that increased use equals increased relic collection and pot hunting. Therefore, a decrease in use of the downstream area should reduce the incidence of surface relic collection and deliberate vandalism. It may serve to essentially halt public use of more remote areas, further protecting the resources from inadvertent damage, relic collection, and vandalism.

Effects would still occur from boat-in use, nonmotorized land-based recreational use, agricultural leases on the south shore, and grazing. However, these uses do not appear to be causing significant or extensive damage to cultural resources. Relic collection would still occur on sites within easy walking distance from the shoreline used by boat-in recreators or along trails used by pedestrians or horseback riders. Cattle grazing on the northwest side would still cause significant damage to sites in draws or in areas with soft soils, and limited damage elsewhere.

Seven sites have been recorded on isolated parcels along the downstream shore on the south side (the lower shoreline area on figure 4). Several of the sites have been damaged by construction activities. One has been damaged by erosion, with the damage worsened by cattle trampling of fragile exposed dune deposits. Other sites retain excellent integrity. Continuance of existing management practices would continue to expose these sites to damage by construction or grazing practices. The agricultural lease in Area 8 (figure 4) is most likely affecting an archeological site; the cultural resource survey did not extend into the agricultural field, but significant cultural deposits were visible in adjacent areas.

Damage from natural factors (wind and water surface erosion) would still occur. However, the incidence of active surface erosion may decrease as trails and other vehicle use areas revegetate and become more stable.

Alternative B (Preferred Alternative)

Reservoir and River: The focus of Alternative B upon resource protection and enhancement will benefit cultural and paleontological resources by more clearly and specifically incorporating their management into standard project procedures. This should allow the resources to be managed in a programmatic manner, rather than on a site-by-site basis. It should also assist in obtaining funds for necessary archeological site evaluation and management actions, addressing both new actions and ongoing effects of operations or land use. Coordinated program implementation should reduce chances for inadvertent damage to cultural resources by other agency activities.

Agricultural activities would continue to affect archeological sites. Around the reservoir, test excavations indicate that past cultivation appears in most cases to have destroyed site integrity, so no further loss would occur (i.e., the sites are not likely to be eligible to the National Register). However, in the downstream area, some scientific value may still remain in plowed deposits.

Site integrity would continue to suffer from further redistribution and breakage of artifacts. Also, arbitrary changes in agricultural practices could damage more deeply or adjacent buried cultural deposits that still retain integrity.

Reservoir: Effects from reservoir operations and bank stabilization will continue to occur. Damage of sites along portions of the bluffs may be reduced by the plan to discourage vehicle use in many areas. Motorized vehicle use would continue to affect sites around the reservoir and in the drawdown zone where vehicle access off improved roads is not prohibited. Closure of the specified wildlife enhancement areas to motorized use will protect archeological sites there from continued degradation from vehicle operation on dirt roads and trails. There may also be associated reduction in soil destabilization and relic collection in closed areas. Some relic collection would undoubtedly still occur by pedestrian and boat-in users.

Expansion of sand and gravel extraction areas could endanger archeological sites in the McTucker Island area. Construction of wetland impoundments at reservoir tributaries and actions to restore riparian habitat at McTucker Island, Big Hole, Little Hole, Willow Bay, and elsewhere could damage archeological sites in those locations.

New and existing recreation developments could lead to new or increased damage to archeological sites. Two sites located at McTucker Island area are near a proposed recreation area. Test excavations would be needed to determine their eligibility to the National Register. Intensified recreational use nearby increases the chance for relic collection or pot hunting at the sites.

At Big Hole, no sites are located in the existing recreation area, but 11 sites are present elsewhere in the area under consideration. Test excavations would be needed at all but one of the sites to determine if they are eligible for the National Register; the remaining site appears to not be eligible for the National Register. Most of the sites would benefit from the proposed closure and rehabilitation of Areas 1, 3, and 5 (figure 7), but several would continue to be affected by vehicle use in Area 2. One site in Area 3 would be affected by proposed recreational use; it has already suffered damage from reservoir erosion, motorized vehicle use, and recreational activities.

Six sites have been recorded at Little Hole, four of which were recommended as not eligible to the National Register. Test excavations are likely needed at all six sites, however, to determine their significance. One site is located in Area 2, and would most likely be damaged by the proposed recreational use. The remaining sites are all located in areas proposed for wildlife management. Activities to enhance wetland and upland wildlife habitat could damage these sites, if this included ground disturbing activities. No sites are located in the existing agriculture lease areas.

At Willow Bay, proposed city of American Falls master plan developments could damage an archeological site that also has traditional/sacred values for the Shoshone-Bannock Tribes. The same site could be damaged by continued motor vehicle access. At present, it is affected only by

natural and very minor wind erosion. Another prehistoric site is located within the existing recreational development and has been damaged by construction activities. It may require test excavation to determine if any intact deposits remain. Two other sites are located in the Willow Bay use area, in areas proposed for vehicle closure and rehabilitation of habitat values. One has been damaged by vandalism but still may retain significant deposits. The other has been damaged by erosion, construction, and agriculture but still is assessed as containing significant deposits. Test excavations may be needed to confirm these surface evaluations. Closure to vehicles would help protect these sites, but habitat restoration actions could further damage the site surfaces. No sites were found in Areas 4 and 7.

One archeological site is located near the Seagull Bay Recreation Area (figure 2). It has been affected by reservoir wave action and erosion, and test excavations will be needed to determine if it still contains significant deposits. This site could be damaged by channel deepening actions proposed by the leasee.

Archeological sites are present in the Spring Hollow area, near the Visitors Center, and in the Everglades vicinity. Recreation developments or improvements in those areas could damage cultural resources or lead to increased relic collection or pot hunting through focused use and improved access. Two sites in the Danielson Creek/Crystal Wasteway area are presently being affected by vehicle parking and recreational activities. Encouraging wildlife viewing there could further damage these resources.

River: Enforcing closure of most areas to motorized vehicular use would reduce existing damage and prevent additional damage from vehicle operation, relic collection, and soil destabilization, as described for Alternative A.

Elimination of grazing would halt the rutting of sites in draws and soil churning and trampling. This is damaging sites in draws as well as those with soft soils. It would also eliminate vehicle use by grazers. As discussed for Alternative A, continuance of existing management practices on lands on the lower south shore (lower shoreline area on figure 5) would continue to expose these sites to damage by construction or grazing practices. The agricultural lease in Area 8 (figure 5) would continue to impact an archeological site.

Implementation of an integrated erosion inventory program and identification and application of measures to stabilize eroding areas would greatly benefit cultural resources. It would reduce or stop ongoing erosion at sites, which is mixing physically separated cultural layers representing occupations from different time periods. It would also at least partially cover, through revegetation, artifacts that have been exposed by erosion or land use, which would reduce relic collection and pot hunting.

Alternative C ((Preferred Alternative Actions for Reservoir and No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: The effects would be the same as for Alternative A, with additional effects from the proposed development of a new recreation site at Area 7 and vehicle access through Area 6 (figure 10). This proposed use could cause significant damage to archeological sites that are of great scientific value.

The proposed recreation development at Area 7 would directly affect a site that is eligible on its own merit to the National Register. The site was test excavated in 1981 and proved to contain multiple components spanning the entire continuum of prehistoric use of the area, plus possible Oregon Trail and late 19th century mining activities. The site presently receives localized damage from vehicle use and limited damage from low intensity recreation. If the recreation area was developed, buried cultural deposits would be damaged by construction of proposed facilities; intensified use would disturb surface or near-surface cultural deposits through trampling and intensified vehicle use; surface relic collection and perhaps pot hunting would likely occur in and around the recreation area. Also, access to Area 7 can only occur using roads that cross archeological sites.

Proposed permitting of vehicle access to Area 6 on designated and improved roads would also directly affect archeological sites. Grading and other work to improve the roads would damage cultural deposits that lie below the already disturbed surface. Improved access would likely cause intensified use of the area; as indicated earlier, intensified use generally equates to additional site damage through increased surface relic collection and perhaps pot hunting. If vehicle users did not stay on the designated improved roads, then motorized vehicle damage would continue on nondesignated existing trails. Given likely increased area use, motorized use could also impact areas not previously damaged.

There is the potential that road improvement or motorized vehicle use in Area 6 would damage paleontological deposits. Paleontological material was noted in a slope exposed by sheet erosion and trail rutting resulting from use by motorized vehicles. At present, no significant damage is occurring to the paleontological deposit, and it is not likely that surface effects or uses would significantly damage the deposit.

Portions or all of the area may retain traditional cultural values for American Indians. Consultations would be needed with the Shoshone-Bannock Tribes to determine if the proposed Area 6 and 7 uses would damage TCP's.

Alternative D ((Preferred Alternative Actions for Reservoir and Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River))

Reservoir: Same as Alternative B.

River: The effects on sites on the south shore would be the same as discussed for Alternative C. The effects on the cultural resources on the northwest shore would be similar to those of Alternative A, except for effects relative to motorized vehicle use. Archeological sites could also

be adversely affected by proposed motorized vehicle use in the designated areas. Operation of the vehicles on the northwest side, even in a restricted area, would be inappropriate and damaging in terms of the sacred nature of the landscape for traditional American Indian people.

The locations of the two designated motorized vehicle use areas and the designated connecting trail were selected by Reclamation staff to avoid cultural resource sites on Reclamation lands to the greatest degree possible. Since a survey had not yet been completed on adjacent BLM lands, impacts to resources on those lands were not considered in selection of use areas and a connecting trail. The selections were made by comparing site location maps from the cultural resource survey with existing motorized vehicle trails visible on aerial photographs and discussions with individuals who use motorized vehicles in the area. Potential effect on sites by area use was identified by noting the number of sites crossed by the trail and the linear miles of trail within site boundaries on Reclamation lands. Assessment of sites that would most likely be affected if users departed from the designated trail, but traveled along existing trails in the vicinity, was made by counting sites located near existing motorized vehicle trails that branch from the designated trail. Identification of sites presently being affected by motorized vehicle use was made by consulting the Evaluation of Archeological Site Conditions table in Appendix C-e. Ground truthing would be needed of the designated trail to clearly determine the direct and potential effects of trail use on archeological sites. If Alternative D is selected for implementation, this ground truthing will occur before a trail is authorized for use.

No archeological sites are present in Area 4b (figure 11), but four sites are present on the same landform and within one-quarter mile of the use area. Two of these sites are presently being affected by motorized vehicle activity. Two have been recommended as individually eligible to the National Register, one as not eligible, and the fourth must be test excavated to determine if it is eligible. Again, since users would be focused in this area there is a high probability that these sites could be affected by area motorized vehicle use.

It appears from existing site location maps that the proposed designated trail between areas 4a and 4b (figure 11) would cross three archeological sites on Reclamation lands. One of the sites crossed on Reclamation land is very large, and the 2.5-mile long trail could travel through archeological sites for nearly one-third of that distance. The large site is clearly eligible to the National Register on its individual merit and is highly contributing to the scientific value of the entire site assemblage that will comprise the historic district. The other two sites would require test excavation to determine if significant deposits are present.

Use of the trail would cause damage from present use to continue (rutting and churning of soft soils, scattering of features, and soil destabilization). Intensified use of the trail due to focusing motorized vehicle operators into one area would worsen the existing condition by impacting deeper, still-intact deposits and perhaps by contributing to further soil destabilization. Focusing users in the trail vicinity is also likely to increase the rate of relic collection of sites along the trail. The loss of scientific values from these kinds of effects is discussed above in Section 3.5.1, Affected Environment.

If motorized vehicle operators depart from the designated trail to use nearby tracks or to cross country, they would intensify the damage of the three sites crossed by the trail. Soil on the terrace crossed by the trail is very soft and sandy and is easily churned. Blowouts and surface wind erosion was noted there in a number of areas along existing trails, indicating that these soft sediments are easily destabilized by rough use. Departure from the designated trail could affect other sites in addition to the three crossed by the trail. Six additional sites are located on the same terrace within a quarter-mile of the designated trail. A number of other sites are located within that distance but appear to be in rocky areas that may not be accessible by vehicle, but could easily be reached on foot. An existing motorized vehicle trail was noted across only one of these other sites but, as indicated above, intensified use could impact previously unaffected sites.

Additional site damage could also occur if users left the designated trail and continued along the lower terrace on the existing trail (which provides a more direct route to use area 4b). Almost the entire length of the lower terrace trail is across a highly significant archeological site. Potential for this impact to occur exists since OHV leaders have indicated that cross-country riding is an important part of the recreational experience.

A potential benefit of motorized vehicle use of the area is that some riders have indicated their group would be willing to keep watch for pot hunters and report the vandalism.

A recent survey documented that significant cultural sites are present in adjacent BLM lands. The road between area 4A and 4B comes very close to a site identified by a BLM survey, and area 4B is very close to another site. Areas on adjacent BLM lands also have sacred values. Increased use could subject the sites to increased threats of damage by vandalism or physical impact from use of motorized vehicles. It could also create more noise thereby impacting sacred values (BLM, 1993).

The adjacent State of Idaho lands have not been surveyed for cultural resources, so no assessment of effect on sites could be made for that area. There is a high probability that sites are present. These lands are open to motorized vehicle use for trail and cross-country riding and for hill climbing. It would be expected that use of the adjacent lands would be intensified, particularly for hill climbing and cross-country riding since these will be prohibited on Reclamation lands. State lands are open to motorized vehicle use unless specifically closed.

Members of the Shoshone-Bannock Tribes have indicated that operation of motorized vehicles on the northwest side is a violation of the sacred nature of the area. They have also indicated that the noise from motorized vehicle use disrupts traditional religious and ceremonial practices and can make an area of limited or no value for these activities. Plants important for traditional practices grow on the northwest side, and vehicles may damage or destroy those plants. These native plant species have been eradicated by modern land use practices in many areas, so remnant colonies are of particular value to traditional people. Some tribal members have also indicated concern for the damage to the archeological values, since these prehistoric sites could contribute important information about the history of their people if scientific excavations were conducted.

Alternative E (Preferred Alternative Actions for Reservoir and Limited Motorized Access on Designated Trails and Roads along Both Sides of the Snake River)

Reservoir: Same as Alternative B.

River: In this alternative, motorized vehicle users would have access to the entire northwest side on designated roads, trails, tracks, and in designated use areas. While the designated access areas will not be located on cultural sites, perhaps most threatening to the resource in the long run would be a potential shift in management and public perspectives to consider this a designated motorized vehicle recreational area rather than a rare and valuable natural and cultural resource protection area. If archeological sites become isolated spots of resource protection, surrounded by recreational use areas, this would be greatly destructive of the resource. A large part of the scientific value of the northwest side National Register archeological district lies in the integrity of the complex of sites.

The inventory indicated that 31 percent of the northwest side archeological sites are affected at present by roads and trails. Most of the major existing trails cross archeological sites. If rutting, churning, and soil destabilization continued throughout the entire northwest side area, in the long-term significant cumulative adverse effects would occur. National trends indicate that motorized vehicle use is a rapidly growing recreational sport. Users of this area have indicated that this is an especially important spring use area. This indicates there could be a continually increasing number of users that would focus their early spring use on the northwest side area. This would intensify the damage occurring on existing trails and could increase the probability that users would depart from those trails seeking greater privacy or more challenging experiences. Relic collection would continue throughout the entire area, in conjunction with the easy and extensive access provided by the trail network.

It is expected that at least a percentage of the motorized vehicle users would not confine their activities to the trails, since that user group includes many people who seek more challenging cross-country and hill-climbing experiences. If users departed from the designated trails, then they would be causing essentially the same pervasive damage that is occurring at present without enforcement (see Affected Environment discussions). Further, the damage would certainly escalate over time, affecting greater percentages of the entire site area. Field observations indicate that the zone of motorized vehicle use effect is already widening. Well established trails are paralleled with shallow tracks from group bike riding, and shallow tracks from cross-country riding are common.

This encompassing motorized vehicle use would even more completely intrude upon and damage the sacred nature of the area for traditional American Indians and could ultimately damage the land sufficiently so as to destroy its sacredness (as expressed in integrity of the natural landscape). With trails throughout the entire area, there would be no portion of the area with the solitude necessary for performance of some traditional American Indian ceremonies or activities. And as discussed above, the intrusion of motorized vehicles would be considered by traditional Indians as disrespectful and inappropriate use of a sacred area. Departure from trails could cause

extensive damage to or loss of native plants that are used for traditional ceremonial or medicinal purposes.

3.5.3 Mitigation

Alternative A

Reservoir: Reclamation would seek funding to test recorded archeological sites at Willow Bay and Seagull Bay Recreation Areas and review plans for facilities improvements for effects on archeological sites. If damage to sites cannot be avoided, Reclamation would seek funding to protect the site or to mitigate the adverse effect.

River:

1. Reclamation would conduct periodic systematic collection of surface artifacts from selected sites in areas most commonly used by recreators. Reclamation would excavate small, intact features that are exposed and vulnerable to user damage, if they are likely to contain datable charcoal or uncontaminated botanical samples.
2. Reclamation would close selected areas to nonvehicle accessed recreators or grazing to protect sites from ongoing or accelerating damage as determined necessary on a site by site basis.
3. Reclamation will work with BLM and the state in efforts to reduce impacts resulting from enforcement of the motorized vehicle closure.

Alternative B

Reservoir: Reclamation would determine if sites that are eligible to the National Register would be endangered by sand and gravel extraction at the McTucker Island area, or by intensified recreational use. If any prove to be eligible, Reclamation would prohibit or relocate the activity.

River: Same as for Alternative A.

Alternative C

Reservoir: Same as for Alternative B.

River: Same as for Alternative A, except that since significant damage could occur to prehistoric and historic period archeological sites located in Areas 6 and 7, the following additional mitigation is needed.

1. Reclamation would complete test excavations to determine the locations of significant cultural deposits.

2. Reclamation would complete consultations with the Shoshone-Bannock Tribes about effects of the Area 6 and 7 developments on traditional and sacred resources.
3. If excavations and consultations with the Shoshone-Bannock Tribes demonstrate that significant resources would be damaged, an alternative site would be identified or the development would not occur.
4. Reclamation would revegetate or otherwise obscure those trails that depart from the designated road or from the recreation area so they do not invite continued unauthorized use. Reclamation would monitor to ensure closure is observed.
5. Reclamation would clearly define the recreation area, so that the area of effect does not spread from camping or picnicking into other areas. Reclamation would place signs at the recreation area informing users that fragile resources are present and must be protected, that relic collection is prohibited, and providing educational materials about prehistoric and historic users of the canyon.
6. Reclamation would close part or all of the recreation area or the vehicle access area if monitoring of use and its effects upon archeological sites indicate that recreational or motorized vehicle use is causing increasing and unacceptable damage to sites. If enforcement and monitoring indicate that vehicle users are not respecting requirements to remain in or on designated areas or trails, the use privilege would be revoked, and the area would be closed and managed for cultural resources consistent with actions defined for Alternative A.

Alternative D

Reservoir: Same as Alternative B.

River: Same as Alternative C, with additional mitigation for damage to sites from use of the designated motorized vehicle use areas and connecting trail on the northwest side of the Snake River.

1. Reclamation would walk the proposed designated trail alignment to determine where archeological sites are crossed and where other trails exit the designated route. Trail segments would be chosen that would avoid sites.
2. Reclamation would clearly mark agency boundary on existing trails from adjacent properties. Boundary markers may also be placed off trail in order to control cross-country access and prevent inadvertent unauthorized use of Reclamation lands.
3. Reclamation would clearly mark boundaries of designated use areas and the route of the designated trail. Signs would be posted indicating that damage of archeological sites is punishable by law.

4. Reclamation would determine if the site near use Area 4a is on Reclamation lands or State of Idaho lands. The need for site protection from increased threats of vandalism of the sites in or near use Areas 4a and 4b would be investigated.
5. Reclamation would revegetate those areas where closed trails exit the designated vehicle use areas or trail so they do not invite use.
6. The designated use areas and trail would be closed if enforcement and monitoring indicate that vehicle users are not respecting requirements to remain in or on designated areas and trail.
7. Reclamation will work with BLM in efforts to mitigate impacts to sites located on lands they administer.

Alternative E

Reservoir: Same as Alternative B.

River: Same as Alternative D, except that:

1. Reclamation would walk the existing trail system to determine where archeological sites are crossed. Trails would be designated to avoid sites and reduce effects to adjacent sites.
2. Reclamation would examine existing high use areas to determine those that would be open for motorized vehicle use.
3. Reclamation would conduct systematic data collection, as needed, at selected sites to mitigate for the anticipated indirect resource effects that would occur from this alternative. This data collection program would be outlined in the PMOA and defined in the CRMP.
4. Reclamation would consult with the Shoshone-Bannock Tribes concerning possible means to reduce the effect of proposed motorized vehicle access and use on the traditional use and sacred aspects of the northwest side. To reduce effect, selected canyons may remain closed to motorized vehicle use to provide conditions needed for ceremonial use or to protect fragile resources necessary for traditional uses.

3.5.4 Residual Impacts

All Alternatives

1. If archeological excavations are necessary (reservoir or river areas) to mitigate adverse effects, these actions may be contrary to traditional values of the Shoshone-Bannock Tribes. The tribes have objected, in past consultations, to disturbance of American Indian sites by archeological excavation and retention of excavated materials in curation facilities.

2. Effects will continue under all alternatives from continuance of river area agricultural leases. However, the potential for damage from previously unaffected site elements would be reduced or eliminated by clarified or revised lease conditions.
3. Also for the river area, with Alternatives A through D, there may be increased motorized vehicle use, particularly for hill-climbing and cross-country activities, on adjacent State of Idaho and BLM lands on the northwest side of the Snake River where there may be significant prehistoric archeological sites.
4. In the downstream area, residual effects would continue from authorized uses and from natural erosional processes. Effects from authorized recreational uses could include surface relic collection in the vicinity of pedestrian trails or boat-in use areas; churning of soft soils in these same areas; and digging of fire or waste disposal pits in picnic or camping areas. However, these effects should decline from the existing condition, because lack of motorized over-land access should shrink the number of users and greatly reduce the area routinely used by recreators. Natural erosional processes from wind or surface water runoff will continue. However, more limited use of the area should reduce man-induced factors presently contributing to soil destabilization and encourage revegetation of damaged areas. Grazing under all alternatives except Alternative B would allow continued trampling and churning of cultural deposits in soft soils. However, this appears to be a relatively limited effect at present and should be further reduced by closing areas to grazing where cattle trampling would damage sites.

Alternative A

Reservoir: In most cases, management actions would not occur to address ongoing effects on archeological sites of reservoir operations or public use of undeveloped lands in or around the reservoir. Exceptions would be actions to protect or remove endangered human burials. This could cause continued degradation of some sites from erosion, motorized vehicle use, recreation, agriculture, and grazing.

Paleontological resources would continue to be identified and scientifically collected only where archeological surveys are being completed for other purposes and would be done by the archeological surveyor. This could cause continued loss of important information.

Alternative B

No additional residual impacts other than those identified above under all alternatives.

Alternative C

Reservoir: Same as Alternative B.

River:

No additional residual impacts other than those identified above under all alternatives.

Alternative D

Reservoir: Same as Alternative B.

River:

1. The residual effects would be the same outlined above for all alternatives, except they would occur both in the southeast shore recreation and access area and on the northwest side in the designated use area.
2. Operation of motorized vehicles on the northwest side would inappropriately intrude upon an area identified by traditional Native Americans as a sacred area. Vehicle operation would also make the lower shore on the northwest side (within hearing distance) unusable for some traditional ceremonial or religious functions. These damages cannot be mitigated. Traditional people do not accept the concept of "mitigation." Desecration of one sacred area cannot be "mitigated" for by protecting an adjacent area with similar qualities or values. Therefore, they do not believe that isolating motorized vehicle use in only a portion of the northwest side addresses the concern about appropriate and disrespectful use of a sacred area.

Alternative E

Reservoir: Same as Alternative B.

River:

1. The residual effects are the same as for Alternative D, except the scale of effect encompasses the entire northwest side of the downstream area. The number of significant cultural resource sites that might be affected by use of the area is so large that it would not be likely that all effects could be mitigated. Because of the cost of data recovery, normally excavations are limited to a small portion of a large site. Often only some of the total number of sites damaged or endangered by the action are investigated. Therefore, although mitigation may meet the requirements of law, in reality most of the cultural deposit is not investigated. The result is a net total loss of valuable and informative archeological material if damage from construction or use extends beyond the immediate area that was excavated.
2. The proposed management strategy calls for annual monitoring of use areas to determine the effect of use. If this alternative was implemented, the area that could be directly affected by motorized vehicle use may be too large to monitor annually. This would mean that new or intensified damage could go undetected until after extensive damage has occurred. This would not meet agency requirements for responsible management of significant resources.

3. Authorizing motorized vehicle use of the northwest side and allowing access to most of the area could lead to public and management perception of the area as a motorized vehicle recreational area rather than a resource management area. This could ultimately lead to increasing resource degradation, since management actions would protect only small islands of archeological resources in the larger recreation area.

3.6 RECREATION AND ACCESS

For the purposes of this section, "sportsman's access," "vehicular access," and "motorized vehicle access" means a specifically delineated trail or road varying in width which is designated to be used by and maintained for motorized vehicles.

3.6.1 Affected Environment

Reservoir: The reservoir receives approximately 185,000 recreation visits annually (Reclamation Recreation Use Observation Program, 1989). Most of these visitors come from the local communities of American Falls, Pocatello, and Blackfoot, although many reside elsewhere in southeastern Idaho. A small proportion are from out of state and stop on their way to and from Yellowstone National Park. Preferred recreation activities include sightseeing, nature study, hiking, camping, water-related activities, fishing, hunting, and motorized vehicle use. Most recreation use occurs between April and October, with use being heaviest on the weekends. Winter recreation use is limited by the inconsistent ice conditions caused by spring flows and by snowfalls which are too light to support snowmobile use.

Recreation demand at the reservoir has been steadily increasing over the past 2 decades, but not significantly. Boating has actually decreased in recent years due to drought conditions which have caused the reservoir to drop and become inaccessible early in the peak recreation season. The drought has also affected fish and wildlife habitat, resulting in lower numbers of hunters and possibly anglers. Overall recreation demand is expected to continue to increase but only slightly, unless the city of American Falls fully implements the master plan for Willow Bay Recreation Area which could substantially increase use at the reservoir. A reversal of the drought and proposed dredging to increase boat access would also influence demand.

There are four developed public recreation sites on Reclamation lands around the reservoir: Sportsman's Park, Reclamation's Visitors Center and adjacent recreation area, Willow Bay Recreation Area, and Seagull Bay Yacht Club (Exhibit 7). Each offers a different mixture and intensity of recreational opportunities (table 10). Recreation use at the reservoir is concentrated at the above four sites, but a number of other areas along the northwest shore are used informally by campers, boaters, swimmers, anglers, waterfowl hunters, and bird watchers. Many of these sites are identified as sportsman's access points (IDFG signage) at highway turnoffs. Recreationists also access unimproved beaches by boat. Two of the more popular areas are located in the McTucker Island and Spring Hollow areas. McTucker Island per se is used primarily for hunting and fishing and is currently closed to vehicles. Eight excavated ponds

Table 10
Recreation Facilities in the
Study Area

Table 10 Recreation Facilities in the Study Area		Access & Parking						Day Use Facilities						Overnight Facilities		Support Facilities														
		Road Access (Paved, Gravel, Unimproved)	Car Parking Spaces	Boat Trailer Spaces	Boat Ramp	Docks	Marina Slips	Picnic Area	Picnic Shelter	Beach	Trail/Path	Sports Fields	Visitor Center/Information	Developed Campsites	Informal Camping	Group Camping	Permanent Restrooms	Portable Restrooms	Potable Water	Showers	Electrical Hookups	Septic Hookups	RV Dump Station	Marine Dump Station	Commercial Supplies	Fuel/Oil Pump	Maintenance/Storage	Physically Challenged Accessible Restroom	Physically Challenged Accessible Campsites	Physically Challenged Accessible Dock/Ramp
Reservoir Recreation Sites	Seagull Bay Yacht Club (Member-Owned Facility, leased from Reclamation)	G	●	●	●	●	●						●			●		●	●	●			●		●		●			
	Willow Bay Recreation Area (City of American Falls, leased from Reclamation)	P	●	●	●	●		●	●	●	●	●	●		●	●	●	●	●	●	●	●		●		●		●	●	
	Visitors Center-North Side (Bureau of Reclamation)	P	●	●	●	●		●	●	●								●										●		
	Visitors Center-South Side (Bureau of Reclamation)	G	●					●				●					●		●									●		
	Sportsman's Park (Bingham County, leased from Reclamation)	P	●	●	●	●		●	●					●	●	●	●	●	●	●	●	●						●		●
	Gravel Pits Near McTucker Island (Bureau of Reclamation)	G	●																											
	Sterling Wildlife Management Area (Idaho Department of Fish and Game, Portions leased from Reclamation)	P/ G	●							●																				
	Springfield Lake (Idaho Department of Fish and Game/Bingham County)	P	●			●		●										●												
Snake River Recreation Sites	American Falls Fish Hatchery (Idaho Department of Fish and Game)	G	●							●																				
	Mary's Mine (Bureau of Land Management)	G/ U	●											●																
	Snake River Vista (Bureau of Land Management)	U	●	●	●									●		●														
	Trenner Park (Idaho Power)	P	●			●		●																						
	Power County Sportsman's Access (Power County)	P	●	●	●	●		●									●											●		●
	Pipeline (Bureau of Land Management)	G	●	●	●	●		●					●				●											●		
	Monument Sportsman's Access/Eagle Rock (Bureau of Reclamation/Idaho Fish and Game)	U													●															
	Massacre Rocks State Park (Idaho Department of Parks and Recreation)	P	●	●	●	●		●			●	●	●	●		●	●		●	●	●		●					●	●	

northwest of the island are heavily used for fishing and swimming. Informal camping, deer hunting, waterfowl hunting, and wildlife viewing also occur in the area.

A considerable portion of the west shoreline provides good bank fishing and waterfowl hunting, although access is limited in some areas because of a lack of public roads and signage. Inlets provide protection from winds and storms for boaters and other recreationists. Stretches of beach along the Little Hole and Sterling WMA are especially popular, particularly at high water when other beaches are limited. These are reached by boat or by road. Many of the roads are not found on maps and are not well marked or maintained. Springfield Bottoms, located in the area of Danielson Creek, attracts those who enjoy watching wildlife and is included in the Idaho Watchable Wildlife Viewing Guide.

River: Reclamation lands in the downstream area support a variety of recreational uses, primarily camping, boating/floating, fishing, waterfowl hunting, rock climbing, and motorized vehicle use. Recreationists are attracted to the river canyon by the area's scenic qualities, water recreation opportunities, fish and wildlife resources, and topography. In addition to the fully developed Massacre Rocks State Park on Idaho Department of Parks and Recreation lands, a number of semi-improved recreation areas exist on BLM, IDFG, and Idaho Power property along the river between American Falls Dam and the Minidoka National Wildlife Refuge (Exhibit 8) (table 10). Reclamation does not have any developed or designated recreation sites on this stretch of the Snake River, although informal recreation use does occur at various locations. The Monument Sportsman's Access and an area used for boat launching are located on Reclamation lands along the southeast side of the river near Eagle Rock.

The river area attracts mostly local residents, but approximately 67 percent of the campers at Massacre Rocks State Park are from out of state, with Yellowstone National Park as their destination. The number of campers at the park increased 37 percent between 1986 and 1990. Local residents prefer camping at dispersed locations along the river which are not well known and are less accessible. Boat camping occurs on the northwest side of the river across from Massacre Rocks State Park where beaches are available.

The lands along both sides of the river have been closed to motor vehicle use since 1974. However, since Reclamation did not widely publicize or actively enforce the closure, this area has received widespread motorized vehicle use for over 20 years.

Motorized vehicle users represent one of the largest groups of recreationists utilizing Reclamation lands on the northwest side of the river. Motorized vehicle use is popular in this area for a number of reasons: the steep, sandy slopes provide ideal challenges; the area is large and remote but close to local population centers; climatic conditions are good during much of the year; and the area is not privately owned and assumed to be open to public use. This activity is especially popular during late fall and early spring when the canyon is relatively warm and the ground is semifrozen. However, motorized vehicle use does occur throughout the summer months. Depending upon snow cover, during a normal mid-November or mid-May weekday, approximately 10 such vehicles are in use on the 4 hill-climbing areas (Exhibit 9) and numerous

trails along the mesas. Use increases to about 25 to 30 vehicles on weekends during the same months (Collins, 1993). While there is no designated sportsman's access on the northwest side of the river, motorized vehicles reach the river edge from various trails. An inventory of the existing trails and all areas currently being used by motorized vehicles on Reclamation lands along the Snake River is provided in table 11. Lands open to motorized vehicle use within the region are also identified.

Table 11
Existing Motorized Vehicle Trails and Areas
on Reclamation Lands Along the Snake River

	NW Side	SE Side	Total
Motorized vehicle use areas (acres)	83	None	83
Motorized vehicle use trails (miles)	30	9	39
Signed sportsman's access	None	1	1
Informal river access points	15	11	26

Source: Reclamation and BLM aerial photographs, 1987,1990

Acres of Lands Open to ORV Use
Southeast Idaho Region

	Acres ¹	ORV Open	Percent Open	Miles Roads/ Trails	ORV Open	Percent Open
USFS ²	133,000	897 ³	.7	573	450	79
BLM ⁴	267,619	260,944	97.5			
DSL ⁵	720,000	720,000 ⁶	100			
	<u>1,120,619</u>	<u>981,841</u>	<u>87.1</u>			

¹Total acres within the respective management area.

²Pocatello Range District only. Pers. comm. with Gerald Tower, District Ranger 7/6/92

³No ORV use off designated roads/trails. Based upon an average road width of 25 feet and average trail width of 3 feet.

⁴Pocatello Resource Area only. Pers. comm. with Jamie Arnold, Recreation Resource Coordinator 7/7/92.

⁵Eastern Idaho area only. Pers. comm. with Bruce Benedict 7/6/92.

⁶All lands are open unless closed. No lands are closed at this time

Source: Shoshone-Bannock Tribes (1993)

Adjacent BLM lands are delineated in the agency's Monument Resource Management Plan as Area L-10, within which are two L-10a subareas (Exhibits 8 and 9). These lands are currently open to motorized vehicle use (BLM, 1986). However, with appropriate public notice, BLM would restrict motorized vehicle use in the L-10a subareas to be compatible with Reclamation's motorized closure policy if it is determined that significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources, as well as impacts on other recreation visitors, is occurring. This determination will be made as part of BLM's planning process for its new resource management plan, which will replace the current Monument RMP. The completion date for BLM's RMP is 1997 (Van Wyhe, 1993).

Adjacent State lands are also open to motorized vehicle use (Exhibit 8).

Recreation demand along the river is not expected to change significantly from the past trend of steadily increasing, but slight, demand. In the case of motorized vehicle use, demand for a substitute area with similar terrain and soil conditions would increase with enforcement of current closure policy.

Reclamation lands that are closed to general motorized access may be entered by vehicle for official purposes.

In accordance with 43 CFR 420 (regulations relating to Public Lands, Bureau of Reclamation, Off-Road Vehicle Use), vehicular access of lands closed to vehicle use could occur: (1) by fire, emergency, or law enforcement vehicles when used for emergency purposes; (2) for official purposes, including law enforcement, monitoring of resource conditions, and archeological investigations necessary to meet mandated resource management responsibilities. Unless essential for enforcement or emergency situations, vehicle use for these actions would occur only when access by foot or boat is impractical or impossible; be confined to designated roads; and would occur under conditions that would avoid or minimize impact to cultural resources.

As authorized in 43 CFR 420.5(a), the regional director may consider permitting limited vehicle use by grazers who have cooperative agreements that allow use of Reclamation lands. However, this would only be considered if the grazer demonstrated that prohibition of vehicle use would severely compromise their ability to accomplish permitted uses of the land. Vehicle use by grazers would be permitted: (1) exclusively to accomplish actions necessary for cattle management under their cooperative agreement; (2) only on roads designated in their agreement; (3) and only for purposes designated in their agreements. Vehicle use would be permitted on existing agricultural leases, as needed to perform necessary farming actions.

The American Indian Religious Freedom Act and inherent treaty rights guarantee Indians right of access to public lands to practice traditional ceremonies or to collect traditional resources. The Shoshone-Bannock Tribes have indicated that the downstream area has been used in the past by their people to collect resources needed for traditional purposes and for traditional ceremonial or personal religious practices. Therefore, it is appropriate for American Indian people to have vehicle access to the downstream area in instances where inability to use a vehicle would prohibit

practice of traditional activities. However, in keeping with the tribes' belief that indiscriminate operation of vehicles in this area violates its sacred nature, Reclamation would expect that vehicle use by traditional peoples would occur only when essential to the health or well-being of persons involved in the traditional activity and not include vehicle use for activities (such as hunting or fishing) that can be performed in other areas that are open to vehicles. Vehicle operation would also be restricted to designated existing roads and trails. Roads and trails would be designated in coordination with the traditional tribal community.

3.6.2 Environmental Consequences

Alternative A (No Action)

Reservoir: Recreation demand would continue to increase, and at some point in the future, demand for certain types of facilities, especially boat launches usable late into the boating season, would go unmet.

River: This alternative would most likely best meet the demands of users seeking a more primitive recreation experience. In this alternative, Reclamation would enforce the existing motorized vehicle closure applicable to all Reclamation lands along the river (table 12). Enforcement of the closure of areas and trails would minimize conflicts between motorized vehicle use and recreational use of Massacre Rocks State Park across the river. However, motorized vehicle users and those users dependent on motorized vehicles for their pursuits (e.g., anglers), would be adversely affected.

Table 12
Proposed Motorized Roads, Trails, and Areas
for Each Alternative

<u>Alternatives</u>	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Motorized vehicle use areas (acres)	0.0	0.0	0.0	120.0 ¹	0.0 ¹
Roads/Trails (miles)	0.0	1.0 ¹	1.7 ¹	4.2 ¹	35.5 ²
Signed sportsman's access	0.0	1.0	1.0	1.0	1.0

1. Potentially subject to further reductions per cultural and traditional resource management requirements

2. Areas 3, 4, 6, and 7

Source: Reclamation and BLM aerial photographs, 1987 and 1990

Enforced motorized vehicle use closures would cause the displacement of motorized vehicle use from Reclamation lands to adjacent public lands to the northwest that are open to motorized vehicle use and are currently being used, and to other public lands with similar terrain located 2-to-3 hours drive away. In the latter regard, consultations with BLM personnel indicate that public lands open to motorized vehicle use which have terrain conditions similar to the study area are a 2-to-3 hour drive from the Pocatello/American Falls area (Boggs (BLM), Personal Communication, January 1993). Displacement of motorized vehicle use could also occur to private lands in the vicinity (e.g., the Lake Channel area). Such displacements could result in additional impacts to existing resources in the areas receiving increased use.

The enforcement of the motorized vehicle closures would also require other recreationists (e.g., hunters and anglers) to walk up to three-quarter's of a mile to reach the river from roads outside of Reclamation lands. Vehicle closure to the existing Monument Sportsman's Access (i.e., at Neeley Road) on the southeast side of the river and closure on the northwest side would limit fishing, hunting, and other activities to those willing to walk in to the river. Boating would be limited to watercraft that could be carried in and out of the area unless boaters use the launch at the western end of the Massacre Rocks State Park located 4 miles downstream.

If the demand for camping facilities along this stretch of the river continues to grow, this need eventually will not be adequately met.

Alternative B (Preferred Alternative)

Reservoir: This alternative would consider a variety of means, both dispersed and developed, to maintain or improve recreation opportunities. While a broad spectrum of opportunities would be provided, the importance of such recreational uses as hunting, fishing, motorized vehicular use, and wildlife viewing would be especially recognized. Some lands around the reservoir, including the exposed lakebed, would remain open to motorized use to provide for dispersed recreation. However, in addition to current closures at McTucker Island and Danielson Creek area, portions of Big Hole, Little Hole, Willow Bay, and the narrow bluffs that currently have no public road access would be subject to special restrictions and/or road closures to protect resources. Signage and mapping would be used to encourage public access on certain roads. Road access would be improved at Spring Hollow. New recreation facilities would also be developed at Spring Hollow, as well as at the McTucker Island Ponds area, Danielson Creek, Sterling, Big Hole, Little Hole, and Everglades areas to meet existing or anticipated user demands for day-use water activities, camping, and wildlife viewing. Recreational facilities at the Visitors Center and Willow Bay Recreation Areas would be improved and expanded, respectively. Allowing improvements at Willow Bay Recreation Area and Seagull Bay Yacht Club would provide for continued growth in recreation demand and extend the boating season. Important wildlife areas and cultural resource values would be protected.

River: Impacts would be similar to Alternative A except that impacts discussed relative to elimination of access to Monument Sportman's Access would not occur.

Alternative C (Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Present and future demands for motorized access and motorized vehicle use on the northwest side of the river would not be met, resulting in the same adverse effects on recreation users as Alternatives A and B.

On the southwest side, the trail to Massacre Rocks State Park would increase hiking and wildlife viewing opportunities for the public. Continued use of the Monument Sportsman's Access and the proposed semi-improved campground in Area 7 would meet current and anticipated future demand for camping and day-use activities such as fishing. The type of campground proposed would be less developed than that available at the State park but more developed than all other campsites along this part of the river, thereby providing a new type of camping opportunity. While this kind of campground is likely to be used primarily by local visitors, some of those traveling through the area may be attracted to the less developed alternative to the State park campground. Proposed facilities would enhance the quality of the existing recreation visitor's experience and would direct dispersed use to designated roads and trails, reducing impacts on the area's unique natural and cultural values.

Alternative D (Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: This option would provide the same recreation opportunities, through improved road access and site improvements, on the southeast side as Alternative C. Two areas (Areas 4a and 4b) totaling approximately 120 acres would be designated for motorized vehicle use on the northwest side. This alternative includes a 2.5-mile trail through Area 4 linking the two areas. However, these areas may not sufficiently meet existing demand for hill-climbing and cross-country riding recreation experiences. Motorized vehicle users who are accustomed to unrestricted access to Reclamation lands on this side of the river would not be accommodated. For example, the designated motorized vehicle use areas in this alternative do not include the areas currently used for hill climbing (Exhibit 9), nor does the designated trail include the full trail system now used by motorized vehicle recreationists (table 12). As with Alternatives A, B, and C, motorized recreational use of adjacent public and private lands may increase due to displacement, leading to potential use where none currently exists or to overuse of designated areas, either of which may cause damage to existing resources. This alternative would require a high degree of coordination and cooperation with BLM and the State Lands Department to accommodate motorized vehicle use opportunities, while ensuring the compatibility with other land uses and preventing the deterioration of natural and cultural resources. Motorized access to

the river would be available on the southeast side. On the northwest side of the river, vehicles would be able to get within 400 feet of the shoreline in the central stretch of Area 4, as shown in figure 11. The entire northwest shoreline would remain available to boat-in use, hiking, and other nonmotorized activities.

Due to the proximity of the designated motorized vehicle use Area 4a and connecting trail to Massacre Rocks State Park, special precautions (see Section 3.7, Noise) may need to be taken to ensure compatibility with existing State park uses.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Reservoir: Same as Alternative B.

River: Alternative E would provide the same opportunities on the southeast side as Alternatives C and D. Opening Reclamation lands to motor vehicle use but restricting them to specific areas on the northwest side would, of all alternatives being considered, best serve the preferences of those recreationists requiring motorized vehicles. However, it may continue to disrupt other types of recreation occurring across the river in Massacre Rocks State Park. Therefore, this alternative would require controls to reduce noise levels during the most sensitive periods of time when the State park is being used (see below).

3.6.3 Mitigation

Alternatives A, B, and C

Reclamation will work with OHV groups, BLM, Idaho State Parks and Recreation, and others to locate another OHV recreation area in southeastern Idaho.

3.6.4 Residual Impacts

For all action alternatives, implementation of proposed management policies would give structure to dispersed recreation use and, in combination with proposed facility development, would increase the area's capacity to accommodate existing and some future recreation demand. Alternatives A, B, C, and most likely D would provide limited opportunity to satisfy recreation demand for those requiring motorized vehicles. However, since there are approximately 982,000 acres open to motorized vehicle use in the southeast Idaho area, other areas of use are available and continued closure of the approximately 3,000 acres of this area will cause only moderate impacts. For these alternatives, the long-term result would be a more desirable experience for those seeking a more primitive recreation experience due to reduced noise levels and improvement in natural resource conditions.

3.7 NOISE

3.7.1 Affected Environment

Noise (generally defined as undesirable sound) can be annoying to study area visitors as well as wildlife. Unfortunately, the subjective effects of noise (annoyance, nuisance, dissatisfaction) cannot as yet be measured in any completely satisfactory way. This is primarily because of the wide variation in individual thresholds of annoyance and the habituation to noise of differing individuals due to their past experiences. An important way of determining a person's subjective reaction to a new noise is comparing the existing environment to that which an individual has adapted: the so-called "ambient." In general, the more a new noise exceeds the previously existing ambient noise level, the less acceptable the new noise will be judged by those hearing it.

The impacts of noise on wildlife, such as wintering deer and nesting birds, are not well understood. While various species probably adapt to some noise, the limits to the amount of adaption that can be made are not known. Some species, such as snow geese and Canada geese, have little tolerance of noise. Others, like great egrets, seem to tolerate noise at very high levels. Still others, including grebes, display a variable response depending on the noise level. Noise can have other effects that are not readily apparent, such as relocation or prevention of mating and nesting behavior (Entranco, 1991).

Sound levels throughout most of the reservoir and downstream area are generally rural in nature. The ambient level is affected by noise from vehicular traffic on nearby roads (particularly from Interstate 86), and from recreation activities (motorized vehicle use, power boating). The only significant noise issue that has been identified is the noise impact of motorized vehicle use on Reclamation lands on the northwest side of the river, as this noise affects campers, picnickers, and hikers across the river at Massacre Rocks State Park. State park staff have received complaints from park visitors that noise emanating from this use is a nuisance to the peace and serenity of the park (Newlin, 1993). It should be noted that most motorized vehicle use of the area occurs in the early spring when the park receives minimum use and that the park is subject to traffic noise from Interstate 86. However, noise may become more of a problem if motorized vehicle use grows and the park attracts more visitors, as projected.

3.7.2 Environmental Consequences

Alternative A (No Action)

Reservoir: No impacts identified.

River: Controlling motorized access through enforcement of the existing closure policy would result in a decrease in intrusive and annoying noise reaching the State park. Other noise sources, such as boating, would remain unchanged with this and all other alternatives.

Alternative B (Preferred Alternative)

Reservoir: No impacts identified.

River: Same as Alternative A.

Alternative C (Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: No impacts identified.

River: Same as Alternative A.

Alternative D (Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas of the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: No impacts identified.

River: The potential for noise conflicts with State park visitors for this alternative would be greater than previous alternatives since Alternatives A-C prohibit motorized access altogether on the northwest side of the river.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Reservoir: No impacts identified.

River: This alternative could result in the highest noise levels and the greatest potential for noise incidents and conflicts with the State park.

3.7.3 Mitigation (Alternatives D and E)

1. Reclamation would coordinate with motorized vehicle user groups to ensure, consistent with existing regulations, that all vehicles operating on Reclamation lands be equipped with a proper muffler and spark arrestor, in good working order, and in constant operation. Muffler cutout, bypass, or similar devices are prohibited.
2. Reclamation would work with motorized vehicle user groups to enforce restrictions on vehicles from using vehicle recreation areas from dusk to dawn, in consideration of the sensitivity of State park campground users to noise intrusion, especially during nighttime hours.

3. To minimize noise complaints from State park visitors, Reclamation would direct dispersed motorized use away from the park to the greatest extent possible and ensure that proposed uses are compatible with the noise environment.
4. If it is determined that noise from motorized vehicular use of Reclamation lands on the northwest side of the river becomes a significant conflict with users of Massacre Rocks State Park, Reclamation would take action to close or restrict areas and trails near the State park, or during the park's peak use season, to provide a noise buffer and ensure compatibility with existing noise conditions in the park.

3.7.4 Residual Impacts

Impacts would be as described above.

3.8 ESTHETICS

3.8.1 Affected Environment

Reservoir: The American Falls Reservoir and its surrounding lands are characterized by broad, expansive panoramas typical of the basin and range province of southeastern Idaho. The landscape at the reservoir is dominated by water and sky, and most views extend for miles in all directions toward a distant, flat horizon. Most of the vegetation in the area is nondescript. In general, the landscape lacks a variety of color, texture, and visual contrast. The overall setting is primarily undeveloped or rural, and provides wide and open views.

Exceptions to the generally flat landscape and undistinguished visual setting around the reservoir include the abandoned grain elevator and foundations of the original American Falls town site in the reservoir near the dam (the latter exposed during reservoir drawdown) and the area immediately adjacent to roughly three-quarter's of the shoreline, where shoreward views are limited by cliffs as high as 50 feet. Riparian vegetation is configured in narrow bands along the base of most of the cliffs. In addition, wetland/riparian areas are scattered throughout the bottom lands at the northeast end of the reservoir. The bottom lands, which are covered with a rich mosaic of wetland grasses, shrubs, and trees, and where masses of waterfowl and shorebirds can be seen at certain times of the year, are perhaps the most visually attractive resources around the reservoir. At the southern end of the reservoir, the dam, buildings in the city of American Falls, and several residences near the west shore can be seen; otherwise, development is not evident.

Areas of disturbance are visible at several locations around the reservoir. Uncontrolled vehicular access has caused random and pervasive scarring of the ground cover around the Big Hole area. A number of upland areas have been disturbed, and native vegetation has been replaced with invasive weeds. Severe shoreline erosion, bank recession, and stabilization efforts have altered the reservoir's natural appearance. When water levels drop, extensive mudflats are exposed in the northeast, altering the overall scenic quality of the reservoir. In these "drawdown" areas, visual character changes from open water to vast, exposed mudflats on which annual vegetation

emerges and high concentrations of waterfowl and shorebirds congregate and through which numerous sinuous channels (including the Snake River) pass. Both conditions, open water and vegetated mudflat, are pleasing to viewers. Elsewhere around the reservoir, lower water levels may have mixed effects; wider beaches may be viewed favorably, but riprap is more visible.

The reservoir's appearance is also affected by its water quality. When water quality is poor, the water takes on an unattractive color and aquatic plant growth becomes prevalent.

River: The Snake River landscape is characterized by a variety of color, texture and visual contrast. Views from the river canyon are linear, enclosed, and in the foreground of the viewshed. Views from above the canyon are more expansive, generally extending to distant hills to the south and to the horizon in all other directions. The river is free flowing from American Falls Dam to the Eagle Rock area. From this point west and beyond the study area, the river is technically the backwater of Lake Walcott (although it continues to assume the appearance of a river through this stretch). Unlike the upper segment, there are no shallow rapids in this portion of the river.

The river flows through a broad lava plain in a sinuous canyon that is less than one-half mile wide. The canyon is generally 200 feet deep, greatly restricting views to the canyon rims. The northwest side is steeper and vegetation is more sparse than the south side, which is composed of undulating hills and ravines dotted with junipers and sagebrush. There are numerous rock outcroppings along the shorelines and several large islands, some of which are bedrock remnants and others which are mudflats covered with wetland vegetation. Bedrock is striated both horizontally and vertically. An exposed and extremely weathered basalt mesa winds along the northwest side of the canyon for several miles at the west end of the study area.

The visual quality of the canyon and immediate uplands on both sides of the river is generally high. There is very little development. The few recreational and agricultural structures that exist above the river are not readily apparent, although there is a pipeline suspended across the river in the Eagle Rock area. Visual interest is created by the varied terrain and the many colors and textures of the rocks and vegetation and enhanced by the presence of the river and waterfowl. There are innumerable vistas with different orientations and compositions all along the river. Some of these vistas have been captured with the careful siting of the Register Rock Rest Stop and Massacre Rocks State Park Visitors Center. Interstate 86, located to the south of the study area, was designed to minimize its visual impact on the landscape, although it is quite noticeable from some locations on the southeast side of the river.

Due to the fragile nature of the sandy and shallow soils, the vegetation in this area is particularly sensitive to foot and vehicular traffic. Once disturbed, it does not easily reestablish. The area receives a considerable amount of use by anglers, boaters, campers, and motorized vehicle users. Extensive vehicle use has decreased the scenic quality of a number of areas on the northwest side of the river. Several prominent scars (bare ground areas) have been created by vehicular access, motorized vehicle use, and livestock grazing. These scars exist on the south-facing slopes of hillsides which are visible from Massacre Rocks State Park, Register Rock Rest Stop, and

Interstate 86. These are areas that receive high visitation and from which viewing of the landscape is particularly sensitive and important. Scarred areas are also located in a few places along the northwest side riverbanks, which are visible from within the river channel, and decrease the visual quality along the river. Numerous motorized vehicle trails located on both sides of the river near Eagle Rock decrease the visual quality surrounding the Eagle Rock area.

3.8.2 Environmental Consequences

Alternative A (No Action)

Reservoir: Unmanaged motorized access in such areas as around McTucker Island, Big Hole, Little Hole, Spring Hollow, and the Everglades would degrade visual quality of the reservoir. These areas would remain unsightly without any revegetation efforts.

However, preventing shoreline sloughing and rehabilitating the eroded shoreline by structural means or (preferably) vegetation plantings as part of Reclamation erosion control projects would enhance the visual appearance of the shoreline.

River: Enforcement of closure of all roads and trails to motorized access would result in the overall improvement to the visual quality of the downstream area. Road and area closures would also prevent additional areas from becoming degraded. However, motorized vehicle use of adjacent non-Reclamation lands may increase, potentially resulting in degradation to visual resources in those areas.

Alternative B (Preferred Alternative)

Reservoir: Development of adequate visitor facilities to accommodate recreation demand (such as McTucker Island Ponds area and the Visitors Center) and improved management or prohibition of dispersed motorized activities (in various areas, particularly Big Hole) would protect visual resources. Visual quality would also be improved through the rehabilitation of disturbed areas. Preventing shoreline sloughing and rehabilitating the eroded shoreline by structural means or (preferably) vegetation plantings as part of Reclamation erosion control projects would also enhance the visual appearance of the shoreline.

River: Enforcing the closure to vehicles of highly visible, motorized vehicle hill-climbing areas and trails, prohibition of vehicular access to the shoreline, and restoration of these areas would enhance visual resources along the river. However, motorized vehicle use of adjacent non-Reclamation lands may increase, potentially resulting in degradation to visual resources in those areas. The prohibition of livestock grazing would allow vegetation in upland and riparian areas to recover which may also improve visual quality.

Alternative C (Preferred Alternative Actions for Reservoir/No Motorized Access on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Visual impacts would be slightly greater than Alternative B. More intensive recreation development on the southeast side of the river would result in higher visibility of facilities along the river area. Restrictions on motorized access would improve the overall visual quality along this side of the river. However, motorized vehicle use of adjacent non-Reclamation lands may increase, potentially resulting in degradation to visual resources in those areas. Improved livestock management would also enhance the visual quality.

Alternative D (Preferred Alternative Actions for Reservoir/Designated Vehicle Use Areas on the Northwest Side and Limited Motorized Access on the Southeast Side of the Snake River)

Reservoir: Same as Alternative B.

River: Closure and protection and, where feasible, rehabilitation of areas closed to motorized access would increase visual quality. However, Area 4b may be highly visible to travelers on Interstate 86.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Reservoir: Same as Alternative B.

River: Depending upon the location of trails and areas which would be open to motorized access, this alternative has the potential to provide the least protection to visual resources.

3.8.3 Mitigation

All Alternatives

1. Reclamation would consider restoration of existing degraded areas which are visible from key vantage points.

Alternatives (B-E)

1. Reclamation would implement criteria for the improved appearance of structures and preservation of landscape at the reservoir in conformance with existing Reclamation policies. These criteria would be applied in the planning, design, and construction of all new facilities and in the maintenance or modification of all existing facilities.

Alternative E (Preferred Alternative Actions for Reservoir/Limited Motorized Access on Designated Trails and Roads Along Both Sides of the Snake River)

Motorized access planning would consider visual quality when considering which roads and trails would be open to vehicular use. Key vantage points from which visibility would be considered include Interstate 86, Massacre Rocks Rest Area, and Massacre Rocks State Park.

3.8.4 Residual Impacts

With implementation of the mitigation measures described above, there would be no residual impacts.

3.9 AGRICULTURE, GRAZING, AND MINING

3.9.1 Affected Environment

Reservoir:

Agriculture: Reclamation currently leases approximately 346 acres of land surrounding the reservoir to 13 lessees for agricultural purposes (mainly grass and grain crops). As part of lease conditions, Reclamation requires: cultivated lands to be under crop during each growing season to minimize wind erosion; sound crop rotation to prevent soil depletion; no chemical toxicants for the purpose of killing or poisoning predatory mammals or birds; no farming within 75 feet from the reservoir; grain stubble to be left standing in the field over the winter (no burning of stubble is allowed); and compliance with all applicable laws in the use of pesticides and the discharge of pollutants. Agricultural leases are issued for a 1-year period and are renewable annually for up to 4 years.

Grazing: Approximately 6,105 acres of Reclamation lands around the reservoir are leased to six lessees for grazing (Exhibit 10). Roughly 6,025 (99 percent) of the total acres are held by one party to conduct grazing on about 580 acres above the high water line, with the remainder below the high water line in the Reservoir drawdown area, excluding McTucker Island. Four of the leases are located on lands along the northern arc, and a fifth is located on the west side of West Bay. Grazing leases are also issued for a 1-year period and are renewable annually for up to 4 years. They have a season of use on native range of April 15 - June 15 of each year (except for the large lease, which has a season of use from July 15 to October 15). The grazing leases are typically 1 AUM/15 acres on dry land and 2 AUM's/acre on irrigated pastureland (of which there are only 10 acres). The large lease provides for 7 acres/AUM. During the past few years, Reclamation has generally charged the same as the State for its grazing leases.

Mining: Two separate agencies, Bingham County and the State of Idaho Department of Transportation (IDOT), have historically used Reclamation lands in the McTucker Island area at the northeast part of the reservoir for removal of road-building materials. Presently, one sand and gravel extraction license agreement exists on 47 acres of these lands (IDOT's license expired

in 1981, but the agency has expressed interest in renewal). The material site represents a significant resource to the county. The county removes material to a depth of at least 10 feet below the normal low water level to benefit fish and wildlife. The county also leaves in place dikes that are constructed to control ponding of water during removal of materials for fishing and recreation access.

River:

Agriculture: Approximately 85 acres of Reclamation lands on the south side of the river are leased for agricultural production by two lessees.

Grazing: There are no Reclamation lands along the river leased for grazing. However, most of Reclamation's land on the northwest side of the river adjoins three BLM grazing allotments (Eagle Rock, Cedar Fields, and Ponderosa) (Exhibit 11). The allotment permittees use Reclamation lands primarily to allow livestock access to the river for water, and secondarily for forage. Livestock water for the Eagle Rock allotment is solely dependent upon access to the Snake River (Quinn, 1993). BLM does not charge the livestock permittees for forage consumed on Reclamation lands.

In addition, Idaho Department of Lands permits grazing on 1,492 acres adjacent to the study area. The three separate leases provide for a total of 105 AUM's. The grazing season extends from spring through fall. There are no range improvements (Hall, 1992). Due to the lack of adequate fencing, and the use of the river as a water source, cattle are often on Reclamation lands.

Mining: Reclamation lands are officially closed to mineral entry along the river; no mining takes place. Historically, flour gold was recovered in extensive operations along much of the river, and some private interests have, in recent years, tested for minable deposits in the area.

3.9.2 Environmental Consequences

Alternative A (No Action)

Reservoir and River: Existing agricultural, grazing, and materials excavation would continue as is, with no further emphasis on land, resource planning and management, and the relative value of other renewable resources.

Alternative B (Preferred Alternative)

Reservoir: Existing agricultural leases would continue with more consideration given to the RMP goal of protecting and enhancing wildlife values. No new agricultural leases are envisioned. Grazing use would be subject to development of a grazing management plan which in the short term would eliminate grazing on Reclamation lands until the plan was completed. In the long

actions in the grazing management plan would likely require changes to current livestock management methods and possibly reduction in use.

Use of the county materials excavation area, in compliance with existing environmental policy requirements, would contribute to preserving and enhancing existing and adjacent resources and would not interfere with its operation of removing road-building materials. Eventual restoration of the site to a safe and slightly condition, appropriate to its location and subsequent use of land, would result in beneficial impacts to land resources and recreational uses.

River: The existing agricultural leases along the river would continue. Livestock grazing would be completely eliminated from Reclamation lands, resulting in the loss of available use and river access for livestock on three BLM allotments. While the amount of forage available on Reclamation lands is a small percentage of the total amount on each allotment, BLM permittees would need to develop additional water sources for livestock use.

Remaining Alternatives (C, D, and E)

Reservoir: Same as Alternative B.

River: Agricultural leases would continue, and Reclamation lands would remain closed to mineral entry (same as Alternative B). These alternatives would allow for the continuation of historical livestock use but identify the need for livestock use adjustments on BLM allotments. Permittees would be licensed for use of Reclamation land, carrying capacity would be determined, forage would be allocated to livestock operators, and alternative water sources would be considered. Decisions would be based upon operator/BLM consultation, range survey data, and monitoring of resource conditions.

Alternative C would entail fencing to limit livestock impacts in sensitive areas and development of new water sources to provide water away from the river would be necessary. Alternative D may cause damage to vegetation and resultant loss of forage due to motorized vehicle use. Gates may also be left open and livestock harassed. Impacts with Alternative E are similar to Alternative D but would be more severe (BLM, 1993).

3.9.3 Mitigation

Under Alternative B, for the river area, in which grazing cooperative agreements would be canceled and cattle would effectively be removed from the river, Reclamation would work with livestock operators to determine the feasibility of developing alternative water sources.

3.9.4 Residual Impacts

Impacts would be as described above.

4.0 INDIAN TRUST ASSETS

4.0.1 Affected Environment

The study area was originally part of lands granted to the Shoshone-Bannock Tribes under treaty but was later ceded to the U.S. Government. The right to continue traditional uses such as hunting, fishing, gathering, and ceremonial use of the area is considered to be inherent in treaty rights and as such is an Indian Trust Asset (ITA).

4.0.2 Environmental Consequences

Alternative A (No Action)

This alternative would not adversely impact this ITA since access for traditional uses would be retained. Enforcement of the motorized vehicle closure in the downstream area would enhance the use of lands that are considered to have sacred values.

Alternative B (Preferred Alternative)

Similar to Alternative A but with more enhancement of use since rehabilitation of disturbed areas would occur.

Alternatives C-E

Opening the area to motorized vehicle use would continue impacts to cultural and natural resources and to sacred values held by the Tribes for this area. This could eventually render these areas unsuitable for continued use for ceremonial purposes or other traditional uses, although the area might still retain spiritual values. These impacts would increase in intensity from Alternative C to Alternative E.

4.0.3 Mitigation

No mitigation is required with Alternatives A, B, and C. None is possible for Alternatives D and E.

4.0.4 Residual Impacts

Impacts would be as described above.

CHAPTER 4: CONSULTATION AND COORDINATION

CHAPTER 4: CONSULTATION AND COORDINATION

4.1 OVERVIEW

A public involvement program was initiated in September 1991 in support of an RMP for Reclamation lands around the American Falls Reservoir and downstream along the Snake River.

The program was three-pronged and included: (1) three news briefs mailed to over 800 individuals; (2) two sets of public meetings: one set was held in American Falls, Pocatello, Blackfoot and Twin Falls; and the other set in Fort Hall and American Falls; and (3) organization of and eight meetings with a Citizen/Agency work group representing key interest groups, jurisdictions, and agencies in the study area.

The work group worked together for over a year to assist Reclamation in developing a reservoir and river area problem statement and a list of specific problems and issues that needed to be addressed in an RMP. Members of the Citizen/Agency work group are listed in Section 4.3, following.

In addition, meetings were held with the Blue Ribbon Coalition (an off highway vehicle (OHV) organization) and congressional aides to discuss cultural concerns related to motorized vehicle use. Meetings were also held with grazing lessees and the Shoshone-Bannock Tribes to discuss concerns about proposals for the downstream area.

Consultations were initiated, per 36 CFR 800, with the Shoshone-Bannock Tribes at Fort Hall concerning traditional and sacred resources in the study area. These were conducted both by Reclamation staff and by Reclamation's contractors (Dames and Moore and Ethnoscience, Inc.). Consultations included meetings at Fort Hall with the Tribal Cultural Committee; telephone and written exchanges with the Cultural Committee, Land Use Committee, and Enforcement staff; and three onsite trips to the downstream area with tribal representatives. Consultations will continue to address general management actions and site-specific development actions.

FWS was also consulted. A biological assessment, identifying impacts to listed threatened and endangered species, is required under the Endangered Species Act. The EA was submitted to fulfill this requirement. A Coordination Act Report evaluating the fish and wildlife resources under each alternative was obtained from FWS. Appendix B contains additional information on FWS consultation.

Public review of the Draft EA provided additional opportunities for consultation. Copies were sent to a mailing list of over 300 local, state, and Federal agencies, individuals, tribes, and interest groups. In addition, two public information meetings were held during the review period for the Draft EA to discuss the alternatives. Comments received were considered during further evaluation of the alternatives.

4.2 INDIAN TRUST ASSETS

Consultation occurred throughout development of the RMP alternatives. The Tribes were represented on the ad hoc work group that assisted Reclamation in developing a reservoir and river area problem statement and in identifying specific problems and issues that needed to be addressed in an RMP. Additional consultation occurred with the Tribes as alternatives were developed. Major concerns of the Tribes were impacts of off-road vehicles on areas considered sacred to the tribes and impacts to their inherent treaty rights to continue traditional uses of the area.

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APPENDIX A
ENVIRONMENTAL COMMITMENTS

Appendix A

Environmental Commitments

Associated With the Preferred Alternative

The following environmental commitments reflect all the mitigation measures identified in Chapter 3. Although not listed here, management actions identified in Chapter 2, relative to natural and cultural resources, are also considered to be environmental commitments.

Reservoir and River:

1. Reclamation will cooperate with State and other Federal agencies to investigate the quality and quantity of surface and subsurface return flows and the potential effects on human health, fish, and wildlife.
2. All necessary water quality permits will be obtained prior to construction.
3. Reclamation will include erosion control measures (i.e., straw mulches, sediment traps, and filter fabric) in the design and construction specifications for any proposed development under all alternatives. Contract specifications will contain the BMP designed to prevent erosion and sediment-laden runoff from leaving project sites during construction. All exposed areas will be immediately revegetated and stabilized.
4. Reclamation will provide appropriate coordination with FWS to ensure that any conditions or commitments made as a result of Section 7 consultation activities are integrated into construction specifications contracts and operational agreements where appropriate. This coordination will ensure that proposals do not violate the provisions of the Endangered Species Act or jeopardize the continued existence of any species.
5. Reclamation will consider restoration of existing degraded areas which are visible from key vantage points.

Reservoir:

1. Reclamation will evaluate any impoundments considered for reservoir tributaries and any subimpoundments planned for the drawdown area before implementation for their effects on the Western Hemisphere Shorebird Reserve. The evaluation will determine the appropriate impoundment size to enhance use by shorebirds that use the area on a seasonal basis.
2. Prior to constructing any improvements within spring discharge areas, Reclamation will conduct surveys within the areas for the presence of federally listed snails in consultation with FWS.
3. Reclamation will seek funding to test recorded archaeological sites at Willow Bay and Seagull Bay recreation areas and review plans for facilities improvements for effects on archeological sites. If damage to sites cannot be avoided, Reclamation will seek funding to protect the site or to mitigate the adverse effect.

4. Reclamation will work cooperatively with other agencies to monitor water quality to determine the extent to which agricultural practices and recreational use of Reclamation lands may be contributing to water quality turbidity and poor water quality in general.
5. Reclamation will determine if archeological sites that are eligible to the National Register will be endangered by sand and gravel extraction at the McTucker Island area, or by intensified recreational use. If any prove to be eligible, Reclamation will prohibit or relocate the activity.
6. As part of its monitoring and review of effects, Reclamation will inspect designated areas, roads, and trails for motorized use to determine conditions resulting from vehicular access and use. If substantial damage or disturbance of Reclamation lands, water, wildlife, vegetative resources, or archeological and historic resources is found, areas, roads, and trails will be closed (per 43 CFR 420) or appropriate controls established to prevent further deterioration of the environment.
7. Reclamation will implement criteria for the improved appearance of structures and preservation of landscape at the reservoir in conformance with existing Reclamation policies. These criteria will be applied in the planning, design, and construction of all new facilities and in the maintenance or modification of all existing facilities. If historic structures or landscapes are affected, their historical character will be considered.

River:

1. Reclamation will conduct periodic systematic collection of surface artifacts from selected sites in areas most commonly used by recreators. Reclamation will excavate small, intact features that are exposed and vulnerable to user damage, if they are likely to contain datable charcoal or uncontaminated botanical samples.
2. Reclamation will close selected areas to nonvehicle accessed recreators or grazing to protect archeological sites from ongoing or accelerating damage as determined necessary on a site by site basis.
3. Reclamation will work with livestock operators to determine the feasibility of developing alternative water sources upon cancellation of grazing cooperative agreements.
4. Reclamation will work with OHV groups, BLM, Idaho State Department of Parks and Recreation, and others to locate another OHV recreation area in southeastern Idaho.

APPENDIX B
U.S. FISH and WILDLIFE SERVICE
CONSULTATION and COORDINATION

Appendix B

U.S. Fish and Wildlife Service Consultation and Coordination

Endangered Species Act: Section 7 Consultation

A list of threatened and endangered species, in accordance with the Endangered Species Act (ESA) of 1973, was requested in August 1991. The list was received in September 1991 and contained one listed species (bald eagle), one proposed species (desert valvata) which has subsequently been listed, and four candidate species (long-billed curlew, white-faced ibis, Townsend's big-eared bat, and Idaho dunes tiger beetle). Also included were the yellow-billed cuckoo (dropped from consideration for listing because of questions of taxonomic status) and the trumpeter swan (a sensitive species). An updated ESA list was obtained in May 1992 and is included in this appendix. Two additional listed species (Bliss Rapids snail and the American peregrine falcon) were contained in the preliminary Coordination Act Report (CAR) developed by FWS in February 1993. The CAR is contained in this appendix. Impacts on these species were considered throughout the development of the RMP alternatives. A biological assessment evaluating impacts to threatened and endangered species is required under the Endangered Species Act. This was submitted to FWS when a preferred alternative was selected, and they concurred with Reclamation's determination that the Preferred Alternative would not likely adversely affect listed species. (Refer to attachments in this appendix).

Coordination Act Report

Reclamation requested that FWS develop a CAR to describe existing fish and wildlife resources on Reclamation lands within the study area and identify impacts of each of the alternatives. FWS was also asked to recommend mitigation and/or enhancement actions for each of the alternatives.

The following summarizes the CAR conclusions.

Without an RMP (Alternative A, No Action), there can be no assurance that the land-based areas under Reclamation jurisdiction will sustain a biological diversity. If managed improperly, livestock grazing may degrade or eliminate vegetation communities, reduce the functions and values of wetlands, and further degrade water quality which may in turn impact fish and wildlife. Also, without the proactive policies and actions of an RMP, various human activities may cause eagles to leave the area. Grazing, gravel excavation, and tree cutting activities in the McTucker Island area may prevent future nesting.

Alternatives B and C would have all positive long-term effects on wildlife around the reservoir and downstream. Alternatives D and E, both of which would allow limited motorized access on the northwest side of the river area, would also be beneficial except where such use is permitted. In these areas, rabbits, lizards, snakes, and ground nesting birds will be impacted since the seasonal use of vehicles occurs primarily in late winter/early spring when these species are highly vulnerable to displacement and mortality. Alternative B, which would discontinue grazing on the northwest side of the river, would allow upland and wetland vegetation to recover and become more vigorous. This, in turn, would promote greater wildlife diversity. Alternatives C through E, which would allow grazing to continue but with modifications in seasons or AUM's and

possibly fencing requirements to protect wetlands would also benefit wildlife, but to a lesser extent.

FWS made recommendations in the CAR for the protection and enhancement of fish and wildlife resources within the American Falls RMP study area. These recommendations and Reclamation's responses follow:

1. "Protect and rehabilitate riparian and upland areas to improve habitat for pheasants, wintering big game, and other wildlife."

The recommendation to protect and rehabilitate riparian and upland habitat has been incorporated into all action alternatives where feasible based on irrigation requirements and funding availability.

- a. "Maintain sage-shrub habitats; pursue upland seeding of native shrubs, forbs, and grasses in the weedy herbaceous areas, and plant shelterbelt vegetation along exposed shoreline areas."

See above response; the planting of shelterbelts is a specific recommendation in all action alternatives (B-E).

- b. "Conduct surveys at each spring discharge area for the presence of federally listed snails in consultation with FWS."

Reclamation would conduct such surveys prior to constructing any improvements within spring discharge areas. This recommendation is a mitigation measure and an environmental commitment for all alternatives, including No Action (A).

- c. "Establish food and winter habitat plots for pheasant and other wildlife on agricultural leases on Reclamation lands."

This recommendation is in all action alternatives (B-E).

- d. "Evaluate land exchanges to protect critical wildlife habitats and maintain viable habitat areas."

Reclamation is not authorized to exchange land for the purposes of protecting wildlife habitat.

2. "Protect and enhance existing wetlands and create new subimpoundments to improve habitats for waterfowl and fish resources."

This recommendation is part of all action alternatives (B-E).

- a. "Emphasize nesting and brooding waterfowl in the management of McTucker Island."

This recommendation is part of all action alternatives (B-E).

- b. "Expand the existing nest platform (by 25-30 platforms) and maintenance program for Canada geese at American Falls Reservoir. Evaluate long-term funding alternatives to maintain and monitor nest platforms using interested parties in the area (i.e., IDFG's 1990 agreement with the Blackfoot Ducks Unlimited chapter) to monitor and maintain 10 nest platforms around McTucker Island."

This recommendation is part of all action alternatives (B-E).

- c. "Evaluate the feasibility of constructing small subimpoundment areas around spring sources in Sterling Wasteway and Smith Springs in upper American Falls Reservoir to maintain habitat for waterfowl during the drawdown period."

This recommendation is part of all alternatives (A-E).

- d. "Create a subimpoundment at Little Hole Bay to enhance waterfowl production and provide habitat for smallmouth bass."

An evaluation of this area will be made, along with other locations, as part of all action alternatives (B-E).

- e. "At Seagull Bay, obtain and enhance wetland habitats located between Interstate 5 and the existing railroad right-of-way."

Reclamation is not authorized to purchase land further than 300 feet from the high water line of the reservoir.

- f. "When possible, avoid minimum pool water levels for American Falls Reservoir. Water management should include an analysis of strategies to maintain and enhance colonial water bird and shore bird foraging and migration habitats."

This recommendation is part of all action alternatives (B-E).

- g. "Pursue cooperative efforts through the Soil Conservation Service for a Constructed Wetland System to improve water quality in the American Falls resource area. A demonstration project is proposed on a property 9 miles south of Aberdeen (Poulson Farm)."

This recommendation is part of all alternatives, including Alternative A (No Action).

- h. "Consider erecting 15-20 rock islands in the tailwaters of the drawdown area for waterfowl and other water-dependent birds as resting and nesting sites."

This recommendation is part of all action alternatives (B-E).

- 3. "Protect habitats on Reclamation lands from unauthorized uses (i.e., grazing, agriculture, occupancy trespass, and fire)."

This recommendation is included in all alternatives, including the No Action Alternative.

- a. **"Hire a full-time wildlife land manager to implement the fish and wildlife program and enforce management and trespass guidelines."**

This recommendation is part of all action alternatives (B-E) subject to funding limitations.

- b. **"Eliminate the torching of stubble, shrub, and other vegetative cover on Reclamation lands, particularly on the west side of the reservoir."**

Currently, no grain stubble is allowed to be burned on Reclamation lands under lease for agricultural purposes. Furthermore, the burning of vegetation is not practiced by Reclamation on nonleased lands.

- c. **"Where appropriate, construct fencing to eliminate livestock trespass and retire livestock allotments along the northwest side of the down-river study area and leases in the McTucker Island area.**

Fencing would be considered in all action alternatives (B-E) for the reservoir area and Alternatives C through E for the river area. Livestock allotments exist only in the river area. These would be canceled in Alternative B.

- 4. **"Create dispersed wildlife observation and interpretation centers within the project area."**

Wildlife observation facilities are recommended at Danielson Creek/Crystal Wasteway, Sterling, and Smith Springs Areas in all action alternatives (B-E).

- a. **"Develop an Education Wetland Demonstration Area along the east side of American Falls Dam under Reclamation's wetlands and riparian habitat initiative. This would require supplemental irrigation and should be 20-30 acres in size."**

This recommendation will be considered as part of wetland/subimpoundment actions described for all action alternatives (B-E).

- b. **"Construct observation blinds for bird and other wildlife viewing kiosks or blinds with complementary road access and interpretive signs."**

Wildlife observation facilities are recommended at Danielson Creek/Crystal Wasteway, Sterling, and Smith Springs Areas in all action alternatives (B-E).

- c. **"Enhance public access only in areas where resource objectives can be met or managed; consider seasonal access restrictions to protect sensitive fish and wildlife resources, e.g., nesting waterfowl."**

Access management to protect wildlife is part of all action alternatives (B-E). Seasonal restrictions are recommended in the McTucker Island area.

5. **"Specific wildlife initiatives for the enhancement of wildlife that should be implemented within the next 3 years.**

- a. **The North American Waterfowl Management Plan has a number of initiatives that can be jointly implemented by Reclamation, FWS, and IDFG.**

A key centerpiece is the Intermountain West Wetland Concept Plan (Concept Plan). This planning effort focuses on large important wetland complex areas to develop strategies for protection and enhancement. American Falls Reservoir area had been identified in the Concept Plan (Ratti and Kadlec, 1992)."

Coordination and cooperation is part of all alternatives (A-E).

- b. **"The Springfield Bottoms area, including 3 miles of mudflat shoreline along the north-eastern shore of the reservoir, has been nominated by the Department as a Regional Reserve in the Western Hemisphere Shorebird Reserve Network for migrating shorebirds. Efforts by Reclamation to confirm this nomination should be supported in cooperation with Idaho State University."**

Coordination and cooperation is part of all alternatives (A-E). Prior to the construction of any subimpoundments in this reserve area, impacts on shorebirds would be assessed.

- c. **"The Neotropical Migratory Bird Program is a national initiative to access migratory populations including passerine and colonial nesting birds. Reclamation in cooperation with FWS, IDFG, the Shoshone/Bannock Tribes, and Idaho State University should fund a 5-year assessment of these two categories of birds."**

Reclamation will consider participation in this effort as part of all action alternatives (B-E).

- d. **"The opportunity exists to enhance recovery of peregrine falcons in the Snake River Plain. As referenced in the text of this report, peregrine falcons have been nesting on 40 foot towers built for this purpose. FWS recommends that two towers be built on the west side of the American Falls Reservoir. The Big Hole, Sterling Wasteway, and Smith Springs areas are suggested sites. The towers will serve to attract peregrine falcons that are imprinted to this kind of structure. By cooperative agreement, two additional structures could be erected on the Shoshone-Bannock Indian Reservation and at Minidoka National Wildlife Refuge at Lake Walcott."**

This recommendation has been incorporated into all action alternatives (B-E).

6. **"The following are recommendations for the management of the wintering and nesting population of bald eagles at American Falls Reservoir and the related habitat areas along the Snake River.**

- a. **The annual winter bald eagle census should continue since it provides information on the long-term trend of numbers of birds that use the American Falls Reservoir area.**

During these surveys, it would be beneficial to note key use sites and correlate them with winter conditions such as ice flows in the Snake River, percentage of ice formation on the reservoir, temperature, waterfowl numbers, and other variables.

- b. An aerial survey during the months of January through April should be conducted every 5 years using the onboard geo-position system or its equivalent to accumulate data for inclusion into the GIS data system. These surveys will also provide additional data on use patterns by wintering bald eagles that may be used to amend the RMP.
- c. FWS recommends that a comprehensive study be done to document the location of night roost sites in and adjacent to the study area; their frequency of use by bald eagles throughout the winter; and to determine the highest number of birds that use the roosts. Their locations should be included in the GIS database.
- d. Another study, one that is compatible with No. 3, should be conducted to determine to what extent natural regeneration of cottonwood trees is occurring on Reclamation lands. The study should also consider the effects of hydrology, windfall, and harvest on cottonwood forest both on public and private lands within the study area. Harvest of potential roost trees on public and private lands is occurring without regard to replacement or recruitment of new trees. Federal lands with cottonwood forests will become an increasingly important component as roost trees decline through windfall or are harvested on private lands."

All of the above recommendations are part of the action alternatives (B-E).

- e. "Perch trees used during the day, especially those located where there tends to be a concentration of eagles, should be protected. These sites are preferred due to lack of disturbance and availability of prey. Marking trees in some areas with signs that read "Wildlife Conservation Tree" or "Bald Eagle Perch" could provide some measure of protection."

This recommendation is part of all alternatives (A-E).

- f. "FWS recommends that Reclamation support a program to plant vegetation shelter belts around the reservoir both on public and private lands. The program should encourage farmers to grow conifers, deciduous trees, and bushes. As trees mature, they will increase the number of roosting sites available to bald eagles, provide game and nongame cover, and contribute to soil erosion control measures. This program will help replace those sites where deciduous trees are presently being harvested on private lands.

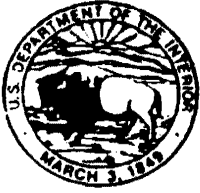
This recommendation is part of all action alternatives (B-E).

- g. Bald eagle nest sites should be identified and protected, precise nesting phenology should be established, and potential nesting areas such as McTucker Island should have stipulations in place to protect nesting birds in the event bald eagles pioneer into the area. Nest site management plans should be written which reflect a consistency in terms of protective dates and buffer zones that have been developed for the Upper Snake River."

This recommendation is part of all action alternatives (B-E).

7. **"Under the Reclamation Recreation Management Act of 1992, there are provisions under Section 2805 [(b) Inventory and (c) Planning] to maintain an inventory of resources and to revise resource management plans. FWS recommends that Reclamation conduct a natural resources GIS update at least every 10 years in conjunction with the 10-year planning cycle.**
 - a. **The inventory should include an update of all the mammalian and avian attributes that were digitized and mapped in 1992, including such categories as waterfowl, shorebirds, candidate, threatened, and endangered species.**
 - b. **The inventory update should focus on the land status GIS attributes and develop refinements to the important wetland category, particularly as it relates to private lands and any new areas following development of subimpoundments."**

This recommendation is part of all action alternatives.



United States Department of the Interior

FISH AND WILDLIFE SERVICE

Boise Field Station
4696 Overland Road, Room 576
Boise, Idaho 83705

May 20, 1992

Douglas James, Chief of Environment
Division of Environment
Bureau of Reclamation
Federal Building & U. S. Courthouse
Box 043, 550 West Fort Street
Boise, Idaho 83724

Re: American Falls RMP
(1009.2500)
(1-4-92-SP-488)

Dear Mr. James:

Enclosed are two reports which serve to fulfill the Interagency Agreement (IA) that was dated December 23, 1991. Under the reporting requirements of the IA, 5 copies of each report were to be submitted to your office. The first report describes the fish and wildlife resources of the American Falls Reservoir Resource Management Plan study area and includes a species diversity list. The second report is a draft assessment of the wintering and nesting bald eagle use found in and adjacent to the project study area. Both reports make preliminary recommendations for fish and wildlife protection and/or enhancement in relation to the issues and concerns that have been addressed to date in the American Falls Reservoir Forum and from various agencies and individuals.

The U.S. Fish and Wildlife Service has recently received information from Dr. Charles Trost, Idaho State University that indicates the endangered peregrine falcon may be an occasional migrant in the Reservoir area. Since the species is an occasional migrant, we do not see a need to conduct any studies about the species. We do ask that it be considered under the Section 7 process in addressing the American Falls Resource Management Plan. To fulfill this obligation, we are including an updated species list for the project.

If you have any questions about the reports contact Rich Howard or Steve Duke of my staff (334-1931).

Sincerely,

Charles H. Lobdell
Field Supervisor

Enclosures

AS REQUESTED
LISTED AND PROPOSED ENDANGERED
AND THREATENED SPECIES, AND CANDIDATE
SPECIES, THAT OCCUR WITHIN THE AREA OF THE AMERICAN
FALLS RESERVOIR RESOURCE MANAGEMENT PLAN -
MINIDOKA PROJECT

DATE: May 20, 1992
PROJECT NAME: AMERICAN FALLS RESOURCE MANAGEMENT PLAN
SPECIES LIST NO. FWS 1-4-92-SP-488

LISTED SPECIES

COMMENTS

Bald Eagle
(Haliaeetus leucocephalus)

Wintering Area

Peregrine Falcon
(Falco peregrinus)

PROPOSED SPECIES

Desert Valvata (PE)
(Valvata utahensis)

See General Comments

CANDIDATE SPECIES

Long-billed Curlew (C2)
(Numenius americanus)

White-faced Ibis (C2)
(Plegadis chihi)

Townsend's Big-eared Bat (C2)
(Plecotus townsendii)

Idaho Dunes Tiger Beetle (C2)
(Cicindela arenicola)

Trumpeter Swan (C2)
(Cygnus buccinator)

Wintering Area

OTHER SPECIES

Yellow-billed Cuckoo
(Coccyzus americanus)

See General Comments

GENERAL COMMENTS:

P - Taxa proposed to be listed as endangered or threatened. Conference with the Service is required if the proposed species or critical habitat is likely to be jeopardized by an action. The Service recommends the agency informally consult on any proposed species that may be present in the area.

C2 - Category 2 Taxa for which information now in possession of the U.S. Fish and Wildlife Service indicates that proposing to list as endangered or threatened is possibly appropriate, but for which conclusive data on biological vulnerability and threat are not currently available to support proposed rules. Further biological research and field study may be needed to ascertain the status of taxa in this category.



Field Supervisor

**UNITED STATES DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE**

Coordination Act Report

July 1993

Prepared for:

U. S. Bureau of Reclamation

Minidoka Projects Office

**BIOLOGICAL EVALUATION OF AMERICAN FALLS RESERVOIR
RESOURCE MANAGEMENT PLAN ALTERNATIVES**

Prepared by:

Rich Howard

**Charles H. Lobdell
Field Supervisor**

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INTRODUCTION

In June 1991, the Bureau of Reclamation (Reclamation) initiated a planning process to develop the American Falls Resource Management Plan (Plan) for the American Falls Reservoir area of eastern Idaho. Reclamation contracted with EDAW, Inc. to coordinate a public-interagency involvement process which would explore issues and opportunities on lands managed by Reclamation within the study area. The Planning Team and Citizen/Agency Forum members were charged with arriving at a consensus about land-based alternatives around the American Falls Reservoir and a 19 mile section of the Snake River downstream from American Falls.

Reclamation requested that the U.S. Fish and Wildlife Service (Service) undertake a fish and wildlife resource inventory of the project area and review these resources as they related to a land-based Plan. Reclamation also asked the Service to prepare a Coordination Act Report (CAR) in conjunction with the development of the Plan. This CAR includes a review and analysis of fish and wildlife resources in the American Falls Reservoir area. The primary objectives for this report are to:

1. Describe existing conditions for fish and wildlife and their habitat at the American Falls project area.
2. Provide a current list of federally listed endangered, threatened, and candidate species. Assess the current status of bald eagles in the study area.
3. Describe the five management alternatives including the "no action" alternative and consider the environmental consequences of these alternatives on fish and wildlife habitat.
4. Develop recommendations and management strategies for the protection and enhancement of fish and wildlife resources within the American Falls Project resource area.

DESCRIPTION OF THE PROJECT AREA

HISTORY AND PURPOSE

The American Falls Dam was initially completed in 1927 and reconstruction was completed in 1979. The powerhouse is managed by Idaho Power Company under a Federal Energy Regulatory Commission license, while the reservoir and drawdown zone are managed by the U.S. Bureau of Reclamation. A 92 megawatt power plant is continuously on-line with power sent throughout the eastern Idaho electrical grid.

Major project functions served by the reservoir include supplying water downstream for irrigation of about 500,000 acres within the Minidoka Project, power generation, flood control, fish and wildlife habitat, and recreation. The U.S. Bureau of Indian Affairs, Fort Hall Project provides water for irrigation of land south and east of the reservoir

within the Fort Hall Indian Reservation. The Minidoka National Wildlife Refuge is (Refuge) located about 12 miles downstream from American Falls Dam on the Snake River. The 25,630-acre refuge was established in 1909 by the U.S. Fish and Wildlife Service. It was established principally to manage waterfowl and other migratory birds that frequent the area. Most of the avian species listed in Appendix II may be found using the Refuge. The American Falls Reservoir study area is located in Bannock, Bingham and Power Counties of eastern Idaho (Figure 1).

LAND USE

The major source of commerce in the immediate area includes the towns of American Falls and Aberdeen, Idaho. Principal industries in the three county area are irrigated agriculture (primarily potatoes and sugar beets), dry farming (wheat and/or lands set aside for Conservation Reserve Program) and phosphate-ore processing. Irrigated agriculture is the major nonpoint source that affects water quality in the reservoir watershed. Point sources include effluent from municipalities and phosphate-ore processing plants. Two key features of the American Falls Reservoir that influences land use is its wide rather shallow pool. The pool is about one mile wide and no more than 81 feet deep at the dam. The pool broadens rapidly and is 10 miles wide at the upper end. A canyon begins below the dam and ends about 12 miles downriver. Basalt cliffs from 60-180 feet high influence the land use pattern and access to the Snake River. Rocky outcrops of the canyon and islands in the river provide important habitat use areas for wildlife.

TOPOGRAPHY

The Resource Management Plan study area is located in the Snake River Plain (Plain), which extends from the eastern boundary of Idaho downstream to the town of Bliss, a distance of about 200 miles. The Plain's width ranges from about 40 to 65 miles. Elevations on the plain range from 4,970 feet at St. Anthony, Idaho to 3,262 feet at the lower end near Bliss. Elevations in the American Falls Reservoir area range from 4,204 feet at American Falls, Idaho to 9,256 feet at the summit of Bannock Peak. At full capacity, the reservoir has a surface elevation of 4,379.1 feet, covers 56,657.5 acres, and contains 1.67 million acre feet of water (U.S. Bureau of Reclamation 1990)(EDAW Table 1). The reservoir is 22 miles long, and its width varies from 1 mile at the dam to 10 miles at the upper end (U.S. Bureau of Reclamation 1974).

There are 57,744 acres of land surface within the RMP study area above the high water mark around American Falls Reservoir and a total of 30,378 acres of land in the river reach below the dam. Not all of this acreage is under Reclamation management. Around the reservoir, if open water is excluded, a total of 3,444 acres is under management by Reclamation. Below the dam a total of 2,953 acres is under Reclamation management for a total of 6,397 acres for both areas.

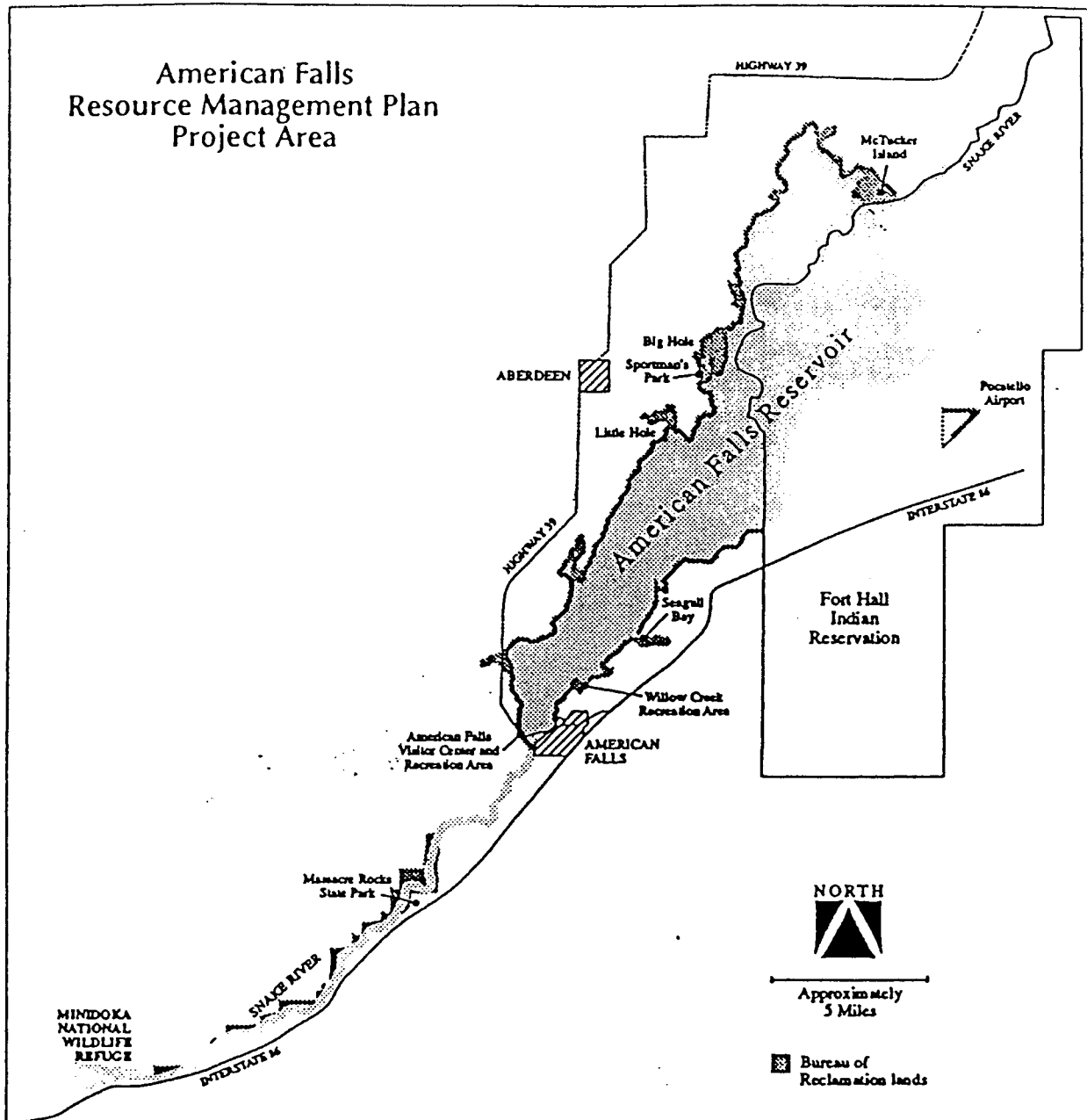


Figure 1. The American Falls Resource Management Plan study area which includes the American Falls Reservoir and Snake River downstream to the Minidoka National Wildlife Refuges.

Table 1. American Falls Reservoir Operations Data (EDAW 1992).

NORMAL MAXIMUM WATER SURFACE

o Elevation	4,354.5	feet msl
o Storage Capacity	1,672,590	acre feet
o Surface Area	56,000	acres
o Length	22	miles
o Shoreline	115	miles

NORMAL MINIMUM WATER SURFACE

o Elevation	4325.6	feet msl
o Water in Storage	490,000	acre-feet
o Surface Area	23,000	acres
o Length	16	miles

OPERATING ELEVATION RANGE 4,295.7 to 4354.5 feet msl

ALLOCATION OF CAPACITY

o Irrigation Spaceholder Contracts	1,628,315	acre-feet
o Non-Irrigation Spaceholder Contracts	44,275	acre-feet
o Authorized Minimum Pool/Inactive Space	none	
o Total Capacity	1,672,570	acre-feet

AMERICAN FALLS DAM

o Height	90	feet
o Top Width	46	feet
o Crest Length	5,210	feet
o Spillway Elevation	4,354.5	feet
o Outlet Works Maximum Capacity	27,800	cfs
o Spillway Capacity	78,600	cfs

CLIMATE

The climate at American Falls Reservoir is semiarid; mean annual precipitation at the Pocatello airport from 1951 to 1988 was 10.86 inches. Most precipitation occurs during the months of November through April. Highland and mountainous areas to the south and east receive greater amounts of precipitation than the RMP study area. The average daily minimum air temperature is 31 degrees Fahrenheit (F) and average daily maximum air temperature is 61 degrees F. The average annual extreme temperatures are - 12 degrees F and 98 degrees F. Temperatures of 90 degrees F and higher occur on the average of 32 days per year, and 32 degrees F or below occur on the average of 177 days per year. Frost-free periods range from 100 to 120 days. The prevailing winds average 10 miles/hour from the southwest (Kjelstrom 1988).

GEOLOGY

The Snake River Plain north of the Snake River is composed of Quaternary basalt while the American Falls Reservoir is underlain by a series of Pleistocene lakebed deposits called the American Falls Lake Beds and Raft Formation. Beneath these sediments, at the southwest end of the reservoir, intermittent basalt eruptions diverted and dammed streams to form lakes. The south side of the Snake River has been marked by these eruptions but then much of both sides of the Snake River have been covered by a layer of loess or wind-laid silt (Reclamation 1974). Much of the Snake River Plain drainage has been influenced by the overthrust belt as expressed by the Caribou and Targhee Mountain Ranges of the South Fork of the Snake River. The Island Park Caldera located directly north of these mountain ranges is another prominent feature and influences drainage of the North Fork of the Snake River. The Lake Bonneville flood, a catastrophic event that occurred 15,000 years ago, was the major determination of the present-day water course through the study area (Low and Mullins 1990).

HYDROLOGY

Total water inflow to the reservoir is about 5.8 million acre-feet/year. Contributions include the South and Henrys Fork of the Snake River (3.5 million acre-ft/yr), Portneuf River (194,000 acre-ft/yr), ungaged tributaries (109,000 acre-ft/yr), ground-water discharge (1.9 million acre-ft/yr), precipitation (50,000 acre-ft/yr), and return flow from irrigation canals (65,000 acre-ft/yr) (Low and Mullins 1990). The reservoir receives irrigation drainage from about 550,000 acres of irrigated land served by diversions from the Henrys Fork, Snake, Blackfoot, and Portneuf Rivers, Ross Fork, and Bannock Creeks. Refill in the reservoir begins in October and continues through early spring. Irrigation use of the water can begin anytime between mid-April and June, and drawdown starts as irrigation demand exceeds inflow. During years of below normal precipitation, as occurred from 1987 through 1991, reservoir drawdowns are more severe (100% active storage) than the long-term average (51% total storage). Storage retention time is about 0.3 of a year. Evaporation from the reservoir is estimated to be about 180,000 acre-ft/yr, or 38 in/yr (Kjelstrom 1988).

The 12 mile reach of river below American Falls reservoir sustains extensive flow fluctuations during an irrigation year before reaching the influence of Lake Walcott, the reservoir formed behind Minidoka Dam. The discharge from American Falls Dam is measured immediately downstream at the Neeley Gage, which is operated by the U.S. Geological Survey. The flow record at Neeley Gage is complete for the period 1906 to the present. The minimum flows are maintained at 300 cfs (cubic feet/second) during the fall and winter period when refill occurs. As a fisheries and wildlife mitigation feature for rebuilding the dam in 1979, a 300 cfs minimum flow was agreed to by Reclamation. The mean annual flow is 6,080 cfs with flows in excess of 25,000 cfs occurring during high snowpack years.

EXISTING CONDITIONS OF FISH AND WILDLIFE RESOURCES

FISH RESOURCES

There are a total of 17 species of fish found in American Falls Reservoir and the study area downstream to Lake Walcott. A list of fish species found in the American Falls Reservoir area is found in Appendix I. Exotic introductions have been made in recent years with some success. Others such as the Lahontan cutthroat trout (Oncorhynchus clarki henshawi) which was planted in 1989 have not adapted to the radical temperature and dissolved oxygen levels (Heimer 1989). In late summer months only 4 percent of the full reservoir pool of water is actually usable for trout. The rest is too warm or the dissolved oxygen level is so low that the trout are stressed by lack of oxygen.

Most game fish caught by anglers in the reservoir are hatchery rainbow trout (Oncorhynchus mykiss) with an estimated 26,000 rainbow harvested and 125,000 hours fishing during the season (IDFG 1991). The reservoir is stocked annually with catchable trout in the early spring and growth is significant. However, trout carryover in the reservoir may be limited due to marginal temperature and oxygen conditions (Heimer and Houser 1990). Many of the trout planted in the reservoir annually migrate downstream during mid-summer as water temperatures warm and oxygen decreases.

Yellow perch (Perca flavescens) are also present in the reservoir, although few are taken by anglers. Based on recent surveys, it appears that adult numbers are extremely low (Heimer and Houser 1990). Yellow perch require cover and are most commonly associated with woody vegetation along the sandy shoreline. Due to drawdown, this habitat type declines rapidly as the shoreline recedes and is available for only part of the year. The reservoir also contains dense populations of nongame fish, primarily Utah suckers (Catostomus ardens), reidside shiners (Richardsonius balteatus), Utah chubs (Gila atraria), and carp (Cyprinus carpio).

Fishery management emphasis in the Snake River above and below American Falls Reservoir targets both hatchery and wild trout. Below American Falls dam, the six miles of river downstream to Eagle Rock is considered a Class I trout stream by Idaho Department of Fish and Game (Department). Class I criteria include habitat that

maintains outstanding populations of high interest and may include self-sustaining "wild" populations of fish that maintain a high yield or represent a unique resource. A majority of the fish harvested in this reach are hatchery rainbow trout emigrating from the reservoir, usually during late drawdown in July and August. This reach of river is not stocked but produces wild rainbow, brown trout (Salmo trutta), and cutthroat trout (Oncorhynchus clarki). This section is also noted for trophy size trout, occasionally reaching 10 pounds (IDFG 1991).

Access to the Snake River above American Falls reservoir is limited due to private ownership along the northwestern shore and by the Shoshone-Bannock Reservation; both areas are outside of the scope of this Resource Management Plan. The area is boat navigable with nearly 45% of the fishing effort in this reach by boat anglers (Lukens 1988). Public access is limited to the railroad bridge at Blackfoot, Tilden Bridge, Jackson's Trout Farm, and McTucker Springs. Based on creel surveys, species composition is nearly 50% hatchery rainbow trout; brown trout, cutthroat trout, wild rainbow, mountain whitefish (Prosopium williamsoni), coho salmon (Oncorhynchus kisutch), and rainbow-cutthroat hybrids comprise the remainder of the fishery harvest. In general, this reach of the Snake River is recruitment-limited for the trout species. Nongame fish are extremely abundant and provide forage for predatory fish and wildlife. One commercial fishing license was issued by the Department for Utah sucker (Catostomus ardens) and Utah chub (Gila atraria). Harvest in 1991 amounted to about 134,000 pounds (EDAW 1992).

WILDLIFE RESOURCES

There are 263 bird, 45 mammal, 17 reptile and 6 amphibian species known to occur in the American Falls project area (Appendices I, II, III, IV and V). Some are found on a seasonal basis [e.g. American peregrine falcon (Falco peregrinus anatum) and American white pelicans (Pelecanus erythrorhynchos)] and others use the area throughout the year [e.g. white-tailed deer (Odocoileus virginianus) and river otter (Lutra canadensis)] (Groves and Marks 1985).

Waterfowl comprise a large portion of the wildlife use on and around the reservoir. Thirty one species of waterfowl use the area on at least a seasonal basis. Canada geese (Branta canadensis) and several duck species including mallard (Anas platyrhynchos), gadwall (Anas strepera) and cinnamon teal (Anas cyanoptera) nest in the area and are year-round residents. Mallard and Canada geese normally comprise the majority of birds censused during the annual Audubon Christmas bird survey (Table 2).

The nesting population of Canada geese at the reservoir has ranged as high as 130 pairs in recent years. Successful goose reproduction requires secure nesting sites, safe from predators and human disturbance. The Department has installed and maintains 10-15 goose platforms below American Falls Dam and 20 more above the reservoir (Jay Crenshaw, pers. commun.). Most natural nesting sites are found on island habitat associated with the river or wetland areas associated with the Ft. Hall bottoms.

Table 2. Summary of the annual Audubon Christmas bird survey and census for American Falls reservoir, 1983-84, 1986-91. The survey normally occurs around December 15 each year.

<u>Year</u>	<u>Number Species</u>	<u>Total Count</u>	<u>% Total No. Birds Mallards or Canada Geese¹</u>
1983	63	7,572	45.1
1984	56	3,215	25.6
1985	Not available		
1986	62	5,874	43.2
1987	73	23,495	56.6
1988	72	39,099	73.8
1989	70	34,665	79.9
1990	81	51,166	64.3
1991	67	16,414	34.5

¹ Mallards and Canada geese were normally the most common birds counted.

During fall migration, the most common waterfowl are dabbling ducks and Canada geese (Table 3). These birds forage in the reservoir, and also on surrounding farmlands as far as ten miles from the reservoir depending upon food availability. Waterfowl loaf on the reservoir and on exposed sandbars and mudflats primarily along the upper portion of the reservoir. The reservoir also provides refuge from hunting pressure along the shoreline areas. Wintering waterfowl populations can vary widely and are influenced by the severity of winter weather conditions. Ice formation on the reservoir due to extreme cold temperatures, combined with snow cover on adjacent farmlands will cause birds to migrate to more suitable areas.

The American Falls Reservoir is like an inland sea that has seasonal tides rather than daily tides (Howard 1992). High tide occurs during May and June with the annual runoff, then turns to an ebbtide in September and October as water is withdrawn from the reservoir. These conditions serve to create a unique stopover area for migrating shorebirds so that they may rest and forage on the high density of invertebrates. The Springfield Bottoms area, including approximately three miles of mudflat shoreline along the north-eastern shore of the reservoir, has been nominated by the Department as a Regional Reserve in the Western Hemisphere Shorebird Reserve Network (WHSRN) for migrating shorebirds. Between 50,000 and 79,000 shorebirds of 30 species (Table 4) were counted on the Springfield Bottoms from mid-July to mid-September during 1986 and 1987 (Trost *et al* in press). These mudflats also provide important foraging habitat for the endemic white-faced ibis (*Plegadis chihi*) with over 34,000 counted during 1987. Other important shorebird foraging areas at American Falls include Bannock Bay and exposed mudflats from Seagull bay to the dam along the eastern shoreline.

Table 3. Summary of the annual U.S. Fish & Wildlife Service winter waterfowl survey along American Falls Reservoir and the Snake River downstream to Massacre Rocks, and including the Fort Hall bottoms. The survey normally occurs around January 7 of each year.¹

<u>Year</u>	<u>Total Waterfowl</u> ²	<u>Total Ducks</u>	<u>Total Geese</u>	<u>Most Common Waterfowl</u>
1981	151,149	104,776	44,396	Mallard: 97,446
1982	37,791	21,581	16,210	Mallard: 18,350
1983	29,421	19,950	9,460	Mallard: 18,800
1984	19,712	3,260	16,440	Can. Geese: 16,440
1985	Not available			
1986	5,135	2,656	2,430	Can. Geese: 2,430
1987	33,922	19,957	13,842	Mallard: 14,010
1988	21,391	6,643	14,748	Can. Geese: 14,711
1989	21,788	13,933	7,529	Mallard: 11,660
1990	70,770	51,728	18,962	Can. Geese: 18,962
1991	42,840	30,617	11,982	Mallard: 23,445
1992	70,512	28,681	41,646	Can. Geese: 41,646

¹ The totals include waterfowl censused in areas adjacent to the American Falls study area and assumes that the whole area is available for wintering waterfowl.

² Total waterfowl includes ducks, geese, swans, pelicans and American coots.

The American Falls reservoir complex also provides habitat for several species of colonial nesting waterbirds (Trost 1985) (Table 5). For all but two of these species, nesting colonies are found in the Springfield Bottoms and Fort Hall Bottoms areas at the upper end of the reservoir. Prominent nesting colonies for both the California gull (Larus californicus) and ring-billed gull (Larus delawarensis) are located south of the Big Hole Draw.

Ring-necked pheasant (Phasianus colchicus) are the most common gamebird found within the project area, although they are not nearly as abundant today as in years past. Pheasants are associated with agriculture and occur in varying abundance on or near farmland along the Snake River. Sagebrush habitat adjacent to farmlands, and riparian and wetland habitats along the reservoir provide critical nesting and winter cover for pheasant in the American Falls area. Much of the decline in pheasant populations is due to loss of wintering and nesting habitat from changes in agricultural practices. Conversion of sagebrush/rangelands to farmland, removal of riparian vegetation, clean farming practices including post harvest burning that eliminate permanent cover and vegetation surrounding farmlands, and increased use of herbicides and insecticides have all contributed to the loss of important winter and nesting cover for pheasant.

Table 4. Shorebirds observed at American Falls reservoir during fall migration between 1986 and 1989. Relative abundance for each species is also provided (Trost et al in press).

<u>Species</u>	<u>Relative abundance</u>
Black-bellied plover (<u>Pluvialis squatarola</u>)	U
Lesser golden-plover (<u>Pluvialis dominica</u>)	U
Semipalmated plover (<u>Charadrius semipalmatus</u>)	U
Snowy plover (<u>Charadrius alexandrinus</u>)	O,N?
Killdeer (<u>Charadrius vociferus</u>)	A,N
Black-necked stilt (<u>Himantopus himantopus</u>)	U,N
American avocet (<u>Recurvirostra americana</u>)	A,N
Greater yellowlegs (<u>Tringa melanoleuca</u>)	U
Lesser yellowlegs (<u>Tringa flavipes</u>)	C
Solitary sandpiper (<u>Tringa solitaria</u>)	O
Willet (<u>Catoptrophorus semipalmatus</u>)	U
Spotted sandpiper (<u>Actitis macularia</u>)	U,N
Whimbrel (<u>Numenius phaeopus</u>)	R
Long-billed curlew (<u>Numenius americanus</u>)	O,N
Marbled godwit (<u>Limosa fedoa</u>)	C
Ruddy turnstone (<u>Arenaria interpres</u>)	R
Red knot (<u>Calidris canutus</u>)	R
Sanderling (<u>Calidris alba</u>)	U
Semipalmated sandpiper (<u>Calidris pusilla</u>)	C
Western sandpiper (<u>Calidris mauri</u>)	A
Least sandpiper (<u>Calidris minutilla</u>)	U
Baird's sandpiper (<u>Calidris bairdi</u>)	A
Pectoral sandpiper (<u>Calidris melanotos</u>)	C
Dunlin (<u>Calidris alpina</u>)	O
Stilt sandpiper (<u>Calidris himantopus</u>)	R
Short-billed dowitcher (<u>Limnodromus griseus</u>)	R
Long-billed dowitcher (<u>Limnodromus scolopaceus</u>)	A
Common snipe (<u>Gallinago gallinago</u>)	O,N
Wilson's phalarope (<u>Phalaropus tricolor</u>)	A
Red-necked phalarope (<u>Phalaropus lobatus</u>)	C

Relative abundance key: 'A' = abundant, peak over 1000; 'C' = common, peak over 100; 'U' = uncommon, peak over 10; 'O' = occasional, 3 to 10 per year; 'R' = rare, 1 or 2 per year; 'N' = nesting species.

Wild turkey (Meleagris gallapavo) were first introduced to the area in 1982 by the Department. This initial release occurred along the Snake River below Blackfoot and numbered 36 turkeys of Rio Grande strain. In 1990, the Department released an additional 14 Merriam strain turkeys in the Fort Hall Bottoms area. It is believed that the Merriam strain will better adapt to existing habitat conditions. Although the area provides only marginal habitat for turkeys, a small population of birds persists on and around McTucker Island and throughout the Fort Hall bottoms.

Some of the more common nongame birds nesting in the area include western sandpiper (Calidris mauri), killdeer (Charadrius vociferus), northern harrier (Circus cyaneus), American kestrel (Falco sparverius), great horned owl (Bubo virginianus), common night hawk (Chordeles minor), eastern kingbird (Tyrannus tyrannus), horned lark (Eremophila alpestris), and yellow warbler (Dendroica petechia).

Table 5. Colonial nesting waterbirds known to nest within the American Falls project area. Estimated number of nests based on nesting surveys through 1984 (Trost 1985).

<u>Species</u>	<u>Estimated # Nests</u>
Eared grebe (<u>Podiceps nigricollis</u>)	NA ¹
Western grebe (<u>Aechmophorus occidentalis</u>)	75 - 100
Double-crested cormorant (<u>Phalacrocorax auritus</u>)	400 - 420
Great blue heron (<u>Ardea herodias</u>)	30 - 50
Black-crowned night heron (<u>Nycticorax nycticorax</u>)	70 - 90
Snowy egrets (<u>Egretta thula</u>)	15 - 30
Cattle egrets (<u>Bubulcus ibis</u>)	NA
White-faced ibis (<u>Plegadis chihi</u>)	200 - 250
California gull (<u>Larus californicus</u>)	1700 - 1800
Ring-billed gull (<u>Larus delawarensis</u>)	2000 - 2200
Caspian tern (<u>Sterna caspia</u>)	2 - 3
Common tern (<u>Sterna hirundo</u>)	1 - 2
Forster's tern (<u>Sterna forsteri</u>)	5 - 10
Black tern (<u>Chlidonias niger</u>)	5 - 10

¹ Information not available on nest numbers, usually due to difficulty in locating nest sites in dense vegetation.

White-tailed deer and mule deer (Odocoileus hemionus) are the most commonly observed wild ungulates in the area. Most of the mule deer are migrants wintering along the reservoir, although there is a small resident herd. Both resident white-tail and mule deer can be found in the riparian corridor along the river at the upper end of the reservoir from McTucker Island to Ferry Butte.

Large furbearing mammals occurring in the study area include raccoon (Procyon lotor), coyote (Canis latrans), red fox (Vulpes vulpes), ermine (Mustela erminea), mink (Mustela vison), badger (Taxidea taxus), striped skunk (Mephitis mephitis), river otter (Lutra canadensis), bobcat (Felis rufus) and more recently, mountain lion (Felis concolor).

THREATENED AND ENDANGERED SPECIES

There are nine endangered, threatened or candidate species in the American Falls Reservoir area (Table 6). Three of these species, the bald eagle (Haliaeetus leucocephalus), American peregrine falcon, and the Desert (Utah) valvata snail (Valvata utahensis) are listed as endangered species. The Bliss rapids snail (Hydrobiidae, n.sp.),

Table 6. U.S. Fish and Wildlife Service designated candidate, threatened and endangered species found in the vicinity of American Falls Reservoir.

<u>Species</u>	<u>Category*</u>
American peregrine falcon	E
Bald eagle	E
Bliss rapids snail	T
Desert (Utah) valvata	E
Idaho Dunes tiger beetle	C-2
Long-billed curlew	C-2
Townsend's big-eared bat	C-2
White-faced ibis	C-2
Yellow-billed cuckoo	C-3b

E: Listed as endangered. Species in danger of extinction throughout all or a significant portion of their range.

T: Listed as threatened. Species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

C-2: Candidate category 2. Species for which information now in possession indicates that proposing to list as endangered or threatened is possibly appropriate, but for which conclusive data on biological vulnerability and threat are not currently available to support proposed rules. Further biological research and field study may be needed to ascertain the status of taxa in this category.

C-3: Candidate category 3. Species that were once being considered for listing as endangered or threatened, but are no longer receiving such consideration. Subcategories include: 3b: Taxonomic status is in question.

is listed as threatened but has not yet been described in the literature. Candidate species for possible listing as threatened or endangered found in the American Falls area include the white-faced ibis, long-billed curlew (Numenius americanus), and Townsend's big-eared bat (Plecotus townsendii). The Idaho Dunes Tiger Beetle (Cicindela arenicola) was located about two miles north of the down-river study area on Bureau of Land Management lands.

The Utah valvata snail has a fossil and historic distribution that includes the American Falls project area. The Utah snail is .2 inches long, the shell is turbate (equally high and wide) with up to four whorls. It lives in deep pools adjacent to rapids or in

perennial flowing waters associated with large spring complexes. The species avoids areas with heavy currents or rapids and prefers well-oxygenated areas of mud-sand substrate among beds of submergent aquatic vegetation. The species is absent from pure gravel-boulder bottoms. The Utah snail historically occurred in the Snake River near Grandview, Idaho to river mile 585 just above Thousand Springs in the Hagerman Valley. A disjunct population occurs at River mile 709 near Duck Point, about five miles below American Falls Dam (Beak 1987).

The Bliss rapids snail (undescribed species), was only recently discovered in two flowing spring habitats associated with the Snake River upstream of American Falls reservoir at river mile 749.8 (Pentec 1991). With this discovery, the known range of the species was extended upstream about 162 miles. The snail normally occurs only in areas associated with spring influences or rapids edge environments with perennial well oxygenated, clear, cold waters. The species is considered moderately photophobic and resides on the lateral sides and underside of rocks during daylight. The Bliss rapids snail has been impacted by deteriorating water quality, water withdrawal for irrigation purposes, and hydroelectric development in the middle Snake River and has declined in recent years. The species is currently restricted to a few disjunct populations along the Snake River throughout its historic range.

The peregrine falcon is a migrant through the American Falls area. Although the diversity and density of the prey base in the area suggests that an active site could be supported, no active nesting sites are found in the area. Both the arctic and anatum subspecies migrate through the area. Generally, the arctic subspecies may be present in late August and early September on migration from their nesting sites in Alaska or northern Canada to their wintering areas in Central and South America. The anatum subspecies is found nesting in the upper Snake River Plain and the Greater Yellowstone Ecosystem. About 230 have been reintroduced in these areas during the past decade as part of a western-wide program to recovery this species. Nine active pairs were found in eastern Idaho in 1992 (Levine 1992). Four of these pairs used 40 foot nesting towers built especially for releasing and subsequently attracting the falcons to return for nesting purposes.

THE BALD EAGLE RESOURCE IN THE AMERICAN FALLS PROJECT AREA

Bald eagles occur in Idaho as a resident nesting species and as winter migrants from Washington, Oregon, Montana, Wyoming and Canada. Their numbers fluctuate dramatically between seasons. The greatest number of birds occurs in Idaho during late fall and winter when large numbers of bald eagles move into the state, some from the Greater Yellowstone Area (Whitfield 1991) and others from Oregon, Washington and Canada (Isaacs 1990). Surveys have shown a steady increase in the number of nesting bald eagles that are found in Idaho. The first coordinated survey for wintering eagles in Idaho was initiated in 1979. A total of 404 eagles were counted during this survey. Twelve years later, a 104 percent increase had occurred with 830 eagles (Steenhof 1991) counted during the 1991 winter survey (Table 7).

Table 7. A summary of bald eagle winter survey counts conducted from 1979-1991 in Idaho (Steenhof 1991).

<u>Year</u>	<u>Count</u>
1979	404
1980	433
1981	735
1982	668
1983	664
1984	542
1986	755
1987	807
1988	735
1989	676
1990	800
1991	830

The surveys conducted in Idaho are divided into 13 zones for better coordination and to establish standard transect counts. For example, Table 8 shows the number of birds counted in each zone during the 1991 survey. The RMP study area is in Zone 11. This zone has consistently been in the top four zones for total number of eagles found in Idaho during the annual winter surveys.

To make the data comparable from year to year, three sections of the Snake River within Zone 11 that include the RMP study area were considered in summarizing the midwinter surveys of bald eagles (Table 9). These sections include: 1) Ferry Butte to the upper end of American Falls Reservoir; 2) the perimeter of American Falls Reservoir and; 3) the Snake River from American Falls to the confluence of Raft River. During the period from 1980-1991, the average number of bald eagles that wintered in these three sections was 62 (N=680).

DISTRIBUTION OF WINTERING BALD EAGLES

Section 1

The areas used most frequently by bald eagles in the Ferry Butte to American Falls Reservoir section, a distance of about seven miles, were in association with mature cottonwood stands that are located within 50-100 yards of the Snake River (Howard 1992). These areas provide both day and night roosting opportunities that are adjacent

Table 8. A summary of bald eagle winter surveys conducted in the 13 survey zones of Idaho in 1991 (Steenhof 1991).

<u>Zone</u>	<u>Adults</u>	<u>Immatures</u>	<u>Unknown</u>
1. North Idaho	129	20	0
2. Salmon/Lemhi	25	18	0
3. Idaho County	26	7	1
4. Adams/Washington Co.	98	41	0
5. Shoshone/County	13	9	0
6. Boise Valley	46	38	1
7. Twin Falls/Burley	4	3	0
8. Owyhee	21	25	0
9. Clearwater	30	10	0
10. Idaho Falls	90	37	0
11. SE Idaho	88	38	0
12. Valley County	3	2	0
13. Clark/Butte Co.	7	0	0
Sub-Total	580	248	2
Total for 1991	830		

to potential hunting areas. During winter months when ice flows are common, bald eagles move to open water areas around the reservoir such as Spring Creek and Clear Creek but may be temporarily displaced due to waterfowl hunters.

Section 2

Around the northern and western perimeter of the reservoir, bald eagles are most commonly observed around the Springfield Bottoms, Danielson Creek, and Big Hole Draw areas. From where the Snake River enters the reservoir and around the southern perimeter, bald eagles are most frequently observed at Spring Creek, Clear Creek, the Portneuf River and Bannock Creek. Frequency of use and total numbers of bald eagles at any one site is dependent upon ice conditions on the reservoir and on waterfowl concentrations. Bald eagles will sit on the ice around open water or along the shoreline and hunt for fish or waterfowl where each of these creeks and the Portneuf River enter the Reservoir.

Section 3

Below American Falls Dam concentrations of bald eagles are associated with those areas along the river that have cottonwood stands, rock outcrops, and juniper trees

Table 9. A summary of mid-winter bald eagle surveys conducted from 1980 - 1991 in the American Falls Reservoir and Snake River area.

<u>Year</u>	<u>Adults</u>	<u>Immatures</u>	<u>Totals</u>
1980	31	21	52
1981	42	74	116
1982	63	49	112
1983	20	13	33
1984	30	14	44
1985	50	17	67
1986	30	21	51
1987	26	21	41
1988	26	15	42
1989	32	10	42
1990	20	17	37
1991	55	30	85

Total - 680
Average No./Year - 62

(Juniperus osteosperma) (Bureau of Land Management 1992). From these sites, bald eagles may hunt fish and waterfowl with a minimum amount of energy expenditure. A night roost site of cottonwood trees is located at Neeley, Idaho which is located about one half mile from the river and about three miles below the dam. This site is used frequently during periods of mild weather but during the waterfowl hunting season may be abandoned due to nearby placement of blinds and decoys.

Aerial flights made in January and February of 1992 were compared to similar aerial surveys completed in 1980 and 1981 during the Eagle Rock Hydroelectric Project evaluation (Blair 1982). The number of bald eagles observed ranged from 27 birds observed in February of 1980 to 80 birds in January 1992 (Table 10). An average of 58 birds were observed during the months of January and February in the three respective years that these surveys were conducted. There appears to be a trend for a higher number of birds to winter in the area in the 1990's when compared to the 1980-81 survey data due primarily to the higher productivity of bald eagles in the intermountain west.

As another index of use by bald eagles that winter in the vicinity of American Falls Reservoir, an analysis was done of data collected at the Bowen Canyon night roost site. Bowen Canyon is a north facing canyon located in the Deep Creek Mountains and is about nine air miles south of American Falls Dam (Figure 2).

Table 10. Comparable aerial surveys of wintering bald eagles conducted in 1980-1981 and in 1992 in the vicinity of American Falls Reservoir.

<u>Year</u>	<u>Total Number of Bald Eagles</u>	<u>Mean Number of Birds per Year</u>
1980		
January	44	
February	27	36
1981		
January	59	
February	68	64
1992		
January	80	
February	66	<u>73</u>
Average No./Year = 58		

The Bowen Canyon area is characterized by mature Douglas Fir (Pseudotsuga menziesii), some of which are dead or dying as a result of a Douglas-fir beetle infestation. From five to as many as 56 bald eagles have been known to use this roost site (Table 11). Fluctuations in use are due primarily to winter severity and possibly the fluctuations in the density of the upland prey base, primarily jack rabbits. Many of these birds utilize the American Falls study area for foraging.

The Bowen Canyon location provides many of the environmental parameters that are typical of bald eagle roost sites (Ketchum 1985). The conifers are located on east facing slopes which act as a protective barrier to the prevailing west and southwest storm fronts. There is a range of roost trees from the valley floor to the ridge tops. Typically, bald eagles will make their final flight at night to a tree that is situated about halfway up the slope. Bald eagles have been known to use this area since 1977. It has been designated by the Bureau of Land Management as the Bowen Canyon Bald Eagle Sanctuary and is an Area of Critical Environmental Concern. A local rancher, whose land is partially within the roost area, is licensed by the Idaho Outfitters and Guides Association to guide clients into the roost area. There is no apparent displacement of the birds by these trips, probably because they are conducted on cross-country skis and birds are roosting uphill and several hundred feet from the observers.

The distributional aspects of wintering bald eagles on the Reservoir has not changed in any major way since the early 1980's. Blair (1982) makes the distinction that there appears to be two distinct wintering populations of bald eagles utilizing the American

Table 11. Use of the Bowen Canyon area by bald eagles as a night roost as indicated by evening counts made from 1977-1992.

<u>Year</u>	<u>Adults</u>	<u>Immatures</u>	<u>Unclassified</u>	<u>Total</u>
1977	*	*		40
1978	*	*		20
1979				@
1980				@
1981	*	*		17
1982	4	1		5
1983	3	2		5
1984	11	11	1	23
1985	20	4		24
1986	5			5
1987	13	3		16
1988	33	20	3	56
1989	12	5	1	18
1990	7	10	4	21
1991	9	4	1	14
1992	11	1		12
Totals	128	61	10	276

* No attempt to determine age status.

@ No data collected

Falls Reservoir and associated Snake River. One population utilizes primarily the headwaters of the American Falls Reservoir for foraging and roosts along the Snake River at McTucker Island. The second population tends to use the Snake River between Minidoka and American Falls Dams and roosts at Bowyen Canyon. Surveys conducted in 1992 tend to confirm these observations.

It is not known if individual eagles spend the entire winter at the headwaters of American Falls Reservoir and do not interact with those birds found downstream from American Falls Dam or if the two populations interact with each other and transients. One indication that transients may pass through the area comes from radio telemetry observations of a subadult that was trapped at Glacier National Park in the fall of 1982 (H. Allen, pers. commun.) The bird migrated south to the Salmon River then into the Snake River Basin near Blackfoot. It remained in the vicinity of American Falls Reservoir for a few days and then left the area.

FOOD HABITS OF BALD EAGLES

While no formal studies were conducted to determine food habits of bald eagles, the potential preybase that is available to bald eagles in the vicinity of the RMP study area is varied and in part determines the aggregation areas of bald eagles. Blair (1982) noted that the distribution of waterfowl during winter was associated with open water in the reservoir area while the remaining area was covered with ice. On the reservoir, areas of open water varied from several hundred to several thousand acres in size. Because the largest areas of open water consistently occurred in the headwaters of American Falls Reservoir they also serve to attract the highest winter concentrations of waterfowl. During previous annual winter surveys for bald eagles, (Blair 1982) and during this study, bald eagles were consistently observed in association with these waterfowl concentrations. Crenshaw (1987) documented fish were the preferred prey in 84 percent of 202 successful prey capture events at Lake Pend Oreille in northern Idaho. Although bald eagles were not observed capturing waterfowl, examination of 368 pellets, revealed that 208 pellets contained bird remains. American coot (Fulica americana) were the most frequently identified bird remains, but Crenshaw ascertained that birds remains tended to underplay the importance of fish as a prey source because fish remains were almost entirely digested and resulted in little or no pellets being cast. In contrast Taylor (1991) found in his study of bald eagles at Lake Lowell, Idaho that waterfowl were the primary prey of eagles during the winter. Most of the waterfowl prey identified (N=45) were ducks and geese but on two occasions American coot and western grebe (Aechmophorus occidentalis) were taken.

Fish are probably the most frequently used prey but again their availability to bald eagles is dependent upon whether the Snake River and other water sources above and around American Falls Reservoir are free of ice. Downstream from American Falls Dam, Blair (1982) spent 54 hours observing bald eagle activity. Bald eagles were most active between sunrise and 11:00 hours and were observed to move up and down river using trees and rock outcrops to hunt for fish. A total of 26 capture attempts were observed with most attempts occurring in the relatively shallow area of the river. Thirteen of 15 capture attempts by adults were successful while 10 of 11 immature bald eagle capture efforts were unsuccessful. Estimated size of the fish caught ranged from 7 to 20 inches. Identification of the fish species captured was not possible due to the distance from the observer to the respective eagles.

One can also speculate that during population eruptions of the blacktail jackrabbit (Lepus californicus) in the nearby desert areas bald eagles wintering at American Falls Reservoir and along the Snake River would likely use this abundant source of prey. Deer that inhabit the riparian habitat above and below American Falls Reservoir and livestock which are ubiquitous throughout the area may also be a food source on occasion through scavenging by the eagles.

NESTING POPULATION

There are three major areas in the state where bald eagles are consistently found to be nesting (Beck-Haas 1988). Eastern Idaho along the South and Henrys Forks of the Snake River supports the highest nesting population. Northern Idaho, in the vicinity of Lake Pend Oreille and Kootenai River, supports the second major population. The smallest nesting population is found in western Idaho in association with Cascade and Anderson Ranch Reservoirs (Howard 1988). These areas are divided into seven recovery zones under the Pacific States Recovery Plan (U.S. Fish and Wildlife Service 1986). The RMP study area lies in Zone 20. There is no nesting population goal for this particular zone.

By May of each year, 50 to 55 nesting pairs have established territories and built or maintained nests in Idaho. A recruitment population of undetermined size is associated with these nesting pairs. From 35 to 43 of these nesting pairs may be successful during the nesting season at raising young to fledgling age. By late August, from 1 to 3 young have fledged from successful nesting sites adding an additional influx of birds to the Idaho population.

To provide a state and regional perspective in association with the RMP study area, production data is presented for the 1991 nesting year in Idaho and the South and Henrys Fork of the Snake River (Table 12).

Table 12. Comparison of reproductivity of bald eagles in 1991 throughout Idaho and in Zone 18 recovery area.

	Productivity for Idaho	Productivity in ZONE 18	
		Henrys Fork	South Fork
# of occupied nests	53	16	15
# of successful nests	43	13	11
# of Young Fledged	71	23	20
Fledged/Occupied Nest	1.33	1.43	1.33

In 1991, a total of 71 young fledged from 43 successful nests in Idaho or 1.65 young/successful nest (Melquist 1991). In Zone 18, which includes both the Henrys Fork and South Fork of the Snake Rivers, bald eagles have made a significant recovery from their population lows during the 1970s (Whitfield 1991). A total of 16 known bald eagle nesting territories have been documented above Ashton Reservoir to Henry's Lake. Thirteen of these nesting territories fledged a total of 23 young in 1991. On the South Fork of the Snake River, 15 nesting territories were checked for productivity in

1991. A total of 11 were successful and 20 young were fledged from these nesting territories (Melquist 1991). With 43 young fledgling in 1991 (60 percent of the total fledged in Idaho) from the tributaries of the Snake River in Idaho, additional nesting territories will most likely be established along the Snake River from Firth, Idaho to American Falls Reservoir where cottonwood riparian habitat is still present.

Bald eagles were successful in fledgling young near the study area at Ferry Butte. This territory, located upriver about seven miles from the reservoir headwaters, was first established in 1990 and fledged one young in 1991 (Figure 3). It is located about 40 yards from the banks of the Snake River in an area of mature narrow-leaf cottonwood (Populus angustifolia).

In survey flights conducted in February and March of 1992, both adults were seen at the nest site. A mild winter and early spring may have induced this pair to nest about three weeks earlier than normal. During the May 1, 1992 aerial survey, only one adult was observed in the vicinity of the nest. While the nest remains intact, no eggs or young were observed in the nest.

Another nest was reported to be occupied in March of 1992 by the Idaho Department of Fish and Game (J. Crenshaw, pers. commun.). However, this nest is located about seven miles upriver from Blackfoot near the town of Kimball. It was also built in a mature cottonwood and located less than 80 yards from the Snake River.

In February of 1992 during an aerial survey, an adult bald eagle was observed in a nest about two miles upriver from McTucker Island (Figure 4). The bird was in a pre-incubation posture which suggested that suitable habitat is available in that reach of the Snake River between Ferry Butte and American Falls Reservoir. This nest was subsequently lost, probably due to high winds that are frequent during this season of the year. No adults were seen at the site during the last aerial survey which was conducted on May 1, 1992.

No site specific observations (during the nesting season) have been made to determine nesting phenology of these two occupied nesting territories. One can extrapolate a nesting phenology from those nests found on the lower South Fork and at Cartier Slough at the confluence of the Henrys Fork and South Fork. Incubation at the above nesting territories begins in late March -early April depending upon the condition of the female. By mid May, hatching and brooding of young occurs while fledgling of young takes place by the second week in July. Within the study area specifically, there were no known occupied nesting territories during the 1992 nesting period.

The American Falls Reservoir is like an inland sea that is without daily tides. Rather, it has seasonal tides that are managed by the outflow of water at American Falls Dam and fluctuates as a high tide in May through June, then turns to an ebbtide in September and October. The extensive exposed headwater flats which result support a diversity of species during the summer when they become rich feeding areas for shorebirds. When flooded in the winter, these areas provide a resting place for waterfowl and other water-dependent birds such as the bald eagle.

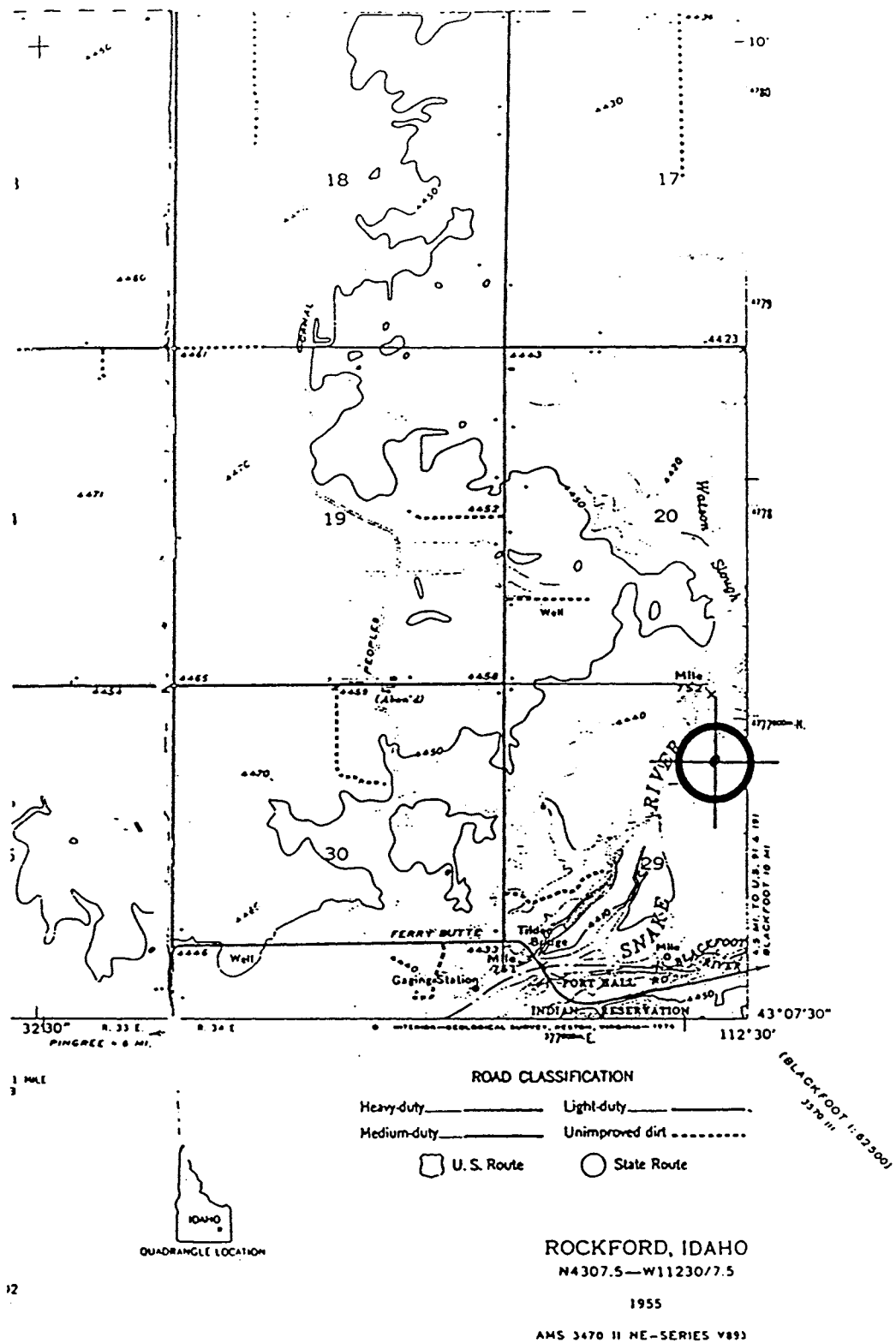
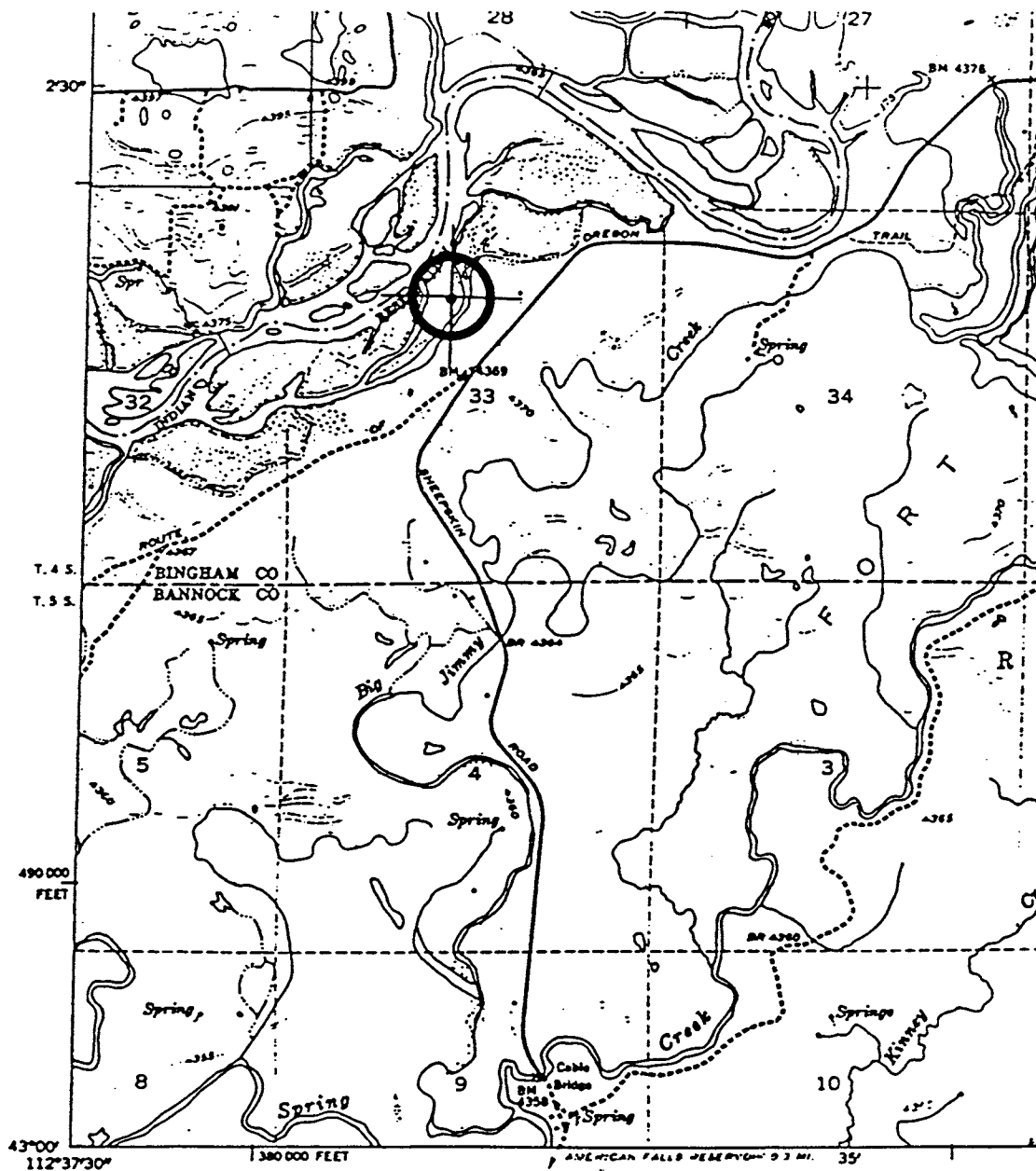


Figure 3. Location of the Ferry Butte Bald Eagle nesting territory.



MICHAUD 1:62,500

Mapped, edited, and published by the Geological Survey
Control by USGS and USC&GS
Culture and drainage compiled from aerial photographs taken 1946
Topography from plane-table surveys by U. S. Indian Service 1923-25
and U. S. Geological Survey 1955
Polyconic projection. 1927 North American datum
10,000-foot grid based on Idaho coordinate system, east zone
Dashed land lines indicate approximate locations

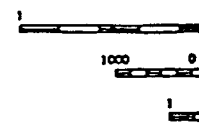


Figure 4. Location of the Ft. Hall Bottoms nest that was built in 1992.

Different kinds of river structure and associated perching sites downstream from the reservoir demonstrate the adaptive strategies of wintering bald eagles. The cottonwood forests and the Snake River upriver from the reservoir provide crucial wintering habitat, with nesting habitat also available along the Snake River from Firth, Idaho to the headwaters of the reservoir. Bald eagles attempting to nest in the area may be from the expanding population of the upper Snake River.

CANDIDATE SPECIES

In Idaho there are five known breeding colonies of white-faced ibis. They nest in emergent vegetation or small trees in the Fort Hall bottoms along Spring creek. There are an estimated 200-250 nests at the American Falls colony (Trost 1985). Ibis are probing, non-visual feeders of invertebrates and rarely take small fish. Based on banding studies, these ibis winter along both coasts of Mexico.

Yellow-billed cuckoo (*Coccyzus americanus*) are associated with and nest in riparian habitats along the first two miles of the Snake River above American Falls reservoir.

Townsend's big-eared bats occur throughout western North America in shrub/steppe grasslands, deciduous forests, and juniper/pine forests. These bats are insectivores, eating primarily moths. They forage after dark using echolocation on the wing. During winter, when breeding occurs, they roost singly or in small clusters in caves, mine shafts, at rocky outcrops, or sometimes in old buildings. They do not migrate, but will relocate roost locations within hibernacula. Big-eared bats are very sensitive to human disturbance and will abandon roost sites if disturbed. In areas with cave hibernacula, recreational cave exploration should be regulated and minimized (Spahr *et al* 1991).

The Idaho Dunes Tiger Beetle was identified on Bureau of Land Management lands approximately two miles north of the down-river study area. The beetle is found primarily in non-vegetated sand dunes which are surrounded by grassland shrub vegetation.

The Long Billed Curlew is found throughout southern Idaho. It nests on the ground in short shrub and grassland vegetation.

IDAHO SPECIES OF SPECIAL CONCERN

There are eight Idaho Species of Special Concern associated with the American Falls project area which are listed in the Idaho Department of Fish and Game Natural Heritage Program (Mosely and Groves 1990) (Table 13). Species of Special Concern are those species which are either low in numbers, limited in distribution, or have suffered significant habitat losses. In some instances, state species of concern are also found on the federal candidate list and are subject to federal regulations under the Endangered Species Act.

Large numbers of American white pelicans forage within the entire American Falls study area each year. Based on recent surveys, upwards of 1,800 pelicans have been counted

Table 13. Idaho Species of Special Concern found in the vicinity of American Falls Reservoir (Mosely and Groves 1990).

<u>Species</u>	<u>Category</u> ¹
Common loon (<u>Gavia immer</u>)	C-A
Trumpeter swan (<u>Cygnus buccinator</u>)	C-A
American white pelican (<u>Pelecanus erythrorhynchos</u>)	C-A
Ferruginous hawk (<u>Buteo regalis</u>)	C-A
Mohave black-collard lizard (<u>Crotaphytus bicinctores</u>)	C-B
Merlin (<u>Falco columbarius</u>)	C-B
Yellow-billed cuckoo (<u>Coccyzus americanus</u>)	C-B
Townsend's big-eared bat (<u>Plecotus townsendii</u>)	C-C

¹C-A: Priority Species are those which meet one or more of the criteria listed in the definition of Species of Special Concern and for which Idaho presently contains or formerly constituted a significant portion of their range.

C-B: Peripheral Species are those which meet one or more of the criteria listed in the definition of Species of Special Concern but whose populations in Idaho are on the edge of a breeding range that falls largely outside the state.

C-C: Undetermined Status Species are those that may be rare in the state but for which there is little information on their population status, distribution, and/or habitat requirements.

in the McTucker Island to Ferry butte areas. Pelicans are highly mobile and it is believed that these may be nesting birds from either Utah or Wyoming foraging at the reservoir. One of the attractions to pelicans, in addition to the availability of numerous rough fish, may be the large gull and cormorant colonies that nest at American Falls (Trost 1985). Pelicans have been observed flying into and stealing fish from gulls and foraging cormorants in the area.

Trumpeter swans have been captured in the Henry's Fork of the Snake River and released in the study area since 1988. This was due to low forage base and high density of swans wintering in the Henry's Fork. The Henry's Fork has a high tendency to ice over in the winter eliminating potential foraging areas for the swans. In 1992, swans made an unsuccessful nesting attempt in the study area.

The common loon may nest on rare occasions in the area only as environmental conditions allow on a year to year basis. This may depend upon available prey base and

nesting substrate, and the lack of human disturbance. No documented nesting has occurred in recent years.

The ferruginous hawk does not nest in the area but may utilize the area on a post-fledgling basis, particularly on the northwest side of the down-river area. It may be observed as a migrant throughout the area during the fall migration and early spring.

ANALYSIS OF ALTERNATIVES

FUTURE WITHOUT A MANAGEMENT PLAN

Reclamation has administered the lands around the American Falls Reservoir and downstream to Lake Walcott for the past 20-30 years without site specific plans. This has resulted in unregulated activities that have caused some resources to be damaged and others to be used without official review or sanction. Planning and management of resources includes public involvement, inventory, analysis and interpretation, and resource allocation decisions. The future without public involvement, assertive actions by Reclamation, and additional inventory of fish and wildlife resources will result in significant negative effects in terms of violation of public trust and further degradation of natural resources. Without an RMP, there can no assurance that the land based areas under Reclamation jurisdiction will sustain a biological diversity, provide for commodity extraction, and meet public demands for recreation.

Environmental changes coupled with present project operations will continue to function in an atmosphere of contention about thorny issues such as unclear seasonal stocking rates of livestock. If managed improperly, livestock grazing may degrade or eliminate vegetation communities, reduce the functions and values of wetlands, erode river and reservoir banks, increase nutrient loading and decrease aesthetic values.

Public use of areas may conflict directly with recovery and maintenance of federally listed threatened or endangered species. Bald eagles are quite mobile during the winter months but still require safe night roosting and day perching sites. Innocent or purposeful displacement of bald eagles can occur when the public is not made aware of their presence and the possible penalties for harm and harassment. Without an RMP and recommended proactive measures to protect bald eagles, various human activities may cause eagles to leave an area. Cutting mature softwood trees that are used by eagles is just one such activity that could eliminate use of an area for years. Bald eagles are showing intentions of nesting just upstream from the American Falls study area as evidenced by the nesting attempt in the Fort Hall Bottoms (Figure 4). Placing livestock in an area or extracting gravel without thought to the eagle's nesting phenology and how it can be integrated with these activities are just some of the oversights that can occur without adequate planning and cooperation between Reclamation and the public.

Destruction of migratory bird nesting habitat and temporary or permanent displacement of upland game and shorebirds will occur without any predecision assessments. Human disturbance associated with recreation activity will continue to grow beyond the present

boundaries of use with the increase in the number of people and their demands upon the area. Maintenance of shoreline erosion control measures along the top of bluffs will continue until it meets the satisfaction of those who are losing land but without consideration to wildlife resources that also use the bluffs. Burning "weed" patches in an attempt to control insects and undesirable weeds from spreading to agriculture lands will continue to result in temporary loss of wildlife corridors and nesting habitat. Each of these activities will continue to cause a decrease in the number or kinds of nesting upland game and migratory birds through the incremental destruction of their habitat around the reservoir.

FUTURE WITH A MANAGEMENT PLAN

The alternatives are based on the results of a public-interagency involvement process which explored issues and opportunities on Reclamation lands within the reservoir and downstream area. The Citizen/Agency Forum members assisting the RMP planning process arrived at a consensus (Reservoir Forum Consensus) for managing Reclamation lands and resources around the reservoir. The actions proposed by the Forum for the reservoir are included in all alternatives except the No Action Alternative. Consensus for management of the stretch of river below American Falls Reservoir was not reached. The central issue for actions on Reclamation lands along the Snake River involved the extent to which areas and trails should be open, restricted, or remain closed to motorized access to minimize damage to cultural and natural resources. At this point in the planning process, Reclamation has not identified a preferred alternative.

NO ACTION ALTERNATIVE

Under a no action alternative (Alternative A), Reclamation will continue to administer both the Snake River and Reservoir portion of the study area without defined plans. Much of Reclamation's time and energy will be used to address a public whose elevated awareness of these areas may demand that actions occur without full consideration of the results. This may lead to only one or two interest groups being served, a violation of public trust, and lack of interagency cooperation. Areas currently open to motorized use around the reservoir, including the exposed lakebed, would continue to be open. Downstream areas would remain closed to vehicular access consistent with existing Reclamation policy. Although Reclamation would continue to follow State and Federal wildlife management regulations, most fish and wildlife resources would benefit through fortuitous events and not directed management actions.

AMERICAN FALLS RESERVOIR - Reservoir Forum Consensus

The consensus alternative for the reservoir (Reservoir Forum Consensus) supports further recreation use and/or development at the Visitors Center, Spring Hollow, Big Hole, McTucker Island, Seagull Bay, and Willow Bay. Agriculture and grazing leases would be retained but modified to benefit wildlife. Construction of small impoundments and wetlands on some of the tributaries and in the drawdown area (i.e., Sterling Wasteway & Smith Springs, Danielson Creek/Crystal Wasteway, West Bay and Little Hole) will be considered as funding permits. Subimpoundments built in these areas

would retain water during the drier months and serve to benefit waterfowl, fisheries, and locally improve water quality. Most important, this alternative emphasizes some form of wildlife habitat protection and/or enhancement at nearly every site. It is a statement about how the Forum arrived at conclusions that each Reclamation parcel is valuable and unique to the land/water interface in their capacity to support a diversity of wildlife and still consider multiple use activities.

Beginning with the Visitors Center at the southwest end and moving clockwise around the reservoir, each key area will have either neutral or positive impacts to fish and wildlife.

Visitors Center. Expansion of the existing facilities on the north and south side to serve the boating public will include improved restroom facilities, parking lot expansion, landscaping, and possible breakwater construction. There will be no effects on fish and wildlife.

Spring Hollow. A small boat dock will be built for boat-in day use. Additional facilities for the boating public will be built if reservoir exceeds available capacity. There will be no effects on fish and wildlife. Enhancement features include rehabilitating disturbed upland areas.

West Bay. Boating would be restricted in the northern portion of the bay but allowed in the southern half. Agricultural leases would be maintained, but include provisions for requiring cooperative wildlife agreements would be included. Grazing leases would be temporarily suspended and benefits to wildlife would be monitored. All of the above actions when fully implemented will have positive benefits to wildlife.

Little Hole. Little Hole Bay is divided into 9 management areas. Each area has a neutral or positive action proposal and when implemented will integrate wildlife habitat improvements with other activities. Areas 5, 7, and 9 have proposals that will positively benefit wildlife and fisheries. An potential impoundment in this area, would retain water and help maintain a fishery during years of extreme drawdown of the reservoir.

Big Hole. Big Hole Bay is divided into 5 management areas. Each area has a neutral or positive action due to vehicular closures in some of the subareas, and when implemented will integrate wildlife habitat improvements with other activities. Area 1 will be retained as part of the Sterling Wildlife Management Area under a lease agreement between the Department and Reclamation.

Sterling Wildlife Management Area. These are lands that are located offsite of the reservoir shoreline. They will continue to be managed for wildlife under a lease agreement between the Department and Reclamation.

Sterling Wasteway and Smith Springs. Both of these sites north of Big Hole Bay emphasize wildlife and fish habitat improvements. The public will be encouraged to visit these areas for wildlife viewing. Impoundments will tend to improve wetlands and hold fish during extreme drawdown periods.

Narrow Bluffs. No recreation site improvements are proposed but the public will be discouraged from accessing the area by vehicles. Maintenance of existing agricultural leases will require a cooperative wildlife agreement. These actions will tend to benefit the upland and bank nesting birds that use this area. It will also serve as a shoreline wildlife corridor for mammals that use the area. Reclamation will need to evaluate the bank erosion control program as it relates to bank nesting birds. It is probable that key nesting areas have been inadvertently destroyed in the past. Without a resource survey of the bluffs on the west and east side of the reservoir some key areas will continue to be lost to the erosion control program. A 5 year no grazing action should have positive benefits to wildlife, but monitoring during this time should be considered to demonstrate the outcome.

Danielson Creek/ Crystal Wasteway. No recreation improvements are proposed but the public will be encouraged to visit this area for wildlife viewing. Grazing leases above the high water line will be suspended for 5 years pending a monitoring period to determine benefits to wildlife and water quality. Subimpoundments will be considered for the area. This construction should be evaluated before implementation as to how they may affect the Western Hemisphere Shorebird Reserve. Depending on impoundment size, it could enhance or hinder use by shorebirds that use this area on seasonal basis.

McTucker Island Area. The McTucker Island area is divided into three management areas: 1) the ponds, 2) the island, 3) and drawdown areas. Actions at the ponds take an integrated approach which includes gravel extraction, development of a better fishery, and recreation development. Development of a better fishery through deepening or expanding the ponds will have a positive effect on fish-eating birds and mammals. Seasonal recreation use should have no effects on wildlife and the public demands for more fishing opportunities will help to support an improved fishery.

One area of the island is proposed for a boat oriented recreation site. While wintering bald eagles use the island for roosting, there should be minimal effect on bald eagles and other wildlife during spring, summer and fall use. No vehicle access will be allowed. There should be positive benefits to wildlife with a 5 year no grazing action. With no grazing, cottonwood and willow community regeneration will occur and a diversity of mammalian and avian use should become evident as the community matures.

The drawdown area will have a seasonal restriction on vehicle access. This will be determined more by water level conditions than any road closures. Reclamation intends to evaluate the effects of temporarily suspending grazing in the riparian/wetland area above the highwater line. This will have positive benefits to water dependent plants, associated bird and mammalian wildlife, and to water quality.

Drawdown Area. No recreation site improvements are being considered but public access will be allowed. Vehicular access will be discouraged. Grazing will be continued and subimpoundments may be built. Evaluation of this area as it relates to grazing should be done to contrast the grazing closure areas in the McTucker Island area. Water quality will be affected depending on the number of livestock that are permitted

for the area. Reclamation will need to review the stocking rate and seasonal use. The area supports a unique shorebird resource in July through September. Any impoundments planned for this area should be evaluated as to size and whether foraging areas of shore birds may be affected.

Seagull Bay. Considerable recreation activity occurs at Seagull Bay primarily during the spring and summer when water levels allow boats to be launched at this facility. Dredging for better and longer access to the reservoir pool is proposed. No effects on fish or wildlife are anticipated. Other management actions in this area will help to maintain wildlife that presently use the area. Maintaining the existing agriculture lease with enforcement of a bluff/edge setback and inclusion of a provision to require a cooperative wildlife agreement will serve to formalize the present status of this interface area. Restoration of upland habitat will provide positive benefits to upland gamebirds and some of the smaller mammals. Acquisition of additional habitat east of the Seagull Bay boundary can enhance the present wetland conditions found in the area.

Willow Bay. Willow Bay is a major public recreation site developed by Reclamation in cooperation with the City of American Falls. For the RMP analysis it was divided into eight management areas. While no new recreation developments are proposed by Reclamation, the City of American Falls has a master plan for development and wants to consider dredging a channel from the boat launch to increase the seasonal access of boats to open water. There should be little or no effect on wildlife with the implementation of these two actions if open space and wetland habitat is integrated into the design. Rehabilitation of upland areas and wetlands (areas 1-3, 7 and 8) will improve the habitat diversity that is presently found in the area. Eliminating vehicle access in areas 1, 5 and 8 should help maintain existing uses by wildlife. Off-highway vehicle use has displaced waterfowl and other wildlife in these and adjacent areas.

MITIGATION

Because there are no adverse effects associated with this proposal no mitigation is needed. Any adverse effects to wildlife were addressed and resolved through development of the Forum Consensus.

SNAKE RIVER STUDY AREA

In this reach of river below American Falls reservoir, a consensus could not be reached through the Forum on how to manage Reclamation lands. Four alternatives for the river, each combined with the Reservoir Forum Consensus, are proposed. At the center of these alternatives are issues that involve the presence of extensive and significant cultural resources and seasonal use by off-highway vehicles (OHV).

Alternative B. This alternative would combine the consensus management actions for the reservoir with continued vehicular closure on both sides of the river and the termination of grazing on the northwest side.

Alternative C. This approach combines the consensus management actions for the reservoir with motorized access in a portion of the southeast side of the river area. This

alternative also includes limited motorized access and a new recreation area on the southeast side of the river. Managed grazing would be allowed to continue in existing areas along the river.

Alternative D. This alternative combines the consensus management actions for the reservoir, limited motorized use on the southeast side of the Snake River and establishment of two vehicular recreation use areas on the northwest side of the Snake River. A 2.5 mile trail would connect the latter two vehicular recreation areas. As with Alternative C, this alternative includes a new recreation area on the southeast side of the river, and grazing would be allowed to continue.

Alternative E. This alternative combines the consensus management actions for the reservoir with motorized access on the southeast side of the river and on existing roads, trails and use areas throughout the northwest side where such access is not in conflict with natural and cultural resources. Also included is a new recreation area on the southeast side, and grazing would be allowed to continue.

Effects Analysis of Alternatives B through E in the Snake River Analysis Area.

Alternative B. This alternative would enhance both fish and wildlife diversity and density through terminating livestock allotments on the northwest side of the Snake River (Areas 3 & 4) and continue the OHV closure on both sides of the river. Natural rehabilitation of wetlands and riparian areas on the northwest side of the Snake River would occur and create a diversity of habitat for birds, amphibians, insects, and aquatic vegetation. In time, upland range that was grazed and bare areas that were created by OHVs would revegetate into a mosaic of forbs, grasses, shrubs, and conifers. This diverse vegetative mosaic combined with the reduction of human activity associated with OHVs and livestock management would serve to attract more animals into the area. Other species, whose populations may have been depressed by human activity and livestock grazing, would tend to increase. Water quality would tend to be improved in those ephemeral and perennial drainages that flow into the Snake River through soil stabilization by plants and the filtering affect that wetlands have on sediments. There would be elimination of organic matter from livestock in the ephemeral drainages in the northwest section and reduction of organic matter directly into the Snake River. In those areas where agriculture leases were renewed to favor wildlife in the Snake River Study Area, plant admixtures such as milo, corn, alfalfa, and wheat could be grown and serve to attract waterfowl, upland birds, and on a seasonal basis deer and antelope. There should be no effect on federally listed or candidate species by implementing this proposal.

Alternative C. This alternative would allow grazing on the northwest side but no motorized access. Benefits from not allowing OHV use would be similar to alternative B. Grazing could have detrimental effects on the upland range, depending upon stocking rates. However, allotments would be modified to reflect the capability of the range to support a stocking rate that sustains a diversity of vegetation. Wetlands and riparian habitat would be fenced and a grazing system be developed so that livestock would be kept out of the Snake River by using offsite water sources. Water quality and riparian habitat would benefit by implementing this modification. OHV use, development of a recreation site, and a linking trail from the Massacre State Park trail

system to the Interstate rest-stop on the south side of the Snake River has the potential to affect wildlife and cause vegetative degradation. However, steps are proposed in this alternative to manage and direct human activity in such a way as to reduce or eliminate any effects resulting from these proposed developments. There should be no effect on federally listed or candidate species by implementing this proposal.

Alternative D. By implementing this alternative, impacts from grazing on the northwest side would be similar to those described in alternative C. OHV use would be the same on the southeast side of the Snake River as were described in C. With the presence of State Park personnel and specified trail development, impacts could be kept to a minimum on vegetation and wildlife habitat. However by allowing OHV use areas to be designated in specified areas on the northside, habitat areas already degraded by OHV use are reopened and there is a potential for abuse to closed areas. No compliance authority has yet been established by Reclamation which will monitor OHV use, make arrests, or serve violations if OHV use is found outside of the designated areas. Species such as rabbits, lizards, snakes, ground nesting birds in or adjacent to OHV inclosure would be displaced seasonally (winter-spring) by the concentrated OHV activity. This is a period when these species are highly vulnerable to displacement and high mortality could result. Concentrated OHV activity would tend to permanently degrade vegetative habitat, and allow for annual exotic plants such as cheatgrass to invade the area.

Cheatgrass is highly combustible when it matures. This would set the stage for frequent wildfire events due to hot mufflers and tailpipes on OHVs. Fires occurring in the enclosure could easily spread to habitat outside the enclosure.

This alternative is not likely to affect any federally listed or candidate species based upon current knowledge of use in the area.

Alternative E. Impacts to vegetation and wildlife from grazing on the northwest side and OHV use on the southeast side would be similar to those described in alternatives C & D if alternative E were implemented. However, dispersed OHV activity on the northwest side of the Snake River, even on existing roads and trails in areas 3 & 4, would cause disturbance to wildlife, vegetation, and cause additional disruption over a broader area. There is potential to abuse the regulation of existing trails and roads. Eventually the entire area could become a single-use area for OHVs. As the area becomes better known regionally, there may be interest in holding rallies and races which can result in garbage, fuel, and oil being dumped in the area. The potential for fire events would increase dramatically. These factors would further degrade habitat for wildlife, decrease the diversity of animals that use the area when human activity is not present, and would preclude the area from retaining any habitat qualities favorable to wildlife.

This alternative is not likely to affect any federally listed or candidate species based upon current knowledge of use in the area.

MITIGATION

Alternatives B and C. Because there are no adverse effects associated with these proposals, no mitigation is needed.

Alternative D. Mitigation of habitat lost due to establishment of a vehicle recreation use area would be addressed through purchase or exchange of habitat on a 3:1 basis for upland habitat on the northwest side of the river. Impacts due to loss of adjacent habitat from fire caused by OHV activity in the area can be mitigated by reseeding. However, this would be dependent upon funding and would not be applicable to private or state lands.

Alternative E. Mitigation for continued use of existing trails and use areas would be the same as for Alternative D except that purchase or exchange of habitat would be on a 1:1 basis.

Snake River Islands and Lower Shoreline. The Forum reached a consensus on the management approach for the Snake River Islands and the Lower Shoreline and Isolated Parcels which is contained in all alternatives. The Forum gave Reclamation the direction to not change the present management of these areas. This includes no recreation development, no vehicular access, no livestock grazing, retention of agricultural leases of Isolated Parcels and direction to maintain the non-lease status for the remaining lands. This will result in a positive long-term effect to wildlife. Wetland/upland rehabilitation will be considered on the Islands and may result in some additional use by some wildlife species. While the rehabilitation efforts need to be specified, they will have only limited benefits to wildlife. There would be no effect to federally listed or candidate species by implementing this proposal.

MITIGATION

Because there are no adverse effects associated with this proposal, no mitigation is needed.

RECOMMENDATIONS FOR FISH AND WILDLIFE PROTECTION AND ENHANCEMENT MEASURES

The following recommendations are management strategies for the protection and enhancement of fish and wildlife resources within the American Falls Project resource area. These resource management and protection strategies are intended to stimulate further discussion and evaluation within the Resource Management Plan development process. Management objectives and possible prescriptions within this 10 year planning cycle include, but are not limited, to the following:

1. Protect and rehabilitate riparian and upland areas to improve habitat for pheasants, wintering big game, and other wildlife.

- a. Maintain sage-shrub habitats; pursue upland seeding of native shrubs, forbs, and grasses in the weedy herbaceous areas, and plant shelterbelt vegetation along exposed shoreline areas.
 - b. Conduct surveys at each spring discharge area for the presence of federally listed snails in consultation with the Service.
 - c. Establish food and winter habitat plots for pheasant and other wildlife on agricultural easements on Reclamation lands.
 - d. Evaluate land exchanges to protect critical wildlife habitats and maintain viable habitat areas.
2. Protect and enhance existing wetlands and create new sub-impoundments to improve habitats for waterfowl and fish resources.
- a. Emphasize nesting and brooding waterfowl in the management of McTucker Island which under current use for livestock has left it in a degraded condition.
 - b. Expand the existing nest platform (by 25-30 platforms) and maintenance program for Canada geese at American Falls Reservoir. Evaluate long-term funding alternatives to maintain and monitor nest platforms using interested parties in the area (i.e., IDFG's 1990 agreement with the Blackfoot Ducks Unlimited chapter) to monitor and maintain 10 nest platforms around McTucker Island.
 - c. Evaluate the feasibility of constructing small sub-impoundment areas around spring sources in upper American Falls Reservoir to maintain habitat for waterfowl during the drawdown period (Sterling Waste Way and Smith Springs).
 - d. Create a sub-impoundment at Little Hole Bay to enhance waterfowl production and provide habitat for smallmouth bass.
 - e. At Seagull Bay, obtain and enhance wetland habitats located between Interstate 5 and the existing railroad right-of-way.
 - f. When possible, avoid drawdown levels below elevation 4320.6 feet msl for American Falls reservoir. Water management should include an analysis of favorable strategies that would maintain and enhance colonial waterbird and shorebird foraging and migration habitats.
 - g. Pursue cooperative efforts through the Soil Conservation Service for a Constructed Wetland System to improve water quality in the American Falls resource area. A demonstration project is proposed on a property 9 miles south of Aberdeen (Poulson Farm).

h. Consider erecting 15-20 rock islands in the tailwaters of the drawdown area by using a barge during high pool elevations or during extremely dry conditions when the area is accessible by truck. The islands would be targeted for use by waterfowl and other water dependent birds as resting and nesting sites.

3. Protect habitats on Reclamation lands from unauthorized uses (i.e, grazing, agriculture, occupancy trespass, and fire).

a. Hire a full-time wildlife land manager to implement the fish and wildlife program and enforce management and trespass guidelines.

b. Eliminate the torching of stubble, shrub and other vegetative cover on Reclamation lands, particularly on the west side of the reservoir.

c. Construct fencing to eliminate trespass livestock and retire livestock allotments along the northwest side of the down-river study area and in the McTucker Island area.

4. Create dispersed wildlife observation and interpretation centers within the project area.

a. Develop an Education Wetland Demonstration Area along the east side of American Falls Dam under Reclamation's wetlands and riparian habitat initiative. This would require supplemental irrigation and should be 20-30 acres in size.

b. Construct observation blinds for bird and other wildlife viewing kiosks or blinds with complementary road access and interpretive signs.

c. Enhance public access only in areas where resource objectives can be met or managed; consider seasonal access restrictions to protect sensitive fish and wildlife resources, e.g. nesting waterfowl.

5. Specific wildlife initiatives for the enhancement of wildlife that should be implemented within the next three years.

a. The North American Waterfowl Management Plan has a number of initiatives that can be jointly implemented by Reclamation, the Service, and the Department. A key centerpiece is the Intermountain West Wetland Concept Plan (Concept Plan). This planning effort focuses on large important wetland complex areas to develop strategies for protection and enhancement. American Falls Reservoir area has been identified in the Concept Plan (Ratti and Kadlec 1992).

b. The Springfield Bottoms area, including 3 miles of mudflat shoreline along the north-eastern shore of the reservoir, has been nominated by the Department as a

Regional Reserve in the Western Hemisphere Shorebird Reserve Network for migrating shorebirds. Efforts by Reclamation to confirm this nomination should be supported in cooperation with Idaho State University.

c. The Neotropical Migratory Bird Program is a national initiative to access migratory populations including passerine and colonial nesting birds. Reclamation in cooperation with the Service, the Department, the Shoshone/Bannock Tribes and Idaho State University should fund a five year assessment of these two categories of birds.

d. The opportunity exists to enhance recovery of peregrine falcons in the Snake River Plain. As referenced in the text of this report, peregrine falcons have been nesting on 40 foot towers built for this purpose. The Service recommends that two towers be built on the west side of the American Falls Reservoir. The Big Hole (Area 1), Sterling Wasteway and Smith Springs are suggested sites. The towers will serve to attract peregrine falcons that are imprinted to this kind of structure. By cooperative agreement, two additional structures could be erected on the Shoshone-Bannock Indian Reservation and at Minidoka National Wildlife Refuge at Lake Walcott.

6. The following are recommendations for the management of the wintering and nesting population of bald eagles at American Falls Reservoir and the related habitat areas along the Snake River.

a. The annual winter bald eagle census should continue since it provides information on the long-term trend of numbers of birds that use the American Falls Reservoir area. During these surveys, it would be beneficial to note key use sites and correlate them with winter conditions such as ice flows in the Snake River, percentage of ice formation on the reservoir, temperature, waterfowl numbers and other variables.

b. An aerial survey during the months of November through April should be conducted every three years using the onboard geo-position system or its equivalent to accumulate data for inclusion into the GIS data system. These surveys will also provide additional data on use patterns by wintering bald eagles that may be used to amend the RMP.

c. The Service recommends that a comprehensive study be done to document the location of night roost sites in and adjacent to the study area; their frequency of use by bald eagles throughout the winter; and to determine the highest number of birds that use the roosts. Their locations should be included in the GIS database.

d. Another study, one that is compatible with No. 3, should be conducted to determine to what extent natural regeneration of cottonwood trees is occurring on Reclamation lands. The study should also consider the effects of hydrology, windfall, and harvest on cottonwood forest both on public and private lands within

the study area. Harvest of potential roost trees on public and private lands is occurring without regard to replacement or recruitment of new trees. Federal lands with cottonwood forests will become an increasingly important component as roost trees decline through windfall or are harvested on private lands.

e. Perch trees used during the day, especially those located where there tends to be a concentration of eagles, should be protected. These sites are preferred due to lack of disturbance and availability of prey. Marking trees in some areas with signs that read "Wildlife Conservation Tree" or "Bald Eagle Perch" could provide some measure of protection.

f. The Service recommends that Reclamation support a program to plant vegetation shelter belts around the reservoir both on public and private lands. The program should encourage farmers to grow conifers, deciduous trees, and bushes. As trees mature, they will increase the number of roosting sites available to bald eagles, provide game and nongame cover, and contribute to soil erosion control measures. This program will help replace those sites where deciduous trees are presently being harvested on private lands.

g. Bald eagle nest sites should be identified and protected, precise nesting phenology should be established, and potential nesting areas such as McTucker Island should have stipulations in place to protect nesting birds in the event bald eagles pioneer into the area. Nest site management plans should be written which reflect a consistency in terms of protective dates and buffer zones that have been developed for the upper Snake River.

7. Under the Reclamation Recreation Management Act of 1992, there are provisions under Section 2805 [(b) Inventory and (c) Planning] to maintain an inventory of resources and to revise resource management plans. The Service recommends that Reclamation conduct a natural resources Geographical Information Systems (GIS) update at least every 10 years in conjunction with the 10 year planning cycle.

a. The inventory should include an update of all the mammalian and avian attributes that were digitized and mapped in 1992, including such categories as waterfowl, shorebirds, candidate, threatened and endangered species.

b. The inventory update should focus on the land status GIS attributes and develop refinements to the important wetland category, particularly as it relates to private lands and any new areas following development of subimpoundments.

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ppendix I. Fish species found in the American Falls Reservoir Area.

	<u>Species</u>	<u>Habitat</u>
White sturgeon	(<u>Acipenser transmontanus</u>)	Rivers (not native)
Carp	(<u>Cyprinus carpio</u>)	Lakes or slow-moving rivers
Redside shiner	(<u>Richardsonius balteatus</u>)	Slow-moving water in streams or lakes
Mottled sculpin	(<u>Cottus bairdi</u>)	Rivers and streams
Utah sucker	(<u>Catostomus ardens</u>)	Cold, fast streams
Brown bullhead	(<u>Ictalurus nebulosus</u>)	Shallow lakes or slackwater of streams
Utah Chub	(<u>Gila atraria</u>)	Lakes and rivers Channel
catfish	(<u>Ictalurus punctatus</u>)	Large rivers, shallow reservoirs
Smallmouth bass	(<u>Micropterus dolomieu</u>)	Cool streams with riffles
Black crappie	(<u>Pomoxis nigromaculatus</u>)	Warm water with vegetation
Yellow perch	(<u>Perca flavescens</u>)	Cold, clear lakes with vegetation
Coho salmon	(<u>Oncorhynchus kisutch</u>)	Large, cool rivers
Kokanee salmon	(<u>Oncorhynchus nerka</u>)	Large, rivers and lakes
Mountain whitefish	(<u>Prosopium williamsoni</u>)	Mountain Streams
Rainbow trout	(<u>Oncorhynchus mykiss</u>)	Lakes, reservoirs, streams
Brown trout	(<u>Salmo trutta</u>)	Large rivers and streams
Cutthroat trout	(<u>Oncorhynchus clarki</u>)	Rivers and streams

Appendix II. Bird species found in the vicinity of American Falls Reservoir.

Waterfowl

	<u>Species</u>	<u>Habitat</u>
Canada goose	(<u>Branta canadensis</u>)	Riparian, lake, meadow
Snow goose	(<u>Chen caerulescens</u>)	Marshes
Ross' goose	(<u>Chen rossii</u>)	Marshes, pastures
Brant goose	(<u>Branta bernicla</u>)	Marshes
Green-winged teal	(<u>Anas crecca</u>)	River, pond, lake
Mallard	(<u>Anas platyrhynchos</u>)	River, pond, lake
Blue-winged teal	(<u>Anas discors</u>)	River, pond, lake
Cinnamon teal	(<u>Anas cyanoptera</u>)	River, pond, lake
Northern shoveler	(<u>Anas clypeata</u>)	Lake, pond
American widgeon	(<u>Anas americana</u>)	River, meadow, pond
Wood duck	(<u>Aix sponsa</u>)	Lake, pond, river
Greater scaup	(<u>Aythya marila</u>)	Large lakes, rivers
Lesser scaup	(<u>Aythya affinis</u>)	River, pond, lake
Ring-necked duck	(<u>Aythya collaris</u>)	Lake, pond, river
Barrow's goldeneye	(<u>Bucephala islandica</u>)	River, pond, lake
Common goldeneye	(<u>Bucephala elangula</u>)	River, pond, lake
Bufflehead	(<u>Bucephala albeola</u>)	Lake, pond
Harlequin duck	(<u>Histrionicus histrionicus</u>)	Mountain streams in forests
Oldsquaw	(<u>Clangula hyemalis</u>)	Shallow lakes
Surf scoter	(<u>Melanitta perspicillata</u>)	Ponds, lakes, rivers
White-winged scoter	(<u>Melanitta deglandi</u>)	Ponds, lakes, rivers
Northern Pintail	(<u>Anas acuta</u>)	Lake, pond
Gadwall	(<u>Anas strepera</u>)	Lake, pond
Canvasback	(<u>Aythya valisineria</u>)	Marshes, ponds, lakes
Redhead	(<u>Aythya americana</u>)	Marshes, lakes, rivers
Trumpeter swan	(<u>Cygnus buccinator</u>)	Lakes, ponds
Tundra swan	(<u>Cygnus columbianus</u>)	Lakes, marshes, slow streams
Ruddy duck	(<u>Oxyura jamaicensis</u>)	Marshes, lakes
Common merganser	(<u>Mergus merganser</u>)	River, pond, lake
Red-breasted merganser	(<u>Mergus merganser</u>)	River, pond, lake
Hooded merganser	(<u>Lophodytes cucullatus</u>)	Pond, lake

Grebes

Western grebe	(<u>Aechmophorus occidentalis</u>)	Lake, pond
Clark's grebe	(<u>Aechmophorus clarkii</u>)	Lakes, marshes
Pied-billed grebe	(<u>Podilymbus podiceps</u>)	Lake, pond
Eared grebe	(<u>Podiceps nigricollis</u>)	Lake, pond
Horned grebe	(<u>Podiceps auritus</u>)	Lakes, marshes, slow rivers
Red-necked grebe	(<u>Podiceps grisegena</u>)	Lakes, rivers

Pelicans and Cormorants

American white pelican	(<u>Pelecanus erythrorhynchos</u>)	Lakes, large rivers
Double-crested cormorant	(<u>Phalacrocorax auritus</u>)	Lakes, rivers

	<u>Species</u>	<u>Habitat</u>
White-faced ibis	(<u>Plegadis chihi</u>)	Marshes, ponds, lakes
<u>Loons</u>		
Pacific loon	(<u>Gavia pacifica</u>)	Lakes, rivers
Common loon	(<u>Gavia immer</u>)	Lakes
Red-throated loon	(<u>Gavia stellata</u>)	Lakes, rivers
Yellow-throated loon	(<u>Gavia adamsii</u>)	Lakes, rivers
<u>Gulls</u>		
Franklin's gull	(<u>Larus pipixcan</u>)	Range, lake
Ring-billed gull	(<u>Larus delawarensis</u>)	Pool, range
California gull	(<u>Larus californicus</u>)	Pool, range
Herring gull	(<u>Larus argentatus</u>)	Large lakes and rivers
Western gull	(<u>Larus occidentalis</u>)	Large lakes
Thayer's gull	(<u>Larus thayeri</u>)	Large lakes and rivers
Sabine's gull	(<u>Xema sabina</u>)	Lakes, rivers
Glaucous gull	(<u>Larus hyperboreus</u>)	Large lakes and rivers
Parasitic jaeger	(<u>Stercorarius parasiticus</u>)	Lakes
Pomarine jaeger	(<u>Stercorarius pomarinus</u>)	Lakes
Long-tailed jaeger	(<u>Stercorarius longicaudus</u>)	Lakes
Bonaparte's gull	(<u>Larus philadelphia</u>)	Mudflats, marshes, rivers
Caspian tern	(<u>Sterna caspia</u>)	Lakes, rivers
Common tern	(<u>Sterna hirundo</u>)	Lakes, rivers
Forester's tern	(<u>Sterna forsteri</u>)	Marshes, rivers
Black tern	(<u>Chidonias niger</u>)	Marshes, wet meadows, rivers

Hérons, Bitterns and Egrets

Great blue heron	(<u>Ardea herodias</u>)	Riparian, meadow, river, pond
Little blue heron	(<u>Florida caerulea</u>)	Riparian, meadow, river, pond
American Bittern	(<u>Botaurus lentiginosus</u>)	Marshes
Snowy Egret	(<u>Egretta thula</u>)	Marshes, lakes
Great Egret	(<u>Casmerodius albus</u>)	Marshes
Cattle Egret	(<u>Bubulcus ibis</u>)	Marshes, lakes
Black-crowned		
Night-Heron	(<u>Nycticorax nycticorax</u>)	Marshes, lakes,
Green-backed heron	(<u>Butorides striatus</u>)	Marshes, lakes

Shorebirds

Lesser yellowlegs	(<u>Tringa flavipes</u>)	Ponds, marshes, mudflats
Greater yellowlegs	(<u>Tringa melanoleuca</u>)	Marshes, ponds, mudflats
Willet	(<u>Catoptrophorus semipalmatus</u>)	Marshes
Long-billed curlew	(<u>Numenius americanus</u>)	Pastures and grasslands

	<u>Species</u>	<u>Habitat</u>
Whimbrel	(<u>Numenius phaeopus</u>)	Marshes, mudflats, pastures
Marbled Godwit	(<u>Limosa fedoa</u>)	Marshes
Hudsonian Godwit	(<u>Limosa haemastica</u>)	Marshes, flooded fields, mudflats
Western Sandpiper	(<u>Calidris mauri</u>)	Mudflats and lake shores
Least Sandpiper	(<u>Calidris minutilla</u>)	Mudflats and lake shores
Baird's Sandpiper	(<u>Calidris bairdii</u>)	Grassy marshes and mudflats
Pectoral Sandpiper	(<u>Calidris melanotos</u>)	Wet meadow, mudflats, and lakeshores
White-rumped Sandpiper	(<u>Erolia fuscicollis</u>)	Grassy marshes, mudflats, pond and lakeshores
Solitary Sandpiper	(<u>Tringa solitaria</u>)	Ponds, streams, and marshes
Spotted sandpiper	(<u>Actitis macularia</u>)	River, lakes
Semipalmated Sandpiper	(<u>Calidris pusilla</u>)	Mudflats, lake and pond shores
Stilt Sandpiper	(<u>Calidris himantopus</u>)	Mudflats, lake shores
Ruddy Turnstone	(<u>Arenaria interpres</u>)	Mudflats, lake shores
Red knot	(<u>Calidris canutus</u>)	Mudflats, lake shores
Sanderling	(<u>Calidris alba</u>)	Mudflats, lake and river shores
Dunlin	(<u>Calidris alpina</u>)	Mudflats, marshes, pond and lake shores

Stilts and Avocets

Blacknecked stilt	(<u>Himantopus mexicanus</u>)	Lakes, ponds
American avocet	(<u>Recurvirostra</u>)	Ponds, lakes and mudflats

Snipe and Dowitchers

Common snipe	(<u>Gallinago gallinago americana</u>)	Riparian areas and meadows
Long-billed dowitcher	(<u>Limnodromus scolopaceus</u>)	Marshes, lake and pond shores
Short-billed Dowitcher	(<u>Limnodromus griseus</u>)	Mudflats, lake and pond shores

Plovers

Black-bellied plover	(<u>Pluvialis squatarola</u>)	Pond and lake shores
Lesser golden-plover	(<u>Pluvialis dominica</u>)	Grasslands, pastures, mudflats
Semipalmated plover	(<u>Charadrius semipalmatus</u>)	Mudflats, marsh, lake and pond shores
Snowy plover	(<u>Charadrius semipalmatus</u>)	Mudflats, marsh, lake and pond shores
Killdeer	(<u>Charadrius vociferus</u>)	River, pond and lake shorelines, wetland agriculture areas
Mountain plover	(<u>Charadrius montanus</u>)	Grasslands, plowed fields, sandy deserts

<u>Raptors</u>	<u>Species</u>	<u>Habitat</u>
Turkey vulture	(<u>Cathartes aura</u>)	Cliff
Bald eagle	(<u>Haliaeetus leucocephalus</u>)	Rivers, riparian, lake
Peregrine falcon	(<u>Falco peregrinus anatum</u>)	Range, riparian, lake
Osprey	(<u>Pandion haliaetus</u>)	Rivers, riparian, lake
Northern harrier	(<u>Circus cyaneus</u>)	Range, mountain brush, riparian, pond
Sharp-shinned hawk	(<u>Accipiter striatus</u>)	Riparian, fields, forests
Cooper's hawk	(<u>Accipiter cooperii</u>)	Riparian, fields, forests
Northern Goshawk	(<u>Accipiter gentilis</u>)	Riparian, fields, forests
Swainson's hawk	(<u>Buteo swainsoni</u>)	Range, agriculture
Red-tailed hawk	(<u>Buteo jamaicensis</u>)	Range, agriculture
Rough-legged hawk	(<u>Buteo lagopus</u>)	Range, agriculture
Ferruginous hawk	(<u>Buteo regalis</u>)	Range
Golden eagle	(<u>Aquila chrysaetos</u>)	Range, cliff
American kestrel	(<u>Falco sparverius</u>)	Range, meadow, agriculture
Merlin	(<u>Falco sparverius</u>)	Range, meadow, agriculture
Prairie falcon	(<u>Falco mexicanus</u>)	Range, agriculture
Peregrine falcon	(<u>Falco peregrinus</u>)	Range, riparian, meadow
Gyr falcon	(<u>Falco rusticolus</u>)	Range, lakes, agriculture
Western Screech-owl	(<u>Otus kennecottii</u>)	Canyon
Great horned owl	(<u>Bubo virginianus</u>)	Cottonwood, agriculture, range
Long-eared owl	(<u>Asio otus</u>)	Riparian trees and brush
Northern saw-whet owl	(<u>Aegolius acadicus</u>)	Trees
Barn owl	(<u>Tyto alba</u>)	Shrub steppe, meadows
Burrowing owl	(<u>Athene cunicularia</u>)	Shrub steppe, grasslands
Short-eared owl	(<u>Asio flammeus</u>)	Grasslands, meadows, marshes
<u>Doves</u>		
Rock dove	(<u>Columba livia</u>)	River, cliff
Mourning dove	(<u>Zenaida macroura</u>)	Range, meadow
<u>Goatsuckers</u>		
Common nighthawk	(<u>Chordeiles minor</u>)	Range, ponds, meadow
Common poorwill	(<u>Phalaenoptilus nuttallii</u>)	Shrub steppe, rocky canyons, open woodlands
<u>Hummingbirds</u>		
Black-chinned hummingbird	(<u>Archilochus alexandri</u>)	Meadow, brush
Calliope hummingbird	(<u>Stellula calliope</u>)	Open montane forests and meadows, willow/alder thickets

<u>Species</u>		<u>Habitat</u>
Broad-tailed hummingbird (<u>Selasphorus platycercus</u>)		Open woodlands, shrub hillsides, montane thickets
Rufous hummingbird	(<u>Selasphorus rufus</u>)	Meadow, range
<u>Kingfisher</u>		
Belted Kingfisher	(<u>Ceryle alcyon</u>)	River, lake, riparian
<u>Woodpeckers</u>		
Lewis's woodpecker	(<u>Melanerpes lewis</u>)	Cottonwoods, riparian
Downy woodpecker	(<u>Dendrocopus pubescens</u>)	Cottonwoods, riparian
Hairy woodpecker	(<u>Picoides villosus</u>)	Cottonwoods, riparian
Northern flicker	(<u>Colaptes auratus</u>)	Cottonwoods, riparian
Williamson's sapsucker	(<u>Sphyrapicus thyroideus</u>)	Cottonwoods, riparian
<u>Jays, Magpies and Crows</u>		
Steller's jay	(<u>Cyanocitta stelleri</u>)	Cottonwood, juniper
Blue jay	(<u>Cyanocitta cristata</u>)	Forests, open woodlands, residential areas
Black-billed magpie	(<u>Pica pica</u>)	Agriculture, range
American crow	(<u>Corvus brachyrhynchos</u>)	Cottonwood, agriculture
Common raven	(<u>Corvus corvax</u>)	Juniper, cliff, agriculture
<u>Shrikes</u>		
Loggerhead shrike	(<u>Lanius ludovicianus</u>)	Shrub steppe
Northern shrike	(<u>Lanius excubitor</u>)	Shrub steppe and farm lands
<u>Flycatchers</u>		
Olive-sided flycatcher	(<u>Contopus borealis</u>)	Woodlands
Western wood-pewee	(<u>Contopus sordidulus</u>)	Riparian woodlands
Cordilleran flycatcher	(<u>Empidonax difficilis</u>)	Forests
Ash-throated flycatcher	(<u>Myiarchus cinerascens</u>)	Shrub steppe, juniper
Willow flycatcher	(<u>Empidonax trailii</u>)	Riparian willow, meadow
Gray flycatcher	(<u>Empidonax wrightii</u>)	Arid woodlands and shrub steppe
Dusky flycatcher	(<u>Empidonax oberbolseri</u>)	Aspen groves, willow thickets, open coniferous forests
Eastern kingbird	(<u>Tyrannus tyrannus</u>)	Range, riparian, meadow
Western kingbird	(<u>Tyrannus verticalis</u>)	Shrub steppe, agriculture
<u>Larks</u>		
Horned lark	(<u>Eremophila alpestris</u>)	Range

	<u>Species</u>	<u>Habitat</u>
<u>Swallows</u>		
Tree swallow	(<u>Tachycineta bicolor</u>)	Aspen, riparian, meadow, cliff
Violet-green swallow	(<u>Tachycineta thalassina</u>)	Cliff, river, riparian
Northern rough-winged swallow	(<u>Stelgidopteryx serripennis</u>)	Cliff, riparian
Bank swallow	(<u>Riparia riparia</u>)	Riparian, meadow
Cliff swallow	(<u>Hirunda pyrrhonota</u>)	Cliff, riparian
Barn swallow	(<u>Hirundo rustica</u>)	Range
<u>Chickadees and Titmice</u>		
Black-capped chick	(<u>Parus atricapillus</u>)	Aspen, riparian, meadow
Mountain chickadee	(<u>Parus gambeli</u>)	Douglas Fir
Plain Titmouse	(<u>Parus inornatus</u>)	Juniper woodlands
Bushtit	(<u>Psaltiriparus minimus</u>)	Pinyon/Juniper woodlands, shrub steppe
<u>Creepers</u>		
Brown creeper	(<u>Certha familiaris</u>)	Deciduous forest
<u>Nuthatches</u>		
Red-breasted nuthatch	(<u>Sitta canadensis</u>)	Deciduous forest
White-breasted nuthatch	(<u>Sitta carolinensis</u>)	Deciduous forest, brush
<u>Wrens</u>		
House wren	(<u>Troglodytes aedon</u>)	Brush
Rock wren	(<u>Salpinctes obsoletus</u>)	Rocky slopes
Canyon wren	(<u>Catherpes mexicanus</u>)	Cliffs, rocky canyons
Marsh wren	(<u>Cistothorus palustris</u>)	Marshes
Winter wren	(<u>Troglodytes troglodytes</u>)	Dense coniferous forest near water
<u>Dippers</u>		
American dipper	(<u>Cinclus mexicanus</u>)	Riparian, meadow, river
<u>Kinglets, Bluebirds and Thrushes</u>		
Ruby-crowned kinglet	(<u>Regulus calendula</u>)	Riparian meadow
Golden-crowned kinglet	(<u>Regulus satrapa</u>)	Riparian bushy areas
Mountain bluebird	(<u>Sialia currucoides</u>)	Range, Aspen, agriculture
Western bluebird	(<u>Sialia mexicana</u>)	Range, meadow
Veery	(<u>Catharus fuscescens</u>)	Riparian, meadow

<u>Species</u>	<u>Habitat</u>
Swainson's thrush (<u>Catharus ustulatus</u>)	Riparian forest
Hermit thrush (<u>Hylocichlod guttata</u>)	Riparian forest
American robin (<u>Turdus migratorius</u>)	Deciduous forest, riparian and meadow
Townsend's solitaire (<u>Myiodes townsendi</u>)	Riparian forest
Varied thrush (<u>Ixoreus naevius</u>)	Montane coniferous forest
<u>Vireos</u>	
Solitary vireo (<u>Vireo solitarius</u>)	Deciduous forest
Warbling vireo (<u>Vireo gilvas</u>)	Aspen
Red-eyed vireo (<u>Vireo olivaceus</u>)	Woodlands
<u>Waxwings</u>	
Cedar waxwing (<u>Bombcyllia cedrorum</u>)	Open woodlands
Bohemian waxwing (<u>Bombycilla garrulus</u>)	Open woodlands
<u>Warblers</u>	
Orange-crowned warbler (<u>Vermivora celata</u>)	Mountain brush, Aspen
Yellow warbler (<u>Dendroica petechia</u>)	Aspen, Douglas Fir
Yellow-rumped warbler (<u>Dendroica coronata</u>)	Douglas Fir
Wilson's warbler (<u>Wilsonia pusilla</u>)	Willow
Lucy's warbler (<u>Vermivora luciae</u>)	Riparian brush and woodlands in desert areas
Townsend's warbler (<u>Dendroica townsendi</u>)	Douglas Fir
MacGillivray's warbler (<u>Oporonis tolmiei</u>)	Douglas Fir, riparian, meadow
Yellow-breasted chat (<u>Icteria virens</u>)	Riparian, meadow
Ovenbird (<u>Seiurus aurocapillus</u>)	Deciduous forests, mixed woodlands
Western tanager (<u>Piranga ludoviciana</u>)	Aspen, Douglas Fir, riparian
Virginia's warbler (<u>Vermivora virginiae</u>)	Juniper
Nashville warbler (<u>Vermivora ruficapilla</u>)	Open deciduous woodlands
Black and white warbler (<u>Mniotilta varia</u>)	Mixed forests
American Redstart (<u>Setophaga ruticilla</u>)	Mixed forests
Common Yellowthroat (<u>Geothlypis trichas</u>)	Marshes
<u>Buntings and Grosbeaks</u>	
Lazuli bunting (<u>Passerina amoena</u>)	Mountain brush, Douglas Fir
Indigo bunting (<u>Passerina cyanea</u>)	Open woodlands, weedy fields
Black-headed grosbeak (<u>Pheucticus melanocephalus</u>)	Aspen, Douglas Fir, riparian, meadow
Evening grosbeak (<u>Hesperiphona vespertina</u>)	Forests
<u>Crossbills</u>	
Red crossbill (<u>Lavia curvirastra</u>)	Forest riparian, meadow

	<u>Species</u>	<u>Habitat</u>
<u>Sparrows and Towhees</u>		
Rufous-sided towhee	(<u>Pipilo erythrophthalmus</u>)	Brush
Green-tailed towhee	(<u>Chlorura chlorura</u>)	Thickets, shrub steppe, montane riparian areas
Chipping sparrow	(<u>Spizella passerina</u>)	Aspen, riparian, meadow
Song sparrow	(<u>Melospiza melodia</u>)	Riparian, meadow
White-crowned sparrow	(<u>Zonotrichia leucophrys</u>)	Shrub steppe, willow
Harris' sparrow	(<u>Zonotrichia querula</u>)	Thickets, open woodlands
White-throated sparrow	(<u>Zonotrichia leucophrys</u>)	Forest edge, thickets, bogs
Brewer's sparrow	(<u>Spizella breweri</u>)	Range
Savannah sparrow	(<u>Passerculus sandwichensis</u>)	Range
Fox sparrow	(<u>Passerell iliaca</u>)	Riparian woodlands
Vesper sparrow	(<u>Poocetes gramineus</u>)	Meadow, range
Lincoln's sparrow	(<u>Melospiza georgiana</u>)	Bogs, wet meadows, riparian thickets
Dark-eyed junco	(<u>Junco hyemalis</u>)	Coniferous forest
Lark sparrow	(<u>Chondestes grammacus</u>)	Shrub steppe
Sage sparrow	(<u>Amphispiza belli</u>)	Sagebrush steppe
American tree sparrow	(<u>Spizella arborea</u>)	Fence rows, weedy fields
Grasshopper sparrow	(<u>Ammodramus savannarum</u>)	Open grasslands, farmlands
Lark bunting	(<u>Calamospiza melanocorys</u>)	Sagebrush steppe
Snow bunting	(<u>Plectrophenax nivalis</u>)	Grasslands, stubble fields
Bobolink	(<u>Dolichonyx oryzivorus</u>)	Flooded meadows, alfalfa fields
Lapland longspur	(<u>Calcarius lapponicus</u>)	Grasslands, plowed and stubbled fields
<u>Weaver finch</u>		
House sparrow	(<u>Passer domesticus</u>)	Farm lands, fields, woodlands
<u>Blackbirds, Meadowlarks and Orioles</u>		
Red-winged blackbird	(<u>Euphagus cyanocephalus</u>)	Agriculture
Brown-headed cowbird	(<u>Molothrus ater</u>)	Aspen, agriculture
Yellow-headed blackbird	(<u>Xanthocephalus xanthocephalus</u>)	Lake, meadow
Brewer's blackbird	(<u>Euphagus cyanocephalus</u>)	Agriculture
European Starling	(<u>Sturnus vulgaris</u>)	Agriculture, open woodlands
Western meadowlark	(<u>Sturnella neglecta</u>)	Range, meadow
Northern oriole	(<u>Icterus galbula</u>)	Riparian, meadow

	<u>Species</u>	<u>Habitat</u>
<u>Finches</u>		
Pine siskin	(<u>Carduelis pinus</u>)	Coniferous forest
American goldfinch	(<u>Carduelis tristis</u>)	Aspen, riparian, meadow
Cassin's finch	(<u>Carpodacus cassinii</u>)	Coniferous forest
Purple finch	(<u>Carpodacus purpureus</u>)	Tall shrubs
House finch	(<u>Carpodacus mexicanus</u>)	Shrub steppe
Common redpoll	(<u>Carduelis flammea</u>)	Woodlands, fence rows
Rosy finch	(<u>Leucosticte tephrocotis</u>)	Barren, rocky, grassy areas, fields, farm lands
<u>Tanagers</u>		
Western tanager	(<u>Piranga ludoviciana</u>)	Mixed woodlands
<u>Mockingbirds and Thrashers</u>		
Gray Catbird	(<u>Dumetella carolinensis</u>)	Dense shrub
Northern mockingbird	(<u>Mimus polyglottos</u>)	Shrub steppe, farm lands
Sage thrasher	(<u>Oreoscoptes montanus</u>)	Sagebrush steppe
Brown thrasher	(<u>Toxostoma rufum</u>)	Deciduous forests edge and clearings
<u>Wagtails and Pipits</u>		
American pipit	(<u>Anthus spinoletta</u>)	Lake and river shorelines
<u>Phalaropes</u>		
Wilson's phalarope	(<u>Phalaropus tricolor</u>)	Pond, river and lake shore lines
Red-necked phalarope	(<u>Phalaropus lobatus</u>)	Mudflats, lakes
<u>Rails</u>		
Sora	(<u>Porzana carolina</u>)	Marshes
Virginia rail	(<u>Rallus limicola</u>)	Marshes
American coot	(<u>Fulica americana</u>)	Lakes, ponds, marshes
<u>Cranes</u>		
Sandhill crane	(<u>Grus canadensis</u>)	Riparian, meadow
<u>Gallinaceous Birds</u>		
Gray Partridge	(<u>Perdix perdix</u>)	Farm lands with shrubs
Ring-necked pheasant	(<u>Phasianus colchicus</u>)	Shrub steppe, grasslands, agriculture with cover
Sage grouse	(<u>Centrocercus urophasianus</u>)	Sagebrush steppe
Wild turkey	(<u>Meleagris gallapavo</u>)	Open Woodlands
Ruffed grouse	(<u>Bonasa umbellus</u>)	Riparian areas

Appendix III. Mammal species found in the vicinity of American Falls Reservoir.

<u>Species</u>	<u>Habitat</u>
Vagrant shrew (<u>Sorex vagrans</u>)	Moist areas at lower elevations
Masked shrew (<u>Sorex cinereus</u>)	Riparian area
Merriam's shrew (<u>Sorex merriami</u>)	Sagebrush steppe
Little brown myotis (<u>Myotis lucifugus</u>)	Open forests, rocky areas
Long eared myotis (<u>Myotis evotis</u>)	Caves and forests
Big brown bat woodland (<u>Eptesicus fuscus</u>)	Caves, crevices, buildings,
Townsend's big-eared bat (<u>Plecotus townsendii</u>)	Caves, crevices, buildings
Nuttall's cottontail (<u>Sylvilagus nuttallii</u>)	Shrub steppe, rocky & riparian areas
Pigmy cottontail (<u>Brachylagus idahoensis</u>)	Sagebrush steppe
Black-tailed jackrabbit (<u>Lepus californicus</u>)	Shrub steppe
White-tailed jackrabbit (<u>Lepus townsendii</u>)	Grasslands and shrub steppe
Yellow-bellied marmot (<u>Marmota flaviventris</u>)	Rocky areas
Least Chipmunk (<u>Tamias minimus</u>)	Sagebrush steppe
Townsend's ground squirrel (<u>Spermophilus townsendii</u>)	Shrub steppe
Northern pocket gopher (<u>Thomomys talpoides</u>)	Sagebrush steppe and meadows
Beaver (<u>Castor canadensis</u>)	Streams, ponds, riparian areas
Kangaroo rat (<u>Dipodomys ordi</u>)	Sagebrush steppe
Meadow vole (<u>Microtus pennsylvanicus</u>)	Moist grasslands
Montane vole (<u>Microtus montanus</u>)	Grasslands
Longtail vole (<u>Microtus longicaudus</u>)	Shrub grasslands
Sagebrush vole (<u>Lemmiscus curtatus</u>)	Sagebrush steppe
Muskrat (<u>Ondatra zibethica</u>)	Marshes, ponds, streams, lakes
House mouse (<u>Mus musculus</u>)	Urban areas, farm lands
Western jumping mouse (<u>Zapus princeps</u>)	Wet meadows, riparian areas
Western harvest mouse (<u>Reithrodontomys megalotis</u>)	Grasslands
Northern grasshopper mouse (<u>Onychomys leucogaster</u>)	Sagebrush steppe
Deer mouse (<u>Peromyscus maniculatus</u>)	All habitats
Great Basin pocket mouse (<u>Perognathus parvus</u>)	Sagebrush steppe
Porcupine (<u>Erethizon dorsatum</u>)	Cottonwood forests, riparian areas
Raccoon (<u>Procyon lotor</u>)	Sagebrush steppe near water
Coyote (<u>Canis latrans</u>)	Farm lands, range
Red fox (<u>Vulpes vulpes</u>)	Farm land

	<u>Species</u>	<u>Habitat</u>
Ermine	(<u>Mustela erminea</u>)	Farm lands, riparian areas
Long-tailed weasel	(<u>Mustela frenata</u>)	Shrub steppe and farm lands
Mink	(<u>Mustela vison</u>)	Near streams, rivers, and lakes
Badger	(<u>Taxidea taxus</u>)	Farm lands, forests
Striped skunk	(<u>Mephitis mephitis</u>)	Riparian areas, marshes
Western spotted skunk	(<u>Spilogale gracilis</u>)	Farm lands near streams
River otter	(<u>Lutra canadensis</u>)	Streams & lakes
Bobcat	(<u>Felis rufus</u>)	Rocky canyons
Mountain lion	(<u>Felis concolor</u>)	All habitats
Pronghorn antelope	(<u>Antilocapra americana</u>)	Shrub steppe, farmlands
Mule deer	(<u>Odocoileus hemionus</u>)	All habitats
White-tailed deer	(<u>Odocoileus virginianus</u>)	All habitats
Moose	(<u>Alces alces</u>)	Mixed forests, marshes, bogs

Appendix IV. Amphibian species found in the vicinity of American Falls
Reservoir.

	<u>Species</u>	<u>Habitat</u>
Western toad	(<u>Bufo boreas</u>)	All habitats
Great Basin spadefoot toad	(<u>Scaphiopus intermontanus</u>)	Sagebrush steppe near water
Striped chorus frog	(<u>Pseudacris triseriata</u>)	Marshes, wooded areas, grasslands
Leopard frog	(<u>Rana pipiens</u>)	Aquatic habitats
Tiger salamander	(<u>Ambystoma tigrinum</u>)	Sagebrush steppe
Long-toed salamander	(<u>Ambystoma macrodactylum</u>)	Aquatic habitats

Appendix V. Reptilian species found in the vicinity of American Falls Reservoir study area.

	<u>Species</u>	<u>Habitat</u>
Rubber boa	(<u>Charina bottae</u>)	Woodlands, forests
Western terrestrial garter snake	(<u>Thamnophis elegans</u>)	Near water
Common garter snake	(<u>Thamnophis sirtalis</u>)	Near water
Great Basin gopher snake	(<u>Pituophis melanoleucus</u>)	Dryland habitats
Striped whipsnake	(<u>Masticophis taeniatus</u>)	Shrub steppe
Night snake	(<u>Hypsiglena torquata</u>)	Rocky slopes and outcrops
Racer	(<u>Coluber constrictor</u>)	Meadows, sage steppe
Western whiptail	(<u>Cnemidophorus tigris</u>)	Shrub steppe
Western rattlesnake	(<u>Crotalus viridis</u>)	Shrub-grasslands and rock outcrops
Mojave black-collared lizard	(<u>Crotaphytus bicinctores</u>)	Rocky dry areas
Longnose leopard lizard	(<u>Gambelia wislizenii</u>)	Sandy shrub steppe
Short-horned lizard	(<u>Phrynosoma douglassii</u>)	Sagebrush and juniper
Desert horned lizard	(<u>Phrynosoma platyrhinos</u>)	Shrub steppe
Sagebrush lizard	(<u>Sceloporous graciosus</u>)	Sagebrush and juniper
Western fence lizard	(<u>Sceloporous occidentalis</u>)	Rocky canyons and talus slopes
Side-blotched lizard	(<u>Uta stansburiana</u>)	Sage steppe and juniper
Western skink	(<u>Eumeces skiltonianus</u>)	Moist, rocky areas

APPENDIX C
CULTURAL RESOURCES INFORMATION

APPENDIX C CULTURAL RESOURCES INFORMATION

Appendix C contains the following materials:

- Page C-2: Narrative discussions of the affected environment, including an overview of prehistoric and historic resources present in southeastern Idaho and the study area, and data collection methods used in the Class I and Class III inventories conducted for the RMP study
- Page C-9: A listing of laws and regulations directing Federal cultural resource management activities
- Page C-10: Bibliography
- Page C-15: A table entitled "Summary of Local Paleontological Mammalian Faunas."
- Page C-19: A table entitled "Archaeological Site Inventory."
- Page C-29: A table entitled "Evaluation of Archaeological Site Conditions."

CULTURAL RESOURCES: AFFECTED ENVIRONMENT/EXISTING CONDITIONS

Cultural resources are historic and traditional cultural properties that reflect our heritage. Federal Law and regulation defines historic properties to include prehistoric and historic sites, buildings, structures, districts, and objects included in, or eligible for inclusion in, the National Register of Historic Places (National Register). Traditional cultural properties (TCPs) are places of special heritage value to contemporary communities (often, but not necessarily American Indian groups) because of their association with the cultural practices or beliefs that are rooted in those community's histories and are important in maintaining the cultural identity of the communities.

Paleontological resources are fossilized remains of ancient plants, fish, amphibians, birds, and mammals. Those considered here are preserved in fluvial deposits along the Snake River, contained in two fossiliferous horizons that have produced very rich and well-preserved collections of late Pleistocene vertebrates.

Regulatory Setting

Numerous laws and regulations require identification and management of cultural resources on Federal lands (see the list following this narrative). Principal laws directing management actions are the National Historic Preservation Act (NHPA); the Archeological Resources Protection Act (ARPA); the American Indian Religious Freedom Act (AIRFA); and the Native American Graves Protection and Repatriation Act (NAGPRA).

Sections 110 and 106 of the NHPA directly address managing and protecting cultural resources on public lands. Section 110 requires a Federal agency to identify and manage properties eligible for National Register listing on public lands they administer. It states, "each Federal agency shall exercise caution to assure that any such property that might qualify for inclusion (on the National Register) is not inadvertently transferred, sold, demolished, substantially altered, or allowed to deteriorate significantly." The agency is to consult with the appropriate State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) during the course of implementing these actions.

Section 106 defines agency responsibilities when a Federal undertaking will occur. Section 106 requires that, prior to any action that might effect cultural resources, agencies "take into account the effects" of that activity or program on National Register eligible sites. Regulations entitled "Protection of Historic Properties" (36 CFR Part 800) define the process for implementing requirements of Section 106. The appropriate SHPO, the ACHP, and other interested parties are consulted throughout this process. 36 CFR Part 800 specifies that American Indian tribes must be afforded an opportunity to participate in the Section 106 process as interested parties when an undertaking may effect properties (such as prehistoric or protohistoric archeological sites and traditional cultural properties) of value to an Indian tribe.

AIRFA requires that all Federal agencies take into account the affects of their actions on traditional American Indian religious and cultural values and practices, but implementing regulations have yet to be promulgated. NAGPRA provides for the protection of Native American graves, funerary objects, sacred objects, and items of cultural patrimony, and gives

American Indian groups priority in ownership and control of those remains.

Far fewer requirements exist concerning paleontological resources. The Antiquities Act of 1906 identifies paleontological resources as worthy of protection, and they have been included by administrative practice in Federal resource management policies that stem from the Antiquities Act.

The cultural resource inventory undertaken in 1992 (described below) on Reclamation lands around the American Falls reservoir and in the downstream area constitutes the "resource identification" phase of the Section 110 process. It is an important initial step in the mandated management process outlined above.

Regional Overview

Southeastern Idaho contains abundant late Pleistocene vertebrate (paleontological) remains, as well as evidence of human occupation spanning approximately 14,000 years. This regional overview briefly reviews information about these resources in southeastern Idaho.

Paleontological Resources: The Late Pleistocene

Fluvial (river deposited) soils along the Snake River on the eastern Snake River Plain have long been recognized as containing the remains of Pleistocene vertebrates. A particularly productive area is located near American Falls. There, fluvial and lacustrine (lake deposited) sediments were laid down both before and after the Snake River was naturally dammed by a basalt flow that created a lake in the approximate location of the American Falls Reservoir. This lake gradually disappeared. Then in 1927, Reclamation constructed American Falls Dam, and once again inundated the area. Subsequent erosion of sedimentary deposits bordering the reservoir has exposed a stratigraphic profile containing two major fossil-bearing soil horizons, named the E and B layers. These two horizons have produced very rich and well-preserved collections of late Pleistocene (Rancholabrean) vertebrates. The intervening C and D layers are not as prolific, and a non-fossiliferous loess soil layer (A layer) caps the stratigraphic sequence.

The American Falls Reservoir fossils constitute an important North American Pleistocene fossil assemblage. With an estimated nine thousand curated specimens, they rank among the top ten largest collections of late Pleistocene fossils in the country. The collective biota from the four fossiliferous horizons span nearly 100,000 years and include pollen, plant macrofossils, and invertebrate and vertebrate fossils. The American Falls localities are particularly important for the vertebrate assemblages. Represented taxa include various species of extinct bison, ground sloth, camel, llama, and horse as well as mammoth, mastodon, dire wolf, and saber-tooth tiger. Although somewhat earlier in date, these assemblages equal those from the La Brea tar pits in California in significance. These assemblages are currently under study to better understand major habitats present in the American Falls area during the Sangamon and late Wisconsin. Paleontological mammalian taxa recovered from the American Falls localities are summarized in a list attached to this narrative.

Cultural Resources: The Prehistoric Period

Evidence of Native American occupation in southeastern Idaho exists as early as 14,500 years before present (BP), and extends through the protohistoric period to 150 BP (AD 1800). In 1805, Lewis and Clark encountered the Shoshoni and the Bannock Indians living in what is now the vicinity of American Falls Reservoir. It is likely that sites of all intervening temporal periods are represented in the American Falls area. Following is a review of identified culture periods.

Paleo-Indian Period (14,500 to 7000 BP) - The earliest evidence of humans in southern Idaho dates to 14,500 BP at Wilson Butte Cave. The earliest temporally and stylistically distinct artifacts in the area are fluted, lanceolate Clovis points. In western North America, Clovis points typically date to about 11,000 to 11,500 BP. Clovis points have been recovered near the American Falls study area, including one from Bannock Creek (Butler 1965; Titmus and Woods 1988) and one from Rainbow Beach (David Corliss, personal communication 1975). A fluted Folsom point, dating to 10,920 BP, is the earliest radiocarbon dated *in situ* diagnostic artifact recovered near the project area (Butler 1986; Franzen 1981:223). The Folsom points and other stone tools at the Wasden site were associated with mammoth, camel, and an extinct form of bison. Folsom points have been identified in the vicinity at Lake Channel (Campbell 1956). Widespread climatic changes occurred during the Paleo-Indian period, greatly altering available plant and animal resources. Large game appear to have formed the primary subsistence resource during the Paleo-Indian era.

Archaic Period (7000 BP to 300 BP [AD 1650]) - This period is divided into three subperiods, identified by changes in the artifact assemblage at excavated sites. By the beginning of the Archaic period, the Pleistocene megafauna either had become extinct or were replaced by modern forms. Like their predecessors, the Early Archaic (7000 BP to 4500 BP) inhabitants of the study area appear to have depended on large game as a principal food source, but also harvested a wider variety of small mammals and plant foods. Subsistence and settlement patterns still emphasized high mobility. It appears that climatic conditions were markedly warmer and drier between 7000 and 4000 years BP. However, there is no evidence of abandonment in southeastern Idaho, as seen in other areas of the arid west.

The Middle Archaic (4500 BP to 1300 BP [AD 650]) is characterized by increased variability in projectile point styles and possibly the appearance of earth oven features. Changes observed in projectile point neck widths may represent the introduction of the bow and arrow technology into southeastern Idaho by 1650 BP (AD 300), and it became the predominant weapon system by 1300 BP (AD 650). Hunter-gatherer subsistence and settlement strategies in southeastern Idaho endured throughout the Middle Archaic.

The Late Archaic Period (1300 to 300 BP [AD 650 to 1650]) is marked by the introduction of ceramics, and small corner-notched, side-notched, and tri-notched projectile points. Hunter-gatherer settlement and subsistence strategies continued to be practiced, but the rise in the number of sites suggests that either population density may have increased, or there might have been an increase in the intensity of use of the eastern Snake River Plain. A high degree of cultural variability is observed in the archeological record during the Late Archaic. This raises the possibility of a marked increase in group mobility, cultural interaction, and trade. The timing of the expansion and demise of the Fremont culture, and the arrival of Numic speaking groups (which includes the Shoshone) in southeastern Idaho occurs during this time period.

Cultural Resources: The Protohistoric and Ethnohistoric Periods

Protohistoric - There is considerable controversy about when Numic-speakers entered southeastern Idaho. Archeological materials recovered from the Wahmuza site, situated on Cedar Bluff overlooking the Fort Hall bottoms, indicate continuous occupation of the site by Shoshone ancestors since roughly 700 BP (AD 1250) (Jimenez 1986). Holmer (1986), however, hypothesizes Shoshone occupation possibly as early as 3300 BP. The earliest widely accepted evidence for Shoshonean occupation of southern Idaho dates between 650 to 550 BP (AD 1300-1400), and their first entry into neighboring Wyoming is usually dated around 550 BP (AD 1400).

The Bannock are linguistically related to the Northern Paiute, and according to Madsen (1958:21) have been in their traditional territory of southern Idaho since 450 BP (1500 AD). The Bannock eventually settled in the Snake River region and lived cooperatively along with the Fort Hall Shoshone. Murphy and Murphy (1986:284) indicate that "the Bannock became differentiated from their fellow Northern Paiutes to the west through the acquisition of the horse and participation in organized buffalo hunts, but the populations continued to interact socially."

Shoshone and Bannock territory consisted primarily of southern Idaho. Various bands congregated along the Weiser, Payette, Boise, and Snake Rivers. Walker (1973:117) indicates that "the Shoshone-Bannock horse bands of the Fort Hall area seem to have been the major political force in southern Idaho." For a relatively brief period, after acquiring the horse in the early eighteenth century, the Shoshone dominated the Plains, ranging as far north as southern Alberta and as far east as the Black Hills. This brief florescence was ended by the Blackfoot invasion of this same territory. After 1750, the Shoshone made episodic use of the northern Plains for bison hunting, but no longer controlled this territory.

Ethnohistoric Period - During this period, the Snake River region was a cultural cross-roads for Plains, Plateau, and Basin cultural groups. Before the formation of reservations, most Indians practiced a subsistence system which involved a seasonal round of hunting and gathering. This took them over wide areas and resulted in many groups using the same areas. By 1840, when the buffalo began to disappear from the Upper Snake River area, the Bannock and Shoshone of Fort Hall, either alone or together with the Nez Perce, Flathead, Lemhi, or Wyoming Shoshone, began making annual fall hunting trips through the Yellowstone region into Montana. The Shoshone and Bannock also participated in a trade network in which they traded with the Nez Perce, Flathead, Pend O'reille, and Crow, as well as more distant peoples.

In 1863, the Western Shoshone signed a treaty with the U.S. Government, which set aside large land reserves in Nevada, Oregon, Idaho, Wyoming, and Utah. In 1867, the Fort Hall Reservation was established. By 1868, the Shoshone had relinquished all lands in Idaho and Wyoming other than those assigned specifically as reserves. In 1869, the Bannock were relocated to the Fort Hall Reservation, as were the Boise and Bruneau Shoshone. From that time through the 1950's additional bands of Shoshone were relocated to Fort Hall. The Shoshone are now primarily located on the Fort Hall Reservation in Idaho, the Duck Valley Reservation in Nevada and Idaho, and the Wind River Reservation in Wyoming. Small enclaves of Shoshone and Bannock also live elsewhere in California, Idaho, Utah, and Nevada.

Cultural resources were recorded either as isolated finds or as sites. Following local conventions, sites were defined as discrete concentrations of 10 or more artifacts separated from similar concentrations by natural barriers or by more than 100 meters of "empty" space. Paleontological finds were recorded as loci if they preserved reasonable locational integrity (that is, it was possible to determine the geological stratum from which they were derived), or as isolated occurrences if their provenience could not be determined (that is, if they were encountered below the high water line on the floor of the reservoir).

Site surfaces were subjected to detailed examination in order to accurately delimit site boundaries and to identify artifact concentrations, culturally diagnostic artifacts or tools, and features. Detailed tabulations of surface artifacts were performed within selected observation units within each site in order to characterize artifactual diversity and to estimate surface artifact totals. Only artifacts thought to be culturally diagnostic were collected. Because of time constraints, and also in deference to the concerns of the Shoshone-Bannock tribes, subsurface tests were confined to a limited number of shovel probes and hand cores designed to assess the potential for subsurface deposits in several geomorphological situations.

Following surface inspection, site sketch maps were produced, photographs were taken, and Intermountain Antiquities Computer System (IMACS) site forms were filled out. Recorded site characteristics include site size (in square meters), temporal or cultural affiliation, morphological site type as well as a tentative interpretation of probable site function, and site condition and impacting agents. This information was used to formulate recommendations concerning whether or not each site should be considered eligible for National Register listing.

To identify ethnographic or TCP resources, two ethnologists undertook interviews and site visits with members of the Shoshone-Bannock community. They also supplied the Shoshone-Bannock representatives with copies of site forms, photographs, and a videotape showing various site types, in order to determine which archeological sites or other areas might be of particular concern to the Tribes. This consultation is on-going. In addition, representatives of the Tribes' culture and land use committees went on three field trips to the river area with project archeologists.

**ADMINISTRATION OF CULTURAL RESOURCES
LAWS AND REGULATIONS**

- A. Antiquities Act of 1906 (16 U.S.C. 431).
- B. Historic Sites Act of 1935 (16 U.S.C. 461-467).
- C. Reservoir Salvage Act of 1960 (16 U.S.C. 469), as amended by Public Law 93-291.
- D. Historical and Archeological Preservation Act of 1974 (16 U.S.C. 469).
- E. National Historic Preservation Act of 1966 (NHPA) (16 U.S.C. 470).
- F. American Indian Religious Freedom Act of 1978 (42 U.S.C. 1996).
- G. Archaeological Resources Protection Act of 1979 (16 U.S.C. 470).
- H. Executive Order 11593, for "Protection and Enhancement of the Cultural Environment," May 13, 1971.
- I. National Register of Historic Places (36 CFR Part 60).
- J. The Protection of Historic Properties (36 CFR Part 800).
- K. Determination of Eligibility for Inclusions in the National Register of Historic Places (36 CFR Part 63).
- L. Protection of Archeological Resources: Uniform Regulations (43 CFR Part 7).
- M. Protection of Properties on the National Register of Historic Places (426 DM 1).
- N. Curation of Federally Owned and Administered Archeological Collections; Final Rule (36 CFR Part 79).
- O. Preservation of Historic Property (519 DM 1).
- P. Native American Graves Protection and Repatriation Act (25 U.S.C.A. 3001-3013).

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SUMMARY OF LOCAL PALEONTOLOGICAL MAMMALIAN FAUNAS				
Taxon	American Falls	Dam	Rainbow Beach	Duck Point
Insectivora				
Shrew <i>Sorex sp. indet.</i>			X	X
Endentata				
Jefferson's ground sloth <i>Megalonyx jeffersonii</i>	X	X	X	CF
Harlan's ground sloth <i>Glossotherium harlani</i>	X	X	X	CF
Carnivora				
Long-tailed weasel <i>Mustela frenata</i>				X
Mink <i>Mustela vison</i>				CF
Black-footed ferret <i>Mustela nigripes</i>				X
Indeterminate <i>Mustela sp.</i>		X		
Wolverine <i>Gulo gulo</i>				X
Badger <i>Taxidea taxus</i>	X	X		X
River otter <i>Lutra canadensis</i>	X			
Striped skunk <i>Mephitis mephitis</i>				X
Coyote <i>Canis latrans</i>	X	X	X	X
Dire wolf <i>Canis dirus</i>	X	X	X	CF
Indeterminate <i>Canis sp.</i>				X
Fox <i>Urocyon sp. indet.</i>		X		
Red fox <i>Vulpes vulpes</i>	X	CF		X
Raccoon <i>Procyon lotor</i>	X			
Giant short-faced bear <i>Arctodus simus</i>	X		X	
Black bear <i>Ursus Americanus</i>		X		
Brown bear (grizzly) <i>Ursus arctos</i>				CF

Summary of Local Paleontological Mammalian Faunas (continued)				
Taxon	American Falls	Dam	Rainbow Beach	Duck Point
Carnivora (continued)				
Bear	X			
<i>Urus sp. indet.</i>				
Saber-tooth tiger	X			
<i>Smilodon fatalis</i>				
Tiger			X	X
<i>Smilodon sp. indet.</i>				
Scimitar-tooth cat	X	X		X
<i>Homotherium serum</i>				
American lion	X	X		
<i>Panthera leo atrox</i>				
Mountain lion (cougar)	X			
<i>Felis concolor</i>				
Canadian lynx	X			
<i>Lynx canadensis</i>				
Bobcat	X			
<i>Lynx rufus</i>				
Lynx				X
<i>Lynx sp. indet.</i>				
Large felid				X
Rodentia				
Ground squirrel			X	
<i>Spermophilus richardsonii</i>				
Ground squirrel				CF
<i>Spermophilus townsendii</i>				
Squirrel	X	X		X
<i>Spermophilus sp. indet.</i>				
Niobrara prairie dog	X			
<i>Cynomys niobrarius</i>				
White-tailed prairie dog			CF	CF
<i>Cynomys leucurus</i>				
Townsend's pocket gopher	X		X	X
<i>Thomomys townsendii</i>				
Northern pocket gopher				X
<i>Thomomys talpoides</i>				
Pocket gopher	X			
<i>Geomyidae sp. indet.</i>				
Canadian beaver	X		X	X
<i>Castor canadensis</i>				
Beaver		X		
<i>Castor sp. indet.</i>				
Mouse				X
<i>Peromyscus sp. indet.</i>				
Bushytail woodrat				CF
<i>Neotoma cinerea</i>				

Summary of Local Paleontological Mammalian Faunas (continued)

Taxon	American Falls	Dam	Rainbow Beach	Duck Point
Rodentia (continued)				
Boreal redback vole <i>Clethrionomys gapperi</i>				X
Heather vole <i>Phenacomys sp.</i>				X
Meadow vole <i>Microtus pennsylvanicus</i>				X
Mountain vole <i>Microtus montanus</i>			CF	
Long-tailed vole <i>Microtus longicaudus</i>				X
Sagebrush vole <i>Lagurus curtatus</i>				X
Vole <i>Microtus sp. indet.</i>				X
Muskrat <i>Ondatra zibethicus</i>	X		X	X
Muskrat <i>Ondatra sp. indet.</i>		X		
Porcupine <i>Erethizon dorsatum</i>	X	X		X
Lagomorpha				
Pygmy rabbit <i>Brachylagus idahoensis</i>	CF		X	X
Cottontail rabbit <i>Sylvilagus sp. indet.</i>		X	X	X
Jack rabbit <i>Lepus sp. indet.</i>	X	X	X	X
Perissodactyla				
Scott's horse <i>Equus scotti</i>	X	X		
Mexican horse <i>Equus conversidens</i>		CF		
Horse <i>Equus sp. indet.</i>			X	X
Artiodactyla				
Flat-headed peccary <i>Platygonus compressus</i>	CF			
Peccary <i>Tayassuidea indet.</i>				X
Yesterday's camel <i>Camelops hesternus</i>	X	X	CF	CF
Large headed llama <i>Hemiauchenia macrocephala</i>	CF			

Summary of Local Paleontological Mammalian Faunas (continued)				
Taxon	American Falls	Dam	Rainbow Beach	Duck Point
Artiodactyla (continued)				
Deer	X	X		
<i>Odocoileus sp. indet.</i>				
Reindeer	X			X
<i>Rangifer tarandus</i>				
Wapiti (American elk)	CF			CF
<i>Cervus elaphus</i>				
Deer family	X		X	X
<i>Cervidea indet.</i>				
Pronghorn	CF	CF		
<i>Antilocapra americana</i>				
Pronghorn family			X	X
<i>Antilocapridea indet.</i>				
Bighorn sheep	X			
<i>Ovis canadensis</i>				
Harlan's muskox	X	X		X
<i>Bootherium bombifrons</i>				
Giant bison	X		X	CF
<i>Bison latifrons</i>				
Alaska bison	X	X		
<i>Bison alaskensis</i>				
Steppe bison	X			
<i>Bison priscus</i>				
Savanna bison		X	X	CF
<i>Bison antiquus</i>				
Proboscidea				
American mastodon	X	X		
<i>Mammut americanum</i>				
Columbian mammoth	X	CF		
<i>Mammuthus columbi</i>				
Mammoth			X	X
<i>Mammuthus sp. indet.</i>				
X = indicates occurrence of taxon CF = indicates the fossil material compares favorably with taxon				

ARCHAEOLOGICAL SITE INVENTORY

30-Apr-93

Smithsonian Site Number	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
Reservoir Perimeter						
1	10-BM-006	AMF-EJB-10	BOR	Chipped lithic scatter/Limited activity area	Early Archaic/Late Archaic/Protohistoric- historic (aboriginal)	21,600 Unevaluated
2	10-BM-013	AMF-EJB-9	BOR	Chipped lithic scatter with features/ Campsite	undated aboriginal	2,500 Recommended eligible (d)
3	10-BM-018	AMF-DE-1	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,540 Unevaluated
4	10-BM-027	AMF-EJB-4	BOR	Chipped lithic scatter with possible features/Processing station	undated aboriginal	1,739 Unevaluated
5	10-BM-029	AMF-DE-6	BOR/private	Chipped lithic scatter/Limited activity area	undated aboriginal	11,475 Unevaluated
6	10-BM-030	AMF-DE-7	BOR	Chipped lithic scatter/Campsite	Paleo-Indian/Early Archaic	13,750 Recommended eligible (d)
7	10-BM-140***	----	BOR	Chipped lithic scatter; Historic artifact scatter	Early Archaic/1904-1960	10,000 Recommended not eligible by previous recorders
8	10-BM-141***	----	BOR	Chipped lithic scatter	Early-Late Archaic	1,250 Recommended eligible (d) by previous recorders
9	10-BM-142***	----	BOR	Chipped lithic scatter	Middle-Late Archaic/Protohistoric- historic (aboriginal)	875 Recommended not eligible by previous recorders
10	10-BM-143***	----	BOR	Artifact scatter	Early Archaic	750 Recommended eligible (d) by previous recorders
11	10-BM-146***	----	BOR	Chipped lithic scatter	Archaic	600 Recommended not eligible by previous recorders
12	10-BM-147***	----	BOR	Chipped lithic scatter	undated aboriginal	885 Recommended not eligible by previous recorders
13	10-BM-314	AMF-DD-19	BOR	Artifact scatter with features/Processing station or campsite	undated aboriginal	900 Recommended eligible (d)
14	10-BM-315	AMF-EJB-1	BOR	Artifact scatter with features/Campsite	undated aboriginal	975 Recommended eligible (d)
15	10-BM-316	AMF-EJB-2	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	800 Unevaluated
16	10-BM-317	AMF-EJB-3	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	80 Recommended not eligible
17	10-BM-318	AMF-EJB-5	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	5,220 Unevaluated
18	10-BM-319	AMF-EJB-6	BOR	Chipped lithic scatter with bone/Processing station	Early and Middle to Late Archaic	2,146 Unevaluated
19	10-BM-320	AMF-EJB-7	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	795 Unevaluated
20	10-BM-321	AMF-EJB-8	BOR	Artifact scatter/Limited activity area	Protohistoric-Historic	75 Unevaluated
21	10-BM-322	AMF-EJB-11	BOR	Artifact scatter with possible features/Processing station	Paleo-Indian	33,750 Unevaluated

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ARCHAEOLOGICAL SITE INVENTORY

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
22	10-BM-323	AMF-EJB-12	BOR	Artifact scatter/Limited activity area	Protohistoric-Historic	10,000	Unevaluated
23	10-BM-324	AMF-EJB-13	BOR	Chipped lithic scatter with rock alignment/Limited activity area	Late Archaic/Protohistoric- historic (aboriginal)	1,650	Unevaluated
24	10-BM-325	AMF-EJB-18	BOR	Historic artifact scatter/Trash dump	1920-1930	750	Recommended not eligible
25	10-BM-326	AMF-EJB-21	BOR	Historic road	1888-?	1,200	Unevaluated
26	10-BM-327	AMF-EJB-14	BOR	Artifact scatter with possible features/Processing station	undated aboriginal	13,500	Unevaluated
27	10-BM-328	AMF-EJB-15	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2,002	Unevaluated
28	10-BM-329	AMF-EJB-16	BOR	Artifact scatter/Limited activity area	Paleo-Indian	2,400	Unevaluated
29	10-BM-330	AMF-EJB-17	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	7,500	Unevaluated
30	10-BM-331	AMF-DE-2	BOR	Chipped lithic scatter/Limited activity area	Late Archaic to Protohistoric-Historic	8,100	Unevaluated
31	10-BM-332	AMF-DE-3	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	5,000	Unevaluated
32	10-BM-333	AMF-DE-4	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	3,125	Unevaluated
33	10-BM-334	AMF-DE-5	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,050	Unevaluated
34	10-BM-335	AMF-DE-8	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2,250	Unevaluated
35	10-BM-336	AMF-DE-9	BOR	Chipped lithic scatter/Limited activity area	Paleo-Indian	9,000	Unevaluated
36	10-BM-337	AMF-EJB-19	BOR	Historic artifact scatter with features/Farm	1890s-1940s	5,000	Unevaluated
37	10-BM-338	AMF-DD-9	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	56,250	Unevaluated
38	10-PR-019	AMF-EJB-20	BOR	Old American Falls Town Site	1882-1927	32,000,000	Unevaluated
39	10-PR-028	AMF-DD-15	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,320	Unevaluated
40	10-PR-035	AMF-DD-13	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	9,000	Unevaluated
41	10-PR-089	AMF-DD-3	BOR	Chipped lithic scatter/Limited activity area	Paleo-Indian	4,200	Unevaluated
42	10-PR-165***	----	BOR	Chipped lithic scatter	undated aboriginal	4,050	Site reported destroyed; recommended not eligible by previous investigators
43	10-PR-283***	----	BOR	Artifact scatter/Campsite	Archaic	30,000	Recommended eligible (d) by previous recorders
44	10-PR-284***	----	BOR	Artifact scatter with possible features/Campsite	Archaic	16,000	Recommended eligible (d) by previous recorders
45	10-PR-285***	----	BOR	Chipped lithic scatter	undated aboriginal	2,400	Unevaluated by previous recorders
46	10-PR-286***	----	BOR	Chipped lithic scatter	undated aboriginal	80	Unevaluated by previous recorders
47	10-PR-298***	----	BOR	Chipped lithic scatter/Historic glass scatter	undated aboriginal/undated historic	9,420	Unevaluated by previous recorders
48	10-PR-440	AMF-DD-1	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,375	Unevaluated

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	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
49	10-PR-441	AMF-DD-2	BOR	Artifact scatter with features/Campsite or processing station	Late Archaic to Protohistoric-Historic	22,500	Recommended eligible (d)
50	10-PR-442	AMF-DD-6	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	65	Unevaluated
51	10-PR-443	AMF-DD-7	BOR	Chipped lithic scatter with possible features/Limited activity area or processing station	Late Archaic to Protohistoric-Historic	1,340	Unevaluated
52	10-PR-444	AMF-DD-8	BOR	Artifact scatter with features/Campsite	Late Archaic to Protohistoric-Historic	2,100	Recommended eligible (d)
53	10-PR-445	AMF-DD-10	BOR	Chipped lithic scatter/Limited activity area	Late Archaic to Protohistoric-Historic	1,500	Unevaluated
54	10-PR-446	AMF-DD-11	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	525	Unevaluated
55	10-PR-447	AMF-DD-12	BOR	Chipped lithic scatter/Limited activity area	Early Archaic	7,975	Unevaluated
56	10-PR-448	AMF-DD-14	BOR	Chipped lithic scatter/Limited activity area	Early Archaic	11,475	Unevaluated
57	10-PR-449	AMF-DD-18	BOR	Artifact scatter with possible features/Processing station or campsite; Historic artifact scatter/Homesteading or agriculture	Paleo-Indian/1919-1960	63,750	Recommended eligible (d)
58	10-PR-450	AMF-DD-21	BOR	Historic artifact scatter/Trash dump	1884-1921	2,925	Unevaluated
59	10-PR-451	AMF-DD-22	BOR	Stone circle feature/Possible vision questing area	undated aboriginal	9	Recommended eligible (a and d)
60	10-PR-452	AMF-DD-4	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	19,200	Unevaluated
61	10-PR-453	AMF-DD-5	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,050	Unevaluated
62	10-PR-454	AMF-DD-16	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	875	Recommended not eligible
63	10-PR-455	AMF-DD-17	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2,000	Unevaluated
64	10-PR-456	AMF-DD-20	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	216	Unevaluated
65		AMF-JSB-1	BOR	Railroad (Union Pacific; formerly Oregon Short Line)	1909-present	—	Unevaluated
Downstream: Northern Shore							
66	10-PR-003	AMF-A-33	BOR	Artifact scatter/Temporary campsite or processing station	Early Archaic	330,000	Recommended eligible (d)
67	10-PR-004	AMF-A-42	BOR	Chipped lithic scatter with feature/Limited activity area	undated aboriginal	3,200	Recommended eligible (a and d)
68	10-PR-016	AMF-A-34	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,250	Unevaluated

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	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
69	10-PR-131	AMF-A-85	BOR	Placer mining tailings/Mining	undated historic (1890 - 1960)	256,810	Unevaluated
70	10-PR-132/133	AMF-A-83	BOR	Artifact scatter/Campsite; Historic structure with tailings/Homesteading and mining	Paleo-Indian and Early Archaic and Late Archaic to Protohistoric-Historic	476,000	Recommended eligible (d+)
71	10-PR-146	AMF-A-17	BOR/State	Chipped lithic scatter with features/ Campsite	Mid-Archaic/Late Archaic to Protohistoric-Historic	119,000	Recommended eligible (d)
72	10-PR-147	AMF-A-25	BOR	Chipped lithic scatter/Limited activity area	Early Archaic and Historic Aboriginal	2,275	Unevaluated
73	10-PR-148	AMF-A-27	BOR	Chipped lithic scatter with rock alignments/Limited activity area	Early Archaic	17,250	Recommended eligible (d+)
74	10-PR-149	AMF-A-38	BOR	Artifact scatter/Limited activity area or processing station	Late Archaic to Protohistoric-Historic	16,000	Unevaluated
75	10-PR-150	AMF-A-43	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,200	Unevaluated
76	10-PR-151	AMF-A-44	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	156	Unevaluated
77	10-PR-152	AMF-A-50	BOR	Chipped lithic scatter with features/Limited activity area	undated aboriginal	9,300	Recommended eligible (d)
78	10-PR-153/154	AMF-A-58	BOR	Chipped lithic scatter/Limited activity area	Late Archaic to Protohistoric-Historic	9,240	Unevaluated
79	10-PR-156	AMF-A-63	BOR/BLM	Artifact scatter with rockshelters and features/Campsite	Late Archaic to Protohistoric-Historic	183,750	Recommended eligible (a and d)
80	10-PR-159	AMF-A-54	BOR	Chipped lithic scatter/Limited activity area; Historic structure and tailings/Placer mining	undated aboriginal/undated historic(1934-?)	874	Recommended eligible (d)
81	10-PR-160	AMF-A-55	BOR	Chipped lithic scatter/Limited activity area	Late Archaic to Protohistoric-Historic	2,625	Unevaluated
82	10-PR-161/162	AMF-A-46	BOR	Artifact scatter with features/Campsite	Early, Middle, and Late Archaic and Protohistoric-Historic	150,000	Recommended eligible (d+)
83	10-PR-335	AMF-A-1	BOR	Artifact scatter with features/Campsite	undated aboriginal	4,725	Recommended eligible (d)
84	10-PR-336	AMF-A-2	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,750	Unevaluated
85	10-PR-337	AMF-A-3	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	600	Unevaluated
86	10-PR-338	AMF-A-4	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	375	Unevaluated
87	10-PR-339	AMF-A-5	BOR	Artifact scatter with features/Campsite	undated aboriginal	7,200	Recommended eligible (d)
88	10-PR-340	AMF-A-6	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	108	Unevaluated
89	10-PR-341	AMF-A-7	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	600	Unevaluated

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	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
90	10-PR-342	AMF-A-8	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	500	Unevaluated
91	10-PR-343	AMF-A-9	BOR	Artifact scatter with features/Campsite	undated aboriginal	1,540	Recommended eligible (d)
92	10-PR-344	AMF-A-10	BOR	Artifact scatter with features/Campsite or processing station	undated aboriginal	300	Recommended eligible (d)
93	10-PR-345	AMF-A-11	BOR	Chipped lithic scatter with possible features/Limited activity area or processing station	undated aboriginal	3,500	Unevaluated
94	10-PR-346	AMF-A-12	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	468	Unevaluated
95	10-PR-347	AMF-A-13	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	5,775	Unevaluated
96	10-PR-348	AMF-A-14	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,500	Unevaluated
97	10-PR-349	AMF-A-15	BOR	Lithic scatter with features/Campsite	undated aboriginal	21,600	Recommended eligible (d)
98	10-PR-350	AMF-A-16	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	3,000	Recommended eligible (d)
99	10-PR-351	AMF-A-18	BOR	Historic artifact scatter/Trash Dump	undated	14,000	Recommended not eligible
100	10-PR-352	AMF-A-19	BOR	Oregon Trail, North Alternative	1850s	2,200	Recommended eligible (a)
101	10-PR-353	AMF-A-21	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	50,000	Unevaluated
102	10-PR-354	AMF-A-22	BOR	Artifact scatter with feature/Limited activity area or processing station	undated aboriginal	9,600	Recommended eligible (d+)
103	10-PR-355	AMF-A-23	BOR	Chipped lithic scatter/Limited activity area or processing station	Early Archaic to Late Prehistoric	12,600	Unevaluated
104	10-PR-356	AMF-A-24	BOR	Chipped lithic scatter with stone circle features/Limited activity area	Early Archaic	5,750	Recommended eligible (a and d)
105	10-PR-357	AMF-A-26	BOR	Chipped lithic scatter with rock alignment/Limited activity area	Early Archaic/Late Archaic to Protohistoric- Historic	9,600	Recommended eligible (a+d)
106	10-PR-358	AMF-A-28	BOR	Historic structure/Placer mining	1915 -1930	50,250	Unevaluated
107	10-PR-359	AMF-A-29	BOR	Historic structure/Homesteading or ranching	undated historic	48	Unevaluated
108	10-PR-360	AMF-A-30	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2,040	Unevaluated
109	10-PR-361	AMF-A-31	BOR	Chipped lithic scatter/Limited activity area	Late Archaic	1,800	Unevaluated
110	10-PR-362	AMF-A-32	BOR	Artifact scatter/Temporary campsite or processing station	undated aboriginal	8,250	Recommended eligible (d)
111	10-PR-363	AMF-A-35	BOR	Chipped lithic scatter with features/Limited activity area	Early to Middle to Late Archaic	6,000	Unevaluated
112	10-PR-364	AMF-A-36	BOR	Chipped lithic scatter/Limited activity area or processing station	undated aboriginal	10,875	Unevaluated
113	10-PR-365	AMF-A-37	BOR/private	Artifact scatter/Temporary campsite or processing station	Early Archaic	9,750	Recommended eligible (d)
114	10-PR-366	AMF-A-39	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,200	Unevaluated

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	Smithsonian Site Number ^a	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
115	10-PR-367	AMF-A-40	BOR	Artifact scatter with feature/Campsite	undated aboriginal	7,700	Recommended eligible (d)
116	10-PR-368	AMF-A-41	BOR/private	Chipped lithic scatter/Limited activity area	Middle to Late Archaic	13,975	Unevaluated
117	10-PR-369	AMF-A-45	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	3,000	Unevaluated
118	10-PR-370	AMF-A-47	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	16,800	Unevaluated
119	10-PR-371	AMF-A-48	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,800	Unevaluated
120	10-PR-372	AMF-A-49	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	330	Unevaluated
121	10-PR-373	AMF-A-51	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,050	Unevaluated
122	10-PR-374	AMF-A-52	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	980	Unevaluated
123	10-PR-375	AMF-A-53	BOR	Chipped lithic scatter/Limited activity area	Middle to Late Archaic to Protohistoric-Historic	4,800	Unevaluated
124	10-PR-376	AMF-A-56	BOR/BLM	Chipped lithic scatter/Limited activity area or processing station	undated aboriginal	24,500	Recommended eligible (d)
125	10-PR-377	AMF-A-57	BOR/private	Chipped lithic scatter/Limited activity area	Late Archaic to Protohistoric-Historic	9,900	Unevaluated
126	10-PR-378	AMF-A-59	BOR/private	Chipped lithic scatter/Limited activity area or processing station	undated aboriginal	2,450	Unevaluated
127	10-PR-379	AMF-A-60	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	6,600	Unevaluated
128	10-PR-380	AMF-A-61	BOR	Rockshelter/Limited activity area	undated aboriginal	112	Unevaluated
129	10-PR-381	AMF-A-62	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	126	Unevaluated
130	10-PR-382	AMF-A-64	BOR	Artifact scatter with features/Campsite	Late Archaic	8,200	Recommended eligible (d)
131	10-PR-383	AMF-A-65	BOR/BLM	Chipped lithic scatter with fire cracked rock concentration/processing station	undated aboriginal	1,500	Unevaluated
132	10-PR-386	AMF-B-24	BOR	Artifact scatter with possible features/campsite	Early Archaic/Protohistoric	96,000	Recommended eligible (d)
133	10-PR-387	AMF-B-25	BOR	Chipped lithic scatter/Limited activity area	Late Archaic	189	Unevaluated
134	10-PR-388	AMF-B-26	BOR	Artifact scatter with possible features/Limited activity area	Late Archaic/Protohistoric- Historic	12,714	Recommended eligible (d)
135	10-PR-389	AMF-B-27	BOR	Artifact scatter with possible features/Processing station	undated aboriginal	30,000	Unevaluated
136	10-PR-390	AMF-B-28	BOR	Chipped lithic scatter with features/Campsite; Historic artifact scatter/Trash dump or campsite	Late Paleoindian/Late Archaic; 1930-1940	46,750	Recommended eligible (d)
137	10-PR-391	AMF-B-29	BOR	Artifact scatter with rockshelters and features/Processing station or temporary campsite	Late Prehistoric/Protohistoric	17,000	Recommended eligible (d)

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	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
138	10-PR-392	AMF-B-30	BOR	Chipped lithic scatter with feature/Processing station	undated aboriginal	200	Recommended eligible (d)
139	10-PR-393	AMF-B-31	BOR	Chipped lithic scatter/Processing station	Early Archaic	4,350	Unevaluated
140	10-PR-395	AMF-A-66	BOR	Artifact scatter with features/Campsite	Early Archaic	94,000	Recommended eligible (d)
141	10-PR-396	AMF-A-67	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	4,522	Unevaluated
142	10-PR-397	AMF-A-68	BOR	Rockshelter/Limited activity area	undated aboriginal	15	Unevaluated
143	10-PR-398	AMF-A-69	BOR	Rockshelter/Limited activity area	undated aboriginal	5	Unevaluated
144	10-PR-399	AMF-A-70	BOR	Rockshelters/Temporary activity area	undated aboriginal	300	Unevaluated
145	10-PR-400	AMF-A-71	BOR/BLM	Chipped lithic scatter/Limited activity area	undated aboriginal	2,720	Unevaluated
146	10-PR-401	AMF-A-72	BOR/BLM	Chipped lithic scatter with possible features/Limited activity area	undated aboriginal	2,180	Unevaluated
147	10-PR-402	AMF-A-73	BOR	Chipped lithic scatter/Limited activity area		1,360	Recommended not eligible
148	10-PR-403	AMF-A-74	BOR	Artifact scatter/Limited activity area	Early Archaic and Late Archaic to Protohistoric- Historic	3,600	Recommended eligible (d)
149	10-PR-404	AMF-A-75	BOR	Rockshelter/Limited activity area	undated aboriginal	6.45	Unevaluated
150	10-PR-405	AMF-A-76	BOR	Rockshelter/Limited activity area	undated aboriginal	3	Unevaluated
151	10-PR-406	AMF-A-77	BOR	Chipped lithic scatter with features/Campsite	undated aboriginal	37,500	Recommended eligible (d)
152	10-PR-407	AMF-A-78	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	1,750	Unevaluated
153	10-PR-408	AMF-A-79	BOR/BLM	Artifact scatter with features/Campsite	Late Archaic to Protohistoric/Historic	175,000	Recommended eligible (d)
154	10-PR-409	AMF-A-80	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	3,900	Unevaluated
155	10-PR-410	AMF-A-81	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	37,500	Unevaluated
156	10-PR-411	AMF-A-82	BOR	Chipped lithic scatter with features/Processing station or possible campsite	undated aboriginal	35,000	Unevaluated
157	10-PR-412	AMF-A-84	BOR	Historic structure/Homesteading	undated historic (1907-1919)	8,925	Unevaluated
158	10-PR-415	AMF-B-22	BOR/State	Chipped lithic scatter/burned bone/processing station/campsite	undated aboriginal	675	Unevaluated
159	10-PR-416	AMF-B-23	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	720	Unevaluated
160	10-PR-417	AMF-B-32	BOR	Artifact scatter with features/Processing and butchering station or campsite; Historic trash scatter with features/Mining or grazing	undated aboriginal/ 1900-?	8,800	Recommended eligible (d)
161	10-PR-418	AMF-B-33	BOR	Artifact scatter with possible features, rock shelter, and rock art/Campsite	Middle to Late Archaic	14,580	Recommended eligible (c and d+)

ARCHAEOLOGICAL SITE INVENTORY

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
162	10-PR-419	AMF-B-34	BOR/BLM	Artifact scatter with possible features/Processing station or campsite	Late Archaic	24,200	Unevaluated
163	10-PR-420	AMF-B-35	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	13,300	Unevaluated
164	10-PR-421	AMF-B-36	BOR	Artifact scatter with features/Campsite	Middle to Late Archaic/Protohistoric- Historic	135,000	Recommended eligible (d)
165	10-PR-422	AMF-B-38	BOR	Chipped lithic scatter with possible features/Processing station or possible campsite	undated aboriginal	4,800	Recommended eligible (d)
166	10-PR-423	AMF-B-39	BOR	Chipped lithic scatter/Limited activity area or processing station	Early Archaic	11,000	Unevaluated
167	10-PR-424	AMF-B-40	BOR	Artifact scatter with features/Campsite	Late Archaic	100,000	Recommended eligible (d)
168	10-PR-425	AMF-B-41	BOR	Chipped lithic scatter/Limited activity area	Early Archaic and Late Archaic to Protohistoric- Historic	2,700	Unevaluated
169	10-PR-426	AMF-B-42	BOR/BLM	Rockshelter and artifact scatter with features/Campsite	undated aboriginal	28,000	Recommended eligible (d)
170	10-PR-427	AMF-B-43	BOR	Historic structure and tailings/Habitation and placer mining	1900-?	11,534	Unevaluated
171	10-PR-431	AMF-C-1	BOR/State	Artifact scatter with features, cave, rockshelters with rock art, and possibly burials/Campsite	Late Archaic	5,000	Recommended eligible (c and d+)
172	10-PR-432	AMF-C-2	BOR/State	Rockshelter and artifact scatter with possible features/Campsite	undated aboriginal	19,250	Unevaluated
173	10-PR-433	AMF-C-3	BOR/BLM/State	Artifact scatter with features/Campsite	Paleo-Indian	57,500	Recommended eligible (d)
174	10-PR-434	AMF-C-4	BOR	Rockshelters/Campsite	undated aboriginal	275	Unevaluated
175	10-PR-435	AMF-C-5	BOR	Chipped lithic scatter with rockshelters and possible features/Campsite; Historic structure and tailings/Mining location	Archaic/Late Prehistoric/unknown historic	103,950	Recommended eligible (d)
176	10-PR-436	AMF-C-6	BOR	Chipped lithic scatter/Limited activity area	Late Prehistoric/Early Archaic	18,800	Unevaluated
177	10-PR-437	AMF-C-7	BOR	Chipped lithic scatter/Limited activity area	Late Prehistoric	9,000	Recommended not eligible
178	10-PR-438	AMF-C-8	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	7,250	Unevaluated

ARCHAEOLOGICAL SITE INVENTORY

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
179	10-PR-439	AMF-C-9	BOR	Artifact scatter with possible features/Campsite; Historic artifact scatter and tailings/Mining location and trash dump	undated aboriginal/1916	15,400	Unevaluated
<i>Downstream: Southeastern Shore</i>							
180	10-PR-088	AMF-B-20	BOR	Chipped lithic scatter/Limited activity area; Paleontological locale	Paleo-Indian/pre- habitation Pleistocene fauna	140,000	Unevaluated
181	10-PR-134	AMF-B-21	BOR	Artifact scatter with features/Campsite; Historic structures and artifact scatter/Mining location and campsite	Late Paleoindian/Late Archaic/1880	104,000	Recommended eligible (a and d)
182	10-PR-135	AMF-B-18	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	120	Unevaluated
183	10-PR-136/138	AMF-B-16	BOR	Artifact scatter with possible features/Campsite and lithic source area	undated aboriginal	16,000	Recommended eligible (d)
184	10-PR-137/139	AMF-B-15	BOR	Chipped lithic scatter/Limited activity area	Late Prehistoric	5,376	Unevaluated
185	10-PR-140	AMF-B-14	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2,800	Unevaluated
186	10-PR-141	AMF-B-12/13	BOR	Chipped lithic scatter/Limited activity area or possible processing station	Late Prehistoric/Protohistoric	2,100	Unevaluated
187	10-PR-142	AMF-B-11	BOR	Chipped lithic scatter/Campsite	Archaic/Late Prehistoric	50,000	Recommended eligible (d)
188	10-PR-143	AMF-B-17	BOR	Artifact scatter/Limited activity area or processing station; Hydraulic lift and ancillary features/Mining location	undated aboriginal/ 1909-1920	703,125	Recommended eligible (b, c and d)
189	10-PR-384	AMF-B-10	BOR	Chipped lithic scatter/Temporary campsite or processing station	undated aboriginal	480	Unevaluated
190	10-PR-385	AMF-B-19	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	490	Unevaluated
191	10-PR-394	AMF-B-44	BOR/State Parks and Recreation	Historic road/Transportation	undated historic	1,480	Unevaluated

ARCHAEOLOGICAL SITE INVENTORY

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Jurisdiction	Site Type** (Morphological/Interpretive)	Temporal Affiliation	Site Size (Sq. Meters)	National Register Eligibility (criterion)
Downstream: Southwestern Shore and Islands							
192	10-PR-174	AMF-B-7	BOR	Artifact scatter/Temporary camp or processing station	undated aboriginal	256	Unevaluated
193	10-PR-185	AMF-B-3	BOR	Artifact scatter with possible features/Campsite	undated aboriginal	825	Unevaluated
194	10-PR-413	AMF-B-4	BOR	Buried cultural feature/Processing station or campsite	undated aboriginal	2	Unevaluated
195	10-PR-414	AMF-B-9	BOR	Artifact scatter/Campsite	undated aboriginal	2,400	Unevaluated
196	10-PR-428	AMF-B-1	BOR	Artifact scatter/Possible campsite	undated aboriginal (Shoshonean)	990	Unevaluated
197	10-PR-429	AMF-B-2	BOR	Artifact scatter with features/Campsite	undated aboriginal	252	Recommended eligible (d)
198	10-PR-430	AMF-B-8	BOR	Chipped lithic scatter/Limited activity area	undated aboriginal	2	Recommended not eligible
199		Field Site 12****	BOR	Chipped lithic scatter	undated aboriginal	225	Recommended not eligible by previous recorders

* Smithsonian numbers are given for all but two sites (a historic age railroad and a site on an island), neither of which was visited during the Dames & Moore survey.

** Both morphological descriptions and functional interpretations are given for sites recorded during the Dames & Moore inventory. Descriptions listed for previously recorded sites that were not verified or rerecorded are those supplied by the earlier recorders.

*** Site is located in an area previously adequately surveyed; therefore, it was not verified during the Dames & Moore inventory

**** Plotted on an unnamed island about one half mile northeast of Eagle Rock near Duck Point; not verified during Dames & Moore survey due to access problems.

Criterion "d+" is used for sites that we suspect may be important to the Shoshone-Bannock community, but for which actual expressions of concern are lacking at this time.

EVALUATION OF ARCHAEOLOGICAL SITE CONDITIONS

30-Apr-93

	Smithsonian Site Number	Temporary Site Number	Condition	Impacts
<i>Reservoir Perimeter</i>				
1	10-BM-006	AMF-EJB-10	good	erosion (wave action)
2	10-BM-013	AMF-EJB-9	good	erosion (wave action)
3	10-BM-018	AMF-DE-1	good	grazing, agriculture, recreational access
4	10-BM-027	AMF-EJB-4	good	erosion (wave action, wind, slope wash), vehicular traffic
5	10-BM-029	AMF-DE-6	good	grazing, agriculture, road, recreational access
6	10-BM-030	AMF-DE-7	good	erosion (wind, wave action), grazing
7	10-BM-140***	----	unknown	unknown
8	10-BM-141***	----	unknown	unknown
9	10-BM-142***	----	unknown	unknown
10	10-BM-143***	----	unknown	unknown
11	10-BM-146***	----	unknown	unknown
12	10-BM-147***	----	unknown	unknown
13	10-BM-314	AMF-DD-19	good	erosion (wind, rain, slopewash, wave action, arroyo cutting)
14	10-BM-315	AMF-EJB-1	good	erosion (wind, rain)
15	10-BM-316	AMF-EJB-2	fair	erosion (wave action), inundation
16	10-BM-317	AMF-EJB-3	good	erosion (wave action), inundation
17	10-BM-318	AMF-EJB-5	excellent	erosion (slope wash)
18	10-BM-319	AMF-EJB-6	good	erosion (slope wash), vehicular traffic
19	10-BM-320	AMF-EJB-7	good	erosion (slope wash)
20	10-BM-321	AMF-EJB-8	fair	vehicular traffic
21	10-BM-322	AMF-EJB-11	good	vehicular traffic, recreational access
22	10-BM-323	AMF-EJB-12	good	erosion (wind, slope wash)
23	10-BM-324	AMF-EJB-13	good	erosion (wave action)
24	10-BM-325	AMF-EJB-18	good	vandalism
25	10-BM-326	AMF-EJB-21	fair	construction (grading), vehicular traffic
26	10-BM-327	AMF-EJB-14	good	erosion (wave action)
27	10-BM-328	AMF-EJB-15	good	erosion (wave action, wind), inundation
28	10-BM-329	AMF-EJB-16	good	erosion (wave action)
29	10-BM-330	AMF-EJB-17	good	erosion (wave action, wind), inundation
30	10-BM-331	AMF-DE-2	good	vehicular traffic, grazing, construction
31	10-BM-332	AMF-DE-3	good	erosion (wind), grading
32	10-BM-333	AMF-DE-4	good	grazing, dumping, recreational access
33	10-BM-334	AMF-DE-5	good	erosion (wind), grazing, recreational access
34	10-BM-335	AMF-DE-8	good	erosion (wave action), grazing
35	10-BM-336	AMF-DE-9	good	erosion (wave action), grazing
36	10-BM-337	AMF-EJB-19	fair	erosion (wind), grazing, road, agriculture
37	10-BM-338	AMF-DD-9	fair	riprapping and associated grading, agriculture
38	10-PR-019	AMF-EJB-20	good	erosion (wave action), vandalism, sedimentation, ice flow damage, inundation
39	10-PR-028	AMF-DD-15	good	erosion (wind), vehicular traffic
40	10-PR-035	AMF-DD-13	excellent	erosion (wind, slope wash)
41	10-PR-089	AMF-DD-3	good	erosion (wave action)
42	10-PR-165***	----	unknown	unknown
43	10-PR-283***	----	unknown	unknown
44	10-PR-284***	----	unknown	unknown

EVALUATION OF ARCHAEOLOGICAL SITE CONDITIONS

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Condition	Impacts
45	10-PR-285***	----	unknown	unknown
46	10-PR-286***	----	unknown	unknown
47	10-PR-298***	----	unknown	unknown
48	10-PR-440	AMF-DD-1	poor	erosion (wind, rain), construction
49	10-PR-441	AMF-DD-2	poor	erosion (wind, rain), agriculture, construction, riprapping
50	10-PR-442	AMF-DD-6	good	erosion (wind, rain), agriculture
51	10-PR-443	AMF-DD-7	good	erosion (wind, slope wash)
52	10-PR-444	AMF-DD-8	excellent	erosion (wind, slope wash)
53	10-PR-445	AMF-DD-10	fair	erosion (wind, rain), grazing
54	10-PR-446	AMF-DD-11	excellent	erosion (wind, rain)
55	10-PR-447	AMF-DD-12	good	erosion (wind, wave action)
56	10-PR-448	AMF-DD-14	good	erosion (wind, wave action)
57	10-PR-449	AMF-DD-18	good	erosion (wind, slope wash), grazing
58	10-PR-450	AMF-DD-21	good	vandalism
59	10-PR-451	AMF-DD-22	excellent	erosion (wind, rain)
60	10-PR-452	AMF-DD-4	poor	grading, road construction
61	10-PR-453	AMF-DD-5	poor	vehicular traffic, recreational access
62	10-PR-454	AMF-DD-16	good	erosion (wind, rain), grazing
63	10-PR-455	AMF-DD-17	poor	riprapping and associated grading
64	10-PR-456	AMF-DD-20	poor	riprapping, construction
65		AMF-JSB-1**	unknown	unknown

Downstream: Northern Shore

66	10-PR-003	AMF-A-33	good	erosion (wind, rain), grazing
67	10-PR-004	AMF-A-42	excellent	none
68	10-PR-016	AMF-A-34	good	erosion (wind, slope wash), vandalism
69	10-PR-131	AMF-A-85	excellent	grazing, sedimentation
70	10-PR-132/133	AMF-A-83	excellent	erosion (wind, slope wash), vehicular traffic
71	10-PR-146	AMF-A-17	good	erosion (wind, slope wash), vehicular traffic
72	10-PR-147	AMF-A-25	fair	road, recreational access
73	10-PR-148	AMF-A-27	good	recreational access, dumping
74	10-PR-149	AMF-A-38	fair	erosion, rain, wind, grazing, vehicular traffic
75	10-PR-150	AMF-A-43	good	erosion (wind, rain)
76	10-PR-151	AMF-A-44	fair	erosion (wind, rain)
77	10-PR-152	AMF-A-50	good	erosion (wind, slope wash)
78	10-PR-153/154	AMF-A-58	good	erosion (wind, rain), vehicular traffic
79	10-PR-156	AMF-A-63	excellent	erosion (wind, rain), grazing, vehicular traffic
80	10-PR-159	AMF-A-54	good	erosion (wind, slope wash)
81	10-PR-160	AMF-A-55	good	erosion (wind, slope wash)
82	10-PR-161/162	AMF-A-46	good	erosion (wind, rain), vehicular traffic
83	10-PR-335	AMF-A-1	good	erosion (wind, slope wash)
84	10-PR-336	AMF-A-2	poor	erosion (wind), road, construction, vandalism
85	10-PR-337	AMF-A-3	fair	chemical dumping, vehicular traffic, road, erosion (wind, rain)
86	10-PR-338	AMF-A-4	good	erosion (wind, slope wash)
87	10-PR-339	AMF-A-5	good	erosion (wind, slope wash)
88	10-PR-340	AMF-A-6	good	erosion (wind, slope wash)

EVALUATION OF ARCHAEOLOGICAL SITE CONDITIONS

30-Apr-93

	Smithsonian Site Number	Temporary Site Number	Condition	Impacts
89	10-PR-341	AMF-A-7	good	erosion (wind, rain)
90	10-PR-342	AMF-A-8	good	erosion (wind, rain)
91	10-PR-343	AMF-A-9	good	erosion (wind, slope wash)
92	10-PR-344	AMF-A-10	good	erosion (wind, slope wash)
93	10-PR-345	AMF-A-11	fair	erosion (wind, slope wash)
94	10-PR-346	AMF-A-12	good	erosion (wind, rain)
95	10-PR-347	AMF-A-13	good	erosion (wind, rain)
96	10-PR-348	AMF-A-14	good	erosion (wind, slope wash)
97	10-PR-349	AMF-A-15	good	erosion (wind, slope wash)
98	10-PR-350	AMF-A-16	fair	erosion (wind, slope wash), road
99	10-PR-351	AMF-A-18	poor	erosion (wind, slope wash), inundation
100	10-PR-352	AMF-A-19	good	erosion (wind, slope wash), road, construction, recreational access
101	10-PR-353	AMF-A-21	fair	erosion (wind, rain), road, construction, vehicular traffic
102	10-PR-354	AMF-A-22	good	erosion (wind, slope wash), road
103	10-PR-355	AMF-A-23	good	erosion (wind, rain)
104	10-PR-356	AMF-A-24	excellent	erosion (wind, rain)
105	10-PR-357	AMF-A-26	good	erosion (wind, rain), recreational access
106	10-PR-358	AMF-A-28	good	grazing, recreational access
107	10-PR-359	AMF-A-29	good	grazing, recreational access
108	10-PR-360	AMF-A-30	fair	erosion (rain), grazing
109	10-PR-361	AMF-A-31	good	erosion (wind, rain), grazing, vehicular traffic
110	10-PR-362	AMF-A-32	good	erosion (wind, rain), grazing
111	10-PR-363	AMF-A-35	good	erosion (rain, wind), grazing
112	10-PR-364	AMF-A-36	good	erosion (rain, wind)
113	10-PR-365	AMF-A-37	good	road, erosion (wind)
114	10-PR-366	AMF-A-39	good	erosion (wind, slope wash)
115	10-PR-367	AMF-A-40	excellent	erosion (wind, slope wash), road
116	10-PR-368	AMF-A-41	good	erosion (wind, rain), grazing, vehicular traffic
117	10-PR-369	AMF-A-45	fair	erosion (wind, rain), grazing, vehicular traffic
118	10-PR-370	AMF-A-47	good	erosion (wind, rain)
119	10-PR-371	AMF-A-48	poor	erosion (wind, rain), grazing, vehicular traffic
120	10-PR-372	AMF-A-49	good	erosion (wind, rain)
121	10-PR-373	AMF-A-51	fair	erosion (wind, slope wash)
122	10-PR-374	AMF-A-52	good	erosion (wind, rain)
123	10-PR-375	AMF-A-53	good	erosion (wind, slope wash), road
124	10-PR-376	AMF-A-56	good	erosion (wind, slope wash)
125	10-PR-377	AMF-A-57	good	erosion (wind, slope wash)
126	10-PR-378	AMF-A-59	good	erosion (wind, rain)
127	10-PR-379	AMF-A-60	good	erosion (wind, rain), grazing
128	10-PR-380	AMF-A-61	good	erosion (wind, rain), grazing
129	10-PR-381	AMF-A-62	good	erosion (wind, rain)
130	10-PR-382	AMF-A-64	good	erosion (wind, rain), vehicular traffic
131	10-PR-383	AMF-A-65	good	erosion (wind, slope wash)
132	10-PR-386	AMF-B-24	good	erosion (wind), grazing, vehicular traffic
133	10-PR-387	AMF-B-25	good	erosion (wind, slope wash), recreational access, vandalism

EVALUATION OF ARCHAEOLOGICAL SITE CONDITIONS

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Condition	Impacts
134	10-PR-388	AMF-B-26	good	erosion (wind), grazing, vehicular traffic, recreational access
135	10-PR-389	AMF-B-27	excellent	erosion (wind, rain)
136	10-PR-390	AMF-B-28	good	erosion (wind), grazing, vehicular traffic
137	10-PR-391	AMF-B-29	fair	erosion (wind), grazing, vehicular traffic
138	10-PR-392	AMF-B-30	good	erosion (wind), grazing
139	10-PR-393	AMF-B-31	good	erosion (wind), grazing
140	10-PR-395	AMF-A-66	good	erosion (wind, slope wash), vehicular traffic
141	10-PR-396	AMF-A-67	good	erosion (wind, rain), grazing
142	10-PR-397	AMF-A-68	fair	rodent disturbance
143	10-PR-398	AMF-A-69	good	erosion (wind, rain)
144	10-PR-399	AMF-A-70	good	erosion (wind, slope wash)
145	10-PR-400	AMF-A-71	good	erosion (wind, rain), grazing, vehicular traffic
146	10-PR-401	AMF-A-72	good	erosion (wind, rain)
147	10-PR-402	AMF-A-73	good	erosion (wind, slope wash)
148	10-PR-403	AMF-A-74	good	erosion (wind, slope wash)
149	10-PR-404	AMF-A-75	good	erosion (wind, slope wash)
150	10-PR-405	AMF-A-76	excellent	erosion (slope wash)
151	10-PR-406	AMF-A-77	good	erosion (wind, rain)
152	10-PR-407	AMF-A-78	good	erosion (wind, slope wash)
153	10-PR-408	AMF-A-79	good	erosion (wind, slope wash), grazing, vehicular traffic
154	10-PR-409	AMF-A-80	good	erosion (wind, rain), grazing
155	10-PR-410	AMF-A-81	good	erosion (wind, slope wash), grazing
156	10-PR-411	AMF-A-82	good	erosion (wind, rain)
157	10-PR-412	AMF-A-84	good	grazing, recreational access
158	10-PR-415	AMF-B-22	good	erosion (wind, slope wash)
159	10-PR-416	AMF-B-23	good	erosion (slope wash)
160	10-PR-417	AMF-B-32	good	erosion (wind), vehicular traffic
161	10-PR-418	AMF-B-33	good	erosion (wind)
162	10-PR-419	AMF-B-34	good	erosion (wind, slope wash), grazing, vehicular traffic, road
163	10-PR-420	AMF-B-35	good	erosion (wind), grazing, vehicular traffic
164	10-PR-421	AMF-B-36	good	erosion (wind, rain)
165	10-PR-422	AMF-B-38	good	erosion (wind), grazing
166	10-PR-423	AMF-B-39	fair	erosion (slope wash), deflated
167	10-PR-424	AMF-B-40	good	erosion (wind, rain)
168	10-PR-425	AMF-B-41	excellent	erosion (wind, rain)
169	10-PR-426	AMF-B-42	good	erosion (wind)
170	10-PR-427	AMF-B-43	good	erosion (wave action), partially inundated, recreational access
171	10-PR-431	AMF-C-1	good	vandalism
172	10-PR-432	AMF-C-2	fair	erosion
173	10-PR-433	AMF-C-3	good	erosion (wind), grazing, mining
174	10-PR-434	AMF-C-4	excellent	none
175	10-PR-435	AMF-C-5	good	erosion (wind, rain), grazing
176	10-PR-436	AMF-C-6	excellent	erosion (wind), grazing, vehicular traffic
177	10-PR-437	AMF-C-7	fair	grazing
178	10-PR-438	AMF-C-8	good	agriculture

EVALUATION OF ARCHAEOLOGICAL SITE CONDITIONS

30-Apr-93

	Smithsonian Site Number*	Temporary Site Number	Condition	Impacts
179	10-PR-439	AMF-C-9	good	mining
Downstream: Southeastern Shore				
180	10-PR-088	AMF-B-20	fair	erosion (wind, slope wash), vehicular traffic, agriculture
181	10-PR-134	AMF-B-21	good	erosion (wind), road
182	10-PR-135	AMF-B-18	fair	road
183	10-PR-136/138	AMF-B-16	good	erosion (wind, slope wash), vehicular traffic
184	10-PR-137/139	AMF-B-15	good	erosion (wind, slope wash)
185	10-PR-140	AMF-B-14	fair	road
186	10-PR-141	AMF-B-12/13	good	erosion (wind, rain), vehicular traffic
187	10-PR-142	AMF-B-11	good	road, vandalism
188	10-PR-143	AMF-B-17	good	erosion (wind), agriculture
189	10-PR-384	AMF-B-10	good	road, vandalism
190	10-PR-385	AMF-B-19	poor	road, vehicular traffic
191	10-PR-394	AMF-B-44	good	erosion (wind, slope wash)
Downstream: Southwestern Shore and Islands				
192	10-PR-174	AMF-B-7	good	construction, erosion (cut bank)
193	10-PR-185	AMF-B-3	poor	construction
194	10-PR-413	AMF-B-4	good	erosion (wind, rain)
195	10-PR-414	AMF-B-9	good	erosion (wind, rain), grazing
196	10-PR-428	AMF-B-1	fair	erosion (cut bank)
197	10-PR-429	AMF-B-2	good	erosion (wind, cut bank)
198	10-PR-430	AMF-B-8	excellent	erosion (wind)
199		Field Site 12***	unknown	unknown

* Smithsonian numbers are given only for previously recorded sites; official designations for newly recorded sites are pending.

** Site is located in an area previously adequately surveyed; therefore, it was not verified during the Dames & Moore inventory

*** Plotted on an unnamed island about one half mile northeast of Eagle Rock near Duck Point; not verified during Dames & Moore survey due to access problems.

APPENDIX D
MAILING LIST

INDIVIDUALS

DON ADAMS

VINCE ALBERDI

HOWARD & JOYCE ALEXANDER

ELDEN ARCHIBALD

GENE R. ARGAST

EMILY ATONE

STEVE BAILEY

DAN E. BAIRD

BRET G. BARBER

GEORGE BENNET

V. BETHKE

CLINT G. BOHNEY

JOHN BOHNEY

MICHAEL BOSH

STEPHEN H. BOUFFARD

EDWARD BREITER

BRANDON BROADHEAD

DUANE A. BYBEE

DON CARLSON

CARL CHRISTENSEN

NEAL M. CHRISTENSEN

RAY CHRISTENSEN

LEE & MARVA CHURCHILL

MILT COCHRANE

JACK & STELLA COLLINS

ADENA COOK

WENDELL COUNTRYMAN

RICHARD CURTIS

BILL DAVIDSON

JUDY & PAUL DEFFINGER

ROBERT L. DREXLER

WALLACE DRISCOLL

MAXINE EDMO

ROBERT ELIESON

JOHN ELLESSON

TIM W. ERIKSON & FAMILY

PHIL EVANS

KENT FLETCHER

GARY & SANDY FUHRIMAN

ALAN FUNK

WALT GALLOWAY

C. N. GILBERTSON

TERRY GULLEY

HOMER HAMMOND

KELLEY P. HART

ALAN HARTMAN

CLIFFORD & DONNA HAYNES

JOSEPH HEARST

RAY HENRY

HOBBY HEVEWATT

RAY M. HOLDER

RONALD R. HOODENPYLE

HOUGHLAND FARMS

G. HUNT

DAVID J. JONES

RICK KELLER

ERIC KRASA

LEE & THOMAS KRESS

KENT KUNZ

BERT LILBURN

ROGER D. LING

LEON W. MANNING

DALE MICHAELSON

CLAYTON & COLLEEN MITCHELL

DICK MITCHELL

ALAN & KAREN MONROE

PAUL MUIRBROOK

FRANK J. MURDOCK

BILL & LOREENE OLMSTEAD

PAUL & RANAE PALMER

HARVEY D PECK

RALPH V. PEHRSON

R.J. PFEIFER

DON POUND

PRO BARBERS

MIKE REILLY

NORMAN M. SEMANKO

H. ROCKY SHAPIRO

SUE & LES SHORT

MARSHA J. SICHTING

C. G. SPIERS

TERRELL SORENSON

GARY L. STEED

ED SWISHER

TRACY TRENT

STEVE WALKER

L. WILSON

E. YONKE

PETE VAN WYHE

DAVID ZIMMERMAN

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ZONING
(INEZ ORTON)**

**BUREAU OF LAND MANAGEMENT
STATE DIRECTOR**

**BUREAU OF LAND MANAGEMENT
BURLEY DISTRICT OFFICE**

**BUREAU OF LAND MANAGEMENT
IDAHO FALLS DISTRICT OFFICE**

**BUREAU OF INDIAN AFFAIRS
AREA DIRECTOR**

**BUREAU OF INDIAN AFFAIRS
SUPERINTENDENT**

**ENVIRONMENTAL PROTECTION
AGENCY
(JOHN OLSON)**

**EXTENSION SERVICE
(WAYNE SHARP)**

**IDAHO DEPARTMENT OF FISH &
GAME
DIRECTOR**

**IDAHO DEPARTMENT OF HEALTH &
WELFARE
DIVISION OF ENVIRONMENT**

**IDAHO DEPARTMENT OF HEALTH &
WELFARE, WATER QUALITY
BUREAU**

**IDAHO DEPARTMENT OF LANDS
DIRECTOR**

**IDAHO DEPARTMENT OF WATER
RESOURCES, DIRECTOR**

**IDAHO DEPARTMENT OF WATER
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IDAHO STATE ARCHEOLOGIST

**IDAHO STATE UNIVERSITY
(DR. CHUCK TROST)**

**MINIDOKA NATIONAL WILDLIFE
REFUGE
(MARTE COLLINS)**

**POWER COUNTY PLANNING &
ZONING**

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(JENNY EDMO)**

**SHOSHONE-BANNOCK TRIBES
(LARRY EDMO)**

**SHOSHONE-BANNOCK TRIBES
(JOHN FRED)**

**SHOSHONE-BANNOCK TRIBES
(RUSSELL HASKETT)**

**SHOSHONE-BANNOCK TRIBES
(ROZELLA MOSHO)**

**SHOSHONE-BANNOCK TRIBES
(SHAWN ROBERTSON)**

**SHOSHONE-BANNOCK TRIBES
(MIKE ROWE)**

**SHOSHONE-BANNOCK TRIBES
(KEITH TINNO)**

SHOSHONE-BANNOCK TRIBES
(DIANE UPE)

SOIL CONSERVATION SERVICE
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U.S. FISH & WILDLIFE SERVICE
(CHUCK LOBDELL)

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VALLEY)

BLUE RIBBON COALITION
(CLARK COLLINS)

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(TERRY SCOTT)

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IDAHO AUDUBON COUNCIL
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IDAHO FALLS TRAIL MACHINE ASSN
(PAT CAWLEY)

IDAHO MOTORCYCLE CLUB

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IDAHO SPORTSMEN'S COALITION

IDAHO TRAIL MACHINE ASSN
(CARL ATAMANCZYK)

IDAHO TRAIL MACHINE ASSN
(ERNIE LOMBARD)

IDAHO WATER USERS ASSOCIATION
(SHERL CHAPMAN/CHARLES BRYAN)

IDAHO WATER USER ASSOCIATION
(LYNN TOMINAGA)

IDAHO WILDLIFE FEDERATION

IDAHO WILDLIFE FEDERATION
4TH DISTRICT
(DON K. ZUCK)

IDAHO WILDLIFE FEDERATION NO. 5
(B. B. BOTTOMS)

IDAHO WILDLIFE COUNCIL NO. 5
(TERRY MCHARGUE)

MAGIC VALLEY TRAIL MACHINE
ASSN
(STAN MAI)

MAGIC VALLEY TRAIL MACHINE
ASSN
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TWIN FALLS CANAL CO
(VINCE ALBERDI)

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THE BLACKFOOT NEWS (BLACKFOOT)

IDAHO STATE JOURNAL (POCATELLO)

THE POST REGISTER (ID FALLS)

POWER COUNTY PRESS (AMERICAN
FALLS)

SHO-BAN NEWS (FORT HALL)

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(MICHAEL K. SIMPSON)

HOUSE SEAT C
(EVAN FRASURE)

HOUSE SEAT D
(PETE BLACK)

HOUSE SEAT E
(MILLIE FLANDRO)

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(SALLY GREENSLADE)

SENATOR LARRY CRAIG
(JEFF SCHRADE)

SENATOR LARRY CRAIG
(MISSY GUISTO)

SENATOR LARRY CRAIG
(VALERIE WATKINS)

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APPENDIX E

**LETTERS OF COMMENT
AND
BUREAU OF RECLAMATION RESPONSES**



December 27, 1993

Regional Environmental Officer
Bureau of Reclamation
Attn: PN-151S
1150 N. Curtis Rd.
Boise, ID 83706

RE: AMERICAN FALLS RESOURCE MANAGEMENT PLAN DRAFT EA

I have several specific comments to the above referenced document. I have abbreviated the referenced statements in the interest time.

At the information meeting in American Falls on November 30th those in attendance were told that this meeting wasn't a public hearing but was for the purpose of providing information about the Draft EA. Then BOR representatives avoided answering most if not all of the questions asked about the alternatives proposed for the management plan for this area.

At the BOR meeting in Fort Hall Idaho on December 1st it was again indicated by BOR reps that this wasn't a public hearing. However, tribal representative Shawn Robertson indicated that for the purposes of tribal input on this proposal it was a public hearing and that it was being recorded.

It is our view that the information meetings held created even more confusion about this issue so that a formal public hearing should be held. We formally request such a public hearing.

COMMENTS ON DRAFT EA

Page 1-4 "The desirability etc." We are very concerned about the implication of the Statement "however, due to lack of enforcement, widespread use occurs." That inaccurate statement should be replaced with the following factual statement.

however, since BOR's OHV policy has not been apparent to local users and the area has not been posted until recently, widespread OHV use has occurred in the past."

Also on this page "Existing recreation demand is being met etc." should be changed. The present situation is that BOR is enforcing the closure of a popular OHV recreation area. The demand for that type of recreation is certainly not being met.

1. Comments noted. The purpose of the referenced meetings was to provide information on the proposals in the alternatives being evaluated in the Draft Environmental Assessment (EA).

2. The statement accurately states one of the reasons that action is needed. Enforcement actions, which included publicizing the closure, were lacking. However, to reflect your concern, additional wording was added to the affected environment discussion under Recreation and Access in 3.6.1. Refer to response No. 23 for the specific language.

3. This statement refers to the reservoir area and clarification of this has been added in the Final EA.

4 Page 1-6 The issue or opportunity to "maintain existing public access (leave "as is")" should make it clear that the "as is" condition we seek to maintain is the condition of access prior to BOR enforcement of the OHV closure.

5 Page 2-7. We would like to know when the decision was made to permit motorized access to the Reservoir in "All areas except etc." What was the process, when was it implemented and was the downstream area considered also at the same time? (my reason for this question is to determine if an opportunity to develop a less restrictive policy for the downstream area existed at that same time.)

6 Page 2-19. "Require equestrian users etc." We question how you plan to enforce such a policy. We further feel that this is further indication of the bias of this document against OHV use because compliance by non-OHV recreation interests has no enforcement provision. There is also no "threat" of complete exclusion for non-compliance to restrictions. This punishment is threatened concerning OHV use in alternatives D and E.

7 We must comment on the last sentence on this page. "Self-regulation and voluntary compliance among recreationists would be encouraged." The overly restrictive management direction of alternatives A through C make this objective virtually impossible to achieve. Alternative D is somewhat better but still overly restrictive. Only Alternative E offers any real hope of achieving "self-regulation" of the recreational use of the downstream area. Somewhere in this document it should make it very clear that pedestrians recreationists are the most likely to observe cultural artifacts and remove them. Yet this use has actually been encouraged through the public service announcements from the BOR.

8 Page 2-45 "If monitoring of motorized etc." It is discriminatory for this "threat" to be made to OHV users when other recreational users are the most likely to deliberately remove artifacts and their continued access is not in jeopardy of elimination due to non-compliance.

9 Page 3-6. The implication in this area is that OHV use is having a negative effect on water quality. There is no documentation to support that assumption. In fact, the sandy nature of the soils in this area makes water erosion of the trails a non issue. What evidence provided the rational for the "OHV impact on water quality" statements made here?

10 Page 3-8. "Soils are also being subjected toVegetation has been eliminated from the trails, and many are rutted deeply into the sandy soil. etc." What percentage of vegetation loss is due to OHV recreation in this area and what percentage is due to other uses? Any type of use of a trail is going to prohibit vegetative recovery.

This is a sand dune area. It's been a sand dune area since before it's popularity as an OHV use area. That was the feature that attracted OHV enthusiasts and now it appears we are being blamed for causing the dunes. Many of the trails existed as cow and/or game trails prior to OHV use. Only the

4. The intent of this table is to provide a summary of the issues that were generated at the public meetings and used by the Forum in development of goals for the study area.

5. The lands around American Falls Reservoir were evaluated in March 1977 for potential off-road vehicle use. On August 9, 1979, certain lands were opened to motor vehicle use while others remained closed. In 1976, a separate evaluation on the lands below the American Falls Dam was made. Since no action was taken, the area remained closed to off-road motor vehicles.

6. The specifics of enforcement will be addressed in the cultural resources management plan (CRMP). The second sentence of the statement on page 2-19 has been changed to: "If monitoring of use and its effects upon archeological sites indicate that this, or other recreational use, is causing unacceptable damage to sites, then all or a part of the area may be closed."

7. Comments noted.

8. Other recreational uses were addressed by the change in response to your comment No. 6, which is carried forward into the remainder of the alternatives. This discussion addresses motorized use specifically because of the motorized use areas being proposed in this alternative.

9. This impact is related to the loss of vegetative cover resulting in erosion in a few downstream areas (page 3-5, Draft EA). This information was based on field observations by Biosystems in 1992 as referenced.

10. We do not have information on percentage of vegetation loss by type of use. Other factors contributing to vegetation loss were also discussed in this section.

vegetation loss in the hill climb areas can be totally attributed to OHV impact. We have indicated, even before this management planning process, that we would be willing to assist in closing down inappropriate hill climb areas.

Page 3-10. Alt D. "River: On the northwest side, In these areas, soil compaction would occur, adversely affecting the permeability and water-holding capacity of the soil." As indicated earlier, this sandy soil is not subject to compaction.

Alt E. The following statement regarding OHV use is absurd; "Unless this use is properly managed where extremely loose soils and steep slopes are present, total displacement of the soils could occur." OHV use has been occurring in this area for over 30 years and there has been virtually no permanent displacement of soils in any area. The shifting sand erases most evidence of OHV passage after a short period of time.

Page 3-11 3.2.4 Residual impacts. The following statement is not based on fact. "For the river, Alternative D and E may not adequately control the existing impacts of soil erosion in designated motorized areas." Permanent soil displacement should not be a problem in sandy soil.

3.3.1 Vegetation. A very small percentage of the vegetation is affected by OHV and all other types of trails. Certainly a small amount of vegetation loss is justified to provide for this recreation opportunity. "Adverse effects are generally localized to vehicular trails, hill-climb areas, dispersed day use and campsites, and livestock trails and watering areas along the river."

Page 3-16. "Human activities etc." This paragraph indicates that the effect of relatively concentrated OHV use in this area has had little negative impact on Wildlife. Yet in other areas of this document it is indicated that resuming OHV use in this area would be detrimental to wildlife. Past OHV use patterns and wildlife numbers don't back up that assumption.

Page 3-19. Alt D. and Alt E These OHV impacts to river wildlife statements are inconsistent with previous indications of little impact on wildlife by all users. This is contradictory to the statement on page 3-16 on the minor impact of all "human activities."

Page 3-24 The references here to the Dunes Tiger Beetle are ridiculous. This bug has shown itself to be very tolerant of OHV use on the St. Anthony sand dunes. In fact, the most popular OHV areas in those dunes have the highest concentration of beetles.

Page 3-25. "River: Prohibiting or restricting etc." This paragraph is a very biased assumption, especially in light of the favorable condition of wildlife populations indicated earlier. This has been a heavy use area for years.

Page 3-28. Traditional and Sacred Resources. The position of some Shoshone Bannock Tribal members that OHV use is incompatible with their use of this area

11. The sentence referring to soil compaction has been deleted from this discussion. The statement concerning displacement was changed to indicate that "continued" displacement would occur, not "total" displacement.

12. Comments noted.

13. This paragraph indicates that "... with the exception of consequent disturbances to vegetation noted previously . . .," there is not widespread disturbance or displacement to wildlife. While most impacts are due to habitat damage, some direct disturbance also occurs.

14. This information was provided by the U.S. Fish and Wildlife Service in the Coordination Act Report (Appendix B) evaluating impacts to fish and wildlife of all alternatives. The statement you reference indicates that displacement and disturbance is not "widespread," not nonexistent.

15. Comments noted. While direct impacts would not likely occur to the Idaho Dunes Tiger Beetle, there may be impacts to its habitat caused by dune destabilization resulting from motorized use. Please refer to the U.S. Fish and Wildlife Service Coordination Act Report in Appendix B for their complete discussion of impacts to wildlife.

appears to be a relatively recent development. This inflexible position seems to have been encouraged by non-Indian staff (Robertson). It appears that only a small number of tribal members are unwilling to work with sportsmen on an ongoing access management plan that accommodates both sides. The position articulated by Robertson seems to be that the Tribe feels the entire Snake River plain is a sacred area and the Tribe should have absolute control over what activities take place throughout this area. It is our view that the Tribe is receiving bad advice. Forcing responsible OHV users from this area is discriminatory. It will likely result in less support for their culture rather than more.

16. Comments noted.

Page 3-30 First and second paragraphs. "The presence of an interstate within view of some northwest side areas formerly used for ceremonial purposes render them unsuitable for continued use. However, those localities retain their spiritual significance." That statement, coupled with the entire second paragraph, indicate the tribe's unwillingness to compromise with us on this issue due to activities beyond our control. Saying, "the noise from operation of motorized vehicles disrupts traditional religious and ceremonial practices, making areas frequented by motorized vehicle users unsuitable for traditional functions" is absurd. OHV use has been going on in this area since before the interstate was built. Yet the tribe says the area we have been using is still sacred but we have to be kicked out of there to preserve that quality. This is a viewpoint based solely on prejudice.

Page 3-34 First paragraph. Why are pedestrians assumed to not rut or churn site deposits? We will concede that OHV users have more impact than hikers but they do still disturb the soil. The BOR's PSA announcing the OHV closure invited hikers and horseback riders to come to the area. This likely attracting more of these users who are more likely to discover and remove artifacts than are OHV recreationists.

17. The degree of rutting and churning of sites, as discussed on page 3-37 of the Draft EA, is minor and much more localized with pedestrian use. Potential for removal of artifacts by any user group will be one of the factors evaluated in the CRMP.

Page 3-35 Motorized Vehicular Damage. After over 30 years of unrestricted use the archeological sites are still generally in good condition. "Although damaging (OHV use), this generally is a localized effect, and when motorized vehicle use remains on existing trails, much of the surface stratum at large sites may remain intact." This statement supports our view that very little regulation is necessary to protect the sites from continued OHV use. Rutting is not likely to increase significantly through continued motorized use on existing roads and trails. This view is further supported by the statement on page 3-36 that; "Most of the observed damage is still quite localized, leaving many sites unaffected and major portions of affected sites intact."

18. The intent of the discussion on pages 3-35 through 3-36 is to describe the impacts occurring from both on-trail and cross-country use. Cross-country use was frequently observed in the downstream area. While effects of trail use are localized, the cross-country use resulting from such access does have a much larger impact. The possibility that nonmotorized recreational users are picking up artifacts is stated on page 3-38. As noted above, the potential for removal of artifacts by any user group will be evaluated in the CRMP.

Page 3-36 This whole page indicates a bias against continued OHV use of the area while still recognizing that the actual impact of OHV use has been slight. "Most of the observed damage is still quite localized, leaving many sites unaffected and major portions of affected sites intact." THIS! Despite OHV recreationists having free run of the place for over 30 years.

"Archaeologists noted etc." The implication in this paragraph is that OHV users are collecting artifacts. The accusation is made indirectly, to be sure, but it's

made just the same. There is no justification for blaming OHV recreationists for this activity.

Page 3-37 Other recreational Use: It should be recognized in this area that non-motorized recreationists, particularly hikers, would be more likely to see and remove artifacts. Not recognizing this fact indicates a bias that could result in more sites being deliberately violated. Only hikers remove artifacts!

Page 3-38 Natural Forces. It is indicated here that "Water-induced erosion appears to have caused little damage." Yet in other areas of this document it is indicated that OHV use can increase water-induced erosion. I agree with the implication here and disagree with references to water erosion in other sections.

Page 3-39 Alternative A is totally unrealistic with no recognition of the increased likelihood that deliberate vandals and looters could do their dirty work un-disturbed due to decreased recreational access. The educational PSA aired by the BOR highlighted the area and will encourage that type of activity.

Page 3-43 Alt D. River: We disagree that OHV use of the area is "inappropriate and damaging in terms of the sacred nature of the landscape for traditional American Indian people." We've been using the area for over 30 years, why hasn't this been brought to our attention before?

Page 3-44. "A potential benefit of motorized use of the area is that some riders have indicated their group would be willing to keep watch for pot hunters and report the vandalism." This should be listed in every alternative not just hidden here.

Page 3-45. Alt E. River: Our observations of the use patterns for this area dispute the contention that "National trends indicate that motorized vehicle is a rapidly growing recreational sport." Use of the area has been quite constant for the last ten to fifteen years. The affected area is quite large and significant increases in users would be necessary in order to cause a noticeable effect.

A cooperative management plan that accommodates the historic OHV use would encourage the type of user "Self-regulation and voluntary compliance among recreationists" that was sought earlier in this document. It is our view that this is this is the only way the sites can be protected.

Page 3-46. Many assumptions are made here that are based on past totally un-managed OHV access. Field observations have no documented past condition on which to base comparisons.

The position of traditional Indians that "The intrusion of motorized vehicles would be considered as disrespectful and inappropriate use of a sacred area" is based totally on prejudice. This prejudice is an inappropriate and disrespectful response to unfair treatment of Indians by the US Government and other non-Indians in the past.

19. Comments noted.

20. This statement is located here because this is the first alternative that proposes motorized vehicle use in the northwest area of the river. It carries into Alternatives D and E.

21. Comments noted.

22 Page 3-51 Residual Impacts Alt E. It should be indicated here that the cost of monitoring for this alternative could be offset by the decreased enforcement cost as compared to a more restrictive plan.

23 Page 3-52. Last paragraph. Once again the implication here is that OHV users have been knowingly violating a closed area. That is not the case and the wording here should be changed to indicate that OHV users have been unaware of the closure due to lack of notification by the BOR.

Page 3-54 Last paragraph. We agree with this statement that "Recreation demand along the river is not expected to change significantly from the past trend etc.", but it is contradicted by statements elsewhere in this document.

24 Page 3-59. Mitigation. All the proposed alternatives would have more than a "moderate residual impact" on OHV users. Replacement areas on adjacent BLM land could be severely restricted in the future if an overly restrictive plan for the BOR land is adopted. Other replacement opportunities are far away and these too could be jeopardized by acceptance of an overly restrictive plan for this area.

Page 3-65 Top of page. Most of the trails in the area are located on the flats or hill tops where they are obscured by vegetation. Highly visible hill climbs could be closed to easily enhance the visual quality of the area.

25 Page A-5. An additional commitment #5 should be included to read: The BOR will work with off-highway vehicle and other users on a reward program for reporting vandalism or looting of sites.

26 USFWS Coordination Act Report: Page 33 Alt E. USFWS illustrates their general lack of understanding of OHV recreation by indicating "there may be interest in holding rallies and races etc." Permits are required to hold these competitive OHV events on public lands. USFWS anti OHV bias is further evidenced by many other comments in this document including blaming OHVs for causing fires. This area has burned in years past but none of the fires has ever been caused by OHV recreationists.

Evaluation of Archaeological Site Conditions: Around the reservoir 6 sites have been listed in "poor" condition. Of these only one has been impacted by vehicular access. The rest of the sites have been impacted by riprapping, or construction that must have been done by the BOR or been permitted by BOR.

27 Evaluation of the downstream area reveals only 2 areas in poor condition. Only one of those sites has possibly been impacted by recreational vehicular traffic. The remainder of the downstream sites are in fair to excellent condition in spite of over 30 years of unrestricted OHV use in the area. According to the chart the major impacts to the sites are natural erosion from wind and rain. The fair to excellent condition of the downstream sites can be maintained through a cooperative management plan that allows much of the historic OHV access to be restored. Alternative E is the only alternative providing that option.

22. There will also be costs for enforcement associated with this alternative.

23. As noted above, the statement is accurate but, to address your concerns, the discussion was revised to: "The lands along both sides of the river have been closed to motor vehicle use since 1974 to protect natural and cultural resources. However, since Reclamation did not widely publicize or actively enforce the closure, this area has received widespread motorized vehicle use for over 20 years."

24. Comments noted.

25. The Archaeological Resources Protection Act (ARPA) hotline is an existing program that could be used. The CRMP will address additional ways in which the public can assist in protection of cultural resources.

26. Comments noted.

27. The table entitled Evaluation of Archeological Site Conditions only indicates factors observed to be impacting sites, not the relative severity of those impacts. See section 3.5 for discussions of relative extent and severity of effects from the identified factors. Although natural erosion is the most commonly observed impact (see table 9, page 3-32, Draft EA) motorized vehicle use was identified as the most damaging factor. As indicated, most of the sites in the downstream area are in fair to excellent condition, and it is Reclamation's responsibility to manage the lands so that the complex of sites continues to retain this degree of integrity. Reclamation must therefore prevent cumulative impacts resulting from continued use. See the discussion of anticipated long-term effects from implementation of Alternative E, in section 3.5.

- 28 | **Archaeological Site Inventory:** 120 sites say scattered chips 107 of those say limited activity all 120 sites are undated. When does an obsidian chip become an artifact. This inventory indicates that the artifacts are primarily obsidian chips that have already been scattered.

GENERAL COMMENTS

- Throughout this document the BOR has avoided outlining the difficulty that is likely to be encountered in stopping the deliberate vandalizing and looting of sites. No other recreational user has been targeted for elimination in spite of the fact that non-motorized users are more apt to discover and remove artifacts. In only one place did they indicate OHV interests willingness to assist their effort to protect the cultural resources.
- The cost of enforcing the total exclusion of OHV recreation in the downstream area is likely to be exorbitant.
- 29 | In contrast a reasonable OHV management plan that can be supported by users could be partially funded by Idaho Department of Parks and Recreation OHV funds. A trail grooming program could direct the majority of OHV use to routes that would have minimal impact on archeological sites. BOR has been made aware of this possibility and it should have been mentioned in the Draft RMP. Why wasn't it?
- Pertinent public comments to the BOR, both at the public meetings on this issue and in correspondence from me, have been ignored in the DEA. We have pointed out that the relatively pristine condition of the cultural resources, in spite of over 30 years of intensive OHV use, should have a bearing on this decision. This history indicates that a management plan allowing continued OHV access in the area, while still meeting legal requirements for the protection of those resources, should be possible. Therefore we offer such an alternative.

ALTERNATIVE F

- This alternative can be considered an implementation plan for Alternative E. It provides more specific information on how access can be allowed for recreational uses while still protecting important resources. If necessary it can be considered a separate stand alone alternative and in this document will be referred to as such.
- Alternative F meets all the National Historic Protection Act requirements for protection of archeological sites as listed in the EA. It does so in a manner that is more acceptable to the public and with a higher probability of success than any of the listed alternatives.
- 30 | Under this alternative the evaluation process would begin with all existing trails initially considered open to hiking, horseback, mountain biking and off highway motorcycles and ATVs. All existing roads would initially be considered open to the above activities and full size vehicles for the purpose of providing sportsmen's access.
- All roads and trails would be evaluated for what impact continued use by the various recreation interests would have on the archeological sites. All recreation uses would be considered equally and without discrimination against OHV users.

28. Assessments of site content and age, provided in the table entitled Archeological Site Inventory, only address surface-visible materials. Many of the sites in the downstream area have a high likelihood of containing subsurface cultural deposits that are both datable and consist of more than lithic scatter. The Temporal Affiliation column of the table indicates that nearly one-half of the sites have been dated as belonging to one or more time periods from surface evidence alone. This is an unusually high number of surface-datable sites. "Scatter" is a term archaeologists use to denote surface artifacts that are not concentrated into a dense feature. Use of the term does not imply that the distribution of materials is random or meaningless upon further examination, or that only "chips" are present. All "chips" are artifacts by definition. It is their non-random distribution and spatial relationship with other cultural materials that provide information to interpret past cultures.

29. See response No. 27 relative to impacts of existing off-highway vehicle (OHV) use and probable cumulative impacts of continued use of the area under Alternative E. Impacts to cultural resources from OHV use under Alternative E could not be prevented or mitigated through trail grooming, since grooming cannot restore damaged cultural deposits or address the issue of the unacceptable intrusion of motorized vehicles into a sacred area.

30. Alternative F would not meet resource protection requirements in the National Historic Preservation Act (NHPA), and Reclamation would not be in compliance with the law. Pot/arrowhead collectors and vandals are not the "primary problem" as you indicate. As stated in response to comment No. 27, the primary damage is the physical impacts from operation of OHV's. During analysis, the routes of major existing OHV trails were plotted from aerial photographs and overlaid on a map showing archeological site boundaries. Every identified trail crossed one or more archeological sites. Frequent cross-country OHV use was also clearly evident from on-ground examinations. This indicates an existing and expanding impact on the archeological resource from soil rutting and churning, vegetation loss, and dune destabilization (see discussions of impacts from Alternative E in section 3.5 to understand the general kind and extent of effects that would minimally occur from Alternative F). Reclamation would be in violation of the NHPA if we allowed OHV use of existing trails prior to completing a use plan, since identified impacts would be ongoing. No further analysis is needed to clearly determine that the extent and degree of damage occurring from existing OHV trail use is unacceptably damaging to the cultural resources. We must also consider the efforts needed and likelihood of success in confining OHV users to designated trails. Off-trail use has been identified as an important part of the recreational experience, and limited access may not satisfy users.

High impact activities would be disallowed off existing trails. Some trails near significant sites would be rerouted and the existing trail closed and signed.

Some trails that are not in close proximity to significant sites would be identified for intensive use. A cooperative agreement between OHV users and the BOR would be initiated for the purpose of obtaining Idaho Department of Parks and Recreation OHV funds for trail grooming. This action would encourage most recreationists to use the groomed routes and reduce off trail travel by not only OHVs but all users.

All OHV hill climb areas would be evaluated individually and only areas causing significant visual or site disturbance problems would be closed. The hill climb visible from the Massacre Rocks rest area would remain closed. As the OHV community has indicated in the past, we would even be willing to assist the BOR in ensuring compliance with this and other reasonable closures.

Since pot/arrowhead hunters and deliberate vandals have been the primary problem, another cooperative agreement between the BOR and local sportsmen (including OHV interests) would be signed to establish a citizens against poaching (CAP) type hotline for reporting suspicious behavior in the area.

It has been recognized throughout this management planning process that voluntary compliance and support is going to be necessary to protect the archeological resources. We agree whole-heartedly with that assessment. We further believe that a heavy handed approach to access management in this area would be counter productive and could result in an expensive if not impossible enforcement problem. A management plan allowing continued recreational access, on the other hand, would result in support and assistance from recreationists whose interest were fairly considered.

This is but a brief outline of what we consider the only reasonable alternative for management of the BOR lands on the north side of the Snake River across from Massacre Rocks State Park. We pledge our assistance in implementing such a plan.

Sincerely,



Clark L. Collins, Executive Director

cc: Bruce Babbitt, Secretary of Interior
Senators Larry Craig and Dirk Kempthorne
Representative Michael Crapo
Jerry Gregg, Minnidoka BOR
Claudia Nissley, ACHP
Robert Yoke, ISHP

Thank you for your review and comments on the Draft Environmental Assessment.

WE THE UNDERSIGNED feel the best way to protect the archeological resources on the Bureau of Reclamation administered lands along the North side of the Snake River identified as the North West Shore area, is to inform the public that it is against the law to remove those resources and allow the existing traditional uses of the area to continue. Existing users can assist by reporting suspicious activity in the area. A management plan that attempts to eliminate public access would be prohibitively expensive and very likely unsuccessful due to insufficient enforcement. FOR THESE REASONS WE SUPPORT A MODIFIED ALTERNATIVE E AS PROPOSED IN THE BLUERIBBON COALITION'S ALTERNATIVE F. ALTERNATIVE F ALLOWS EXISTING USERS TO MAINTAIN ACCESS AND ASSIST IN THE ENFORCEMENT OF ARCHEOLOGICAL RESOURCE PROTECTION LAWS IN THIS AREA.

NAME ADDRESS PHONE #

Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

Earth McQuinn 961 River, Idaho Falls 522-3547
 Joe Searmon 1261 W. 2nd N Rexburg 83446 336-1138
 Dale Sigurd 343 N 2000 W Rexburg 83446 336-3545
 Paul L. 11715 Pineburg Dr Idaho Falls 522-8569
 Daniel L. H. 206 E 100 N Blackfoot 785-1162
 Jim Smith 115 N Main ID 83221 554-4151
 Gary 429 N 150 W Blackfoot, ID 83221 785-4774
 Lynn Withers 287 S Holmes Shafter, ID 83224 335-5355
 Sandra 262 N 100 W Idaho Falls, ID 83401 335-1625
 Mark A. 835 8th St Idaho Falls, ID 83401 522-2929
 Robert M. 162 S 100 W Blackfoot ID 83221 684-5111
 Pat Hendry 2845 Ross Av Arco, ID 83406 523-5830
 Chuck Hughes 534 W. Main Rexburg, ID 83442 745-5492
 Al L. 1175 River Idaho Falls ID 83406 527-2107
 Jeff 803 W Hwy 39 Blackfoot ID 83221 684-5619

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Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

NAME	ADDRESS	PHONE #
Carl Matheson	333 S. Holmes Idaho Falls Id 83401	523-5304
Elmer R. Taylor	3560 Samuel Adams I.L. 83406	523-6130
John K. Larson	13370 N 115 E Idaho Falls Id 83401	523-7828
Mike N. Wolf	218 W 15 th TRAPPO FALLS	524-3886
George C. Clegg	5468 N. 54 th East Idaho Falls ID	524-4124
John B. Taylor	626 Church Dr. Pocatello Id	385-9327
Don E. S. S. S. S.	1442 El Rancho Pocatello Id.	238-1442
John K. K. K. K.	2006 McKinzie Ave. Idaho Falls 83404	524-7204
John K. K. K.	59 N. 20 th W. Pocatello Idaho 83402	684-5564
Bruce Hamilton	1533 Broadway Idaho Falls Id. 83402	524-0298
John K. K. K.	504 Lawrence Ln Idaho Falls, Id 83401	523-1534
Robert L. Taylor	3111 S 35 th W Idaho Falls ID. 83402	522-6541
John K. K. K.	165 MOUNTAIN DR IDAHO FALLS, 83402	524-0162
Robert L. Taylor	194 N. 39 th W Blackfoot Id 83221	785-3612
John K. K. K.	922 E 1 st St. Idaho Falls 83402	
Hayden K. K. K.	116 S. 66 th Blackfoot, Id 83221	684-4770
John K. K. K.	8357 Snowden Parkway Idaho Falls	524-0136
John K. K. K.	5782 Pomeroy Dr Idaho Falls	524-2512
John K. K. K.	143 So. Milton. Shoshone ID.	357-3570
William H. H. H.	85610 W Blackfoot ID	684-3690
Mike Blank	244 E. H. H. H. Blackfoot ID	785-2135
John K. K. K.	1516 E Oak Ave Pocatello Id.	255-5151

WE THE UNDERSIGNED feel the best way to protect the archeological resources on the Bureau of Reclamation administered lands along the North side of the Snake River identifying the North West Shore area, is to inform the public that it is against the law to remove those resources and allow the existing traditional uses of the area to continue. Existing users can assist by reporting suspicious activity in the area. A management plan that attempts to eliminate public access would be prohibitively expensive and very likely unsuccessful due to insufficient enforcement. FOR THESE REASONS WE SUPPORT A MODIFIED ALTERNATIVE E AS PROPOSED IN THE BLUERIBBON COALITION'S ALTERNATIVE F. ALTERNATIVE F ALLOWS EXISTING USERS TO MAINTAIN ACCESS AND ASSIST IN THE ENFORCEMENT OF ARCHEOLOGICAL RESOURCE PROTECTION LAWS IN THIS AREA.

NAME	ADDRESS	PHONE #
<u>Gregory J. [unclear]</u>	<u>2604 ICCN Blackfoot</u>	<u>684-4061</u>
<u>Jonathan J. Klippel</u>	<u>1387 Norton I.E. Id</u>	<u>524-5628</u>
<u>Robert [unclear]</u>	<u>3125 E 97N I.E.</u>	<u>524-4809</u>
<u>Alan [unclear]</u>	<u>670N 857CN Blackfoot</u>	<u>684-3789</u>
<u>David [unclear]</u>	<u>181N 850W Blackfoot, ID 83221</u>	<u>684-4206</u>
<u>Joe [unclear]</u>	<u>1563 CHSE 97E1N</u>	<u>522-0702</u>
<u>Ol [unclear]</u>	<u>824 W 100N 72KBT</u>	<u>285-7322</u>
<u>David [unclear]</u>	<u>2816 Adams Place I.E.</u>	<u>521-1990</u>
<u>Robert [unclear]</u>	<u>694 W Commercial Ave. Id</u>	<u>527-3602</u>
<u>Robert [unclear]</u>	<u>8744 N 25E Idaho Falls</u>	<u>527-3049</u>
<u>David [unclear]</u>	<u>589 N. 3E W Highway Id.</u>	<u>745-7997</u>
<u>Carla [unclear]</u>	<u>9648 S. Yellow Stone Hwy. Idaho Falls, Id. 357-1611</u>	
<u>Kellan D Smith</u>	<u>1655 7th Str. Idaho Falls Id</u>	<u>527-3498</u>
<u>Scott Shackelford</u>	<u>420 MARACQ AVE. Idaho Falls Id. 83401</u>	<u>522-8974</u>
<u>Wynne [unclear]</u>	<u>1176 Terry Dr Idaho Falls ID 83401</u>	<u>523-3958</u>
<u>Robert [unclear]</u>	<u>280 S. Fanning, Idaho Falls, ID 83401</u>	<u>523-5789</u>
<u>Donald [unclear]</u>	<u>1116 Cassia Ave. Idaho Falls, Id 83402</u>	<u>523-5211</u>
<u>Marvin [unclear]</u>	<u>1920 Curlew Id Idaho Falls Id 83402</u>	
<u>Robert [unclear]</u>	<u>1516 Lytle St. #65, Idaho Falls, Id, 83402</u>	<u>523-5211</u>
<u>D.B. [unclear]</u>	<u>411 W. Hwy 29 Blackfoot ID</u>	<u>785-2347</u>
<u>Doug Baker</u>	<u>702 S 1325 W Piquette ID</u>	<u>684-4205</u>
<u>R. [unclear]</u>	<u>316 12th St Idaho Falls, ID</u>	<u>522-5277</u>

Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

WE THE UNDERSIGNED feel the best way to protect the archeological resources on the Bureau of Reclamation administered lands along the North side of the Snake River identified as the North West Shore area, is to inform the public that it is against the law to remove those resources and allow the existing traditional uses of the area to continue. Existing users can assist by reporting suspicious activity in the area. A management plan that attempts to eliminate public access would be prohibitively expensive and very likely unsuccessful due to insufficient enforcement. FOR THESE REASONS WE SUPPORT A MODIFIED ALTERNATIVE E AS PROPOSED IN THE BLUERIBBON COALITION'S ALTERNATIVE F. ALTERNATIVE F ALLOWS EXISTING USERS TO MAINTAIN ACCESS AND ASSIST IN THE ENFORCEMENT OF ARCHEOLOGICAL RESOURCE PROTECTION LAWS IN THIS AREA.

NAME	ADDRESS	PHONE #
Robert [unclear]	7111-18th St Idaho Falls Idaho	(208) 524-4052
Robert [unclear]	1702 [unclear] Idaho Falls Id	(208) 524-1952
John [unclear]	2265 [unclear] IDAHO FALLS IDA	(208) 523-3350
Michael [unclear]	2419 [unclear] IDAHO FALLS ID	575-1405
Dr. [unclear]	1344 Peach Bluff Rd, ID 83401	208-524-1114
Don [unclear]	2036 [unclear] ID 83401	524-5325
William [unclear]	260 [unclear] BLACKFOOT	83221 855-6663
Anthony [unclear]	2256 Center St Blackfoot, Id	83218 (208) 346-6010
William [unclear]	3136 E IOWA Rd Idaho Falls Id	83401 (208) 524-3222
John [unclear]	235 South 4 West Blackfoot Id	83401 524-2110
John [unclear]	4450 W 17th St, Idaho Falls, ID	83402 524-5015
Bob [unclear]	9538 E CRATERVIEW DR Tamarack ID	83401 524-1535
Ken [unclear]	11122 N 5th East, Idaho Falls, ID	83401 (208)
John [unclear]	1725 900th Blackfoot, ID	83221 684-2350
Stephen [unclear]	344 S. Adam Ln. Idaho Falls, ID	83401 208-524-2350
David [unclear]	1160 4000 E Rigby Id	82442 208-745-851
Bob [unclear]	1506 2nd Harmony Blackfoot Id	83221 765
Robert A. [unclear]	5090 COMUS IDAHO FALLS, ID	83401 524-1564
David [unclear]	1545 BLUEBIRD LN IF	83401 524-5064
John [unclear]	365 MINORCE BLACKFOOT	83221 785-6664
Craig [unclear]	21N. 740th Blackfoot	83221 684-3454
Robert [unclear]	1750 BRENTWICK, IDAHO FALLS	208-524-2021

Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

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Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

NAME	ADDRESS	PHONE #
Carl Thompson	631 Main Idaho Falls ID 83401	(208) 524-5779
Kenneth J. Kneese	1523 Sun Valley Way Pocatello Id	552-1
James B. Hilly	1021 N. 1st St. Blackfoot Id	832-51
Mike W. Hilly	211 Box 20 Blackfoot Id	832-51
James Hilly	Box 241 Blackfoot Id	832-51
Richard Thompson	1265 Elmwood TOWN FALLS ID	83401
Jack Belmont	660 West 200th Blackfoot Id	832-1
James J. Hall	505 Stevens Dr. Idaho Falls Id	524-2746
James J. Hall	441 N. 1st St. Blackfoot Id	787-1531
Michael J. Hall	4712 S. 1st St. Blackfoot Id	83401
M. R. Greene	295 Harvest Run T.F. IDA	83401 524-0256
Michael Hall	71 Benton Dr. Blackfoot ID	832-1 785-4253
Paul D. Hall	140 N. 400 W. Blackfoot ID	832-1 785-6948
David J. Hall	1193 W. 495 Blackfoot ID	832-1 684-5519
Richard B. King	588 N. 600 E. Blackfoot ID	832-1 7776 346 6631
John J. Hall	245 W. 1st St. Idaho Falls ID	83401 454-02
John Hall	1175 3rd Ave. Idaho Falls Id	83402
Jim Hart	PO Box 593 Tona Id	83427 523-0
Richard J. Hall	1195 W. Harmony Blackfoot Id	832-1 785-1
John J. Hall	666 E. 1st St. Idaho Falls ID	83401 524-3002
John P. Hall	PO Box 37 Tona Id	83427 523-8501
John J. Hall	578 Euclid Ave Id	293-7228

WE THE UNDERSIGNED feel the best way to protect the archeological resources on the Bureau of Reclamation administered lands along the North side of the Snake River identified as the North West Shore area, is to inform the public that it is against the law to remove those resources and allow the existing traditional uses of the area to continue. Existing users can assist by reporting suspicious activity in the area. A management plan that attempts to eliminate public access would be prohibitively expensive and very likely unsuccessful due to insufficient enforcement. FOR THESE REASONS WE SUPPORT A MODIFIED ALTERNATIVE E AS PROPOSED IN THE BLUERIBBON COALITION'S ALTERNATIVE F. ALTERNATIVE F ALLOWS EXISTING USERS TO MAINTAIN ACCESS AND ASSIST IN THE ENFORCEMENT OF ARCHEOLOGICAL RESOURCE PROTECTION LAWS IN THIS AREA.

Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

NAME	ADDRESS	PHONE #
E. Morwick	2299E 105 N	523-4985
E. Caudle	6443 E. Twin Cr.	523-6637
SE MAESER	928 N. Blvd	522-9757
J. Miller	25 N 740 W	684-4222
Don Wells	1431 N 1008 E Shelley	504-3566
Frank Burdett	1971 TRINAVIA, I.F. ID.	524-2023
Robert Hult	2137 Pinewood Pl. I.F.	523-3916
Tom Spake	RT 7 Box 169 ARCO ID	527-3205
Bob Nelson	504 Tyson I.F.	522-5507
Kelly Edwards	450 S Stout BIKET	785-3436
David P. Walker	491 Arabian Dr. Ida	237-3077
M. J. Mangor	355 S 200 E.	785-1734
Chad Jensen	RR #1 Box 481 Arco, ID	527-8960
JAMES L. WATERS	2900 Barrall and Idaho Falls ID	529-0570
Norman St. Jensen	2788 E, 400 N., Rigby ID	208-745-6557
Frank Jay	970 Tandy S.F. 9th	808-522-9652
Kent Roberts	590 Myrtle ST. ID	208-529-3839
Robert E. Doolittle	631 Hooper Ave. 14 SF ID	208-528-6576
GEORGE FOWLER	1022 E. POPLAR #3	208-234-7411

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Please refer to response No. 30 to the Blue Ribbon Coalition, Inc., letter above.

NAME	ADDRESS	PHONE #
Kris A Wright	2794 St. Charles	(208)-524-0547
James N. Hendrickson	2578 N. Holmes	(208) 529-3854
Dan Cullen	362 E 550 N Firth	(208) 785-7567
Gray Waggoner	1938 E 15th N. Rexburg	(208) 376-8867
Aaron Kiersey	607 N. Yellowstone #21	(208) 745-8071
Mark Morgan	165 Colonial Way	208-529-3312
Joe Fife	1143 Pacific	208-525-8017
Lynn Thiel	1445 W. 17th South	208-523-0114
Michael Beggs	688 B. 1100 N. Shelly Rd	357-7566
William J. Johnson	11023 W 65th N. TAFHUS	208-524-5058
Todd Blake	1194 SAKAKA TR	208-529-4685
TODD MARTIN	904 TADADAMS CT	(208) 525-3548
Harv Schu	5380 West Broadway	529-9429
Pat J. Dot	535 STEVENSON I.F.	529-0866
JUSTIN Moller	Box 99 Swan Valley Id.	483-2224
Pete McIntosh	3886 E 20th N. Rex Id	745-6869
JOHN KNIGHT	970 Lincoln Rd	522-3050
JOE ELLIS	2855 Bluebird Ln IF ID 8302	529-3217
Tim Allen	1701 E. 1st I.F. ID	524-4982
Mike	370 E Lincoln Rd IF ID	522-3050
Paul Rimmer	5381 St. Luke P.O. Box 66 Tama Id	523-1217

January 30, 1994
4785 E. Conish Drive
Idaho Falls, Idaho

Letter No. 2

Bureau of Reclamation
Regional Environmental Officer
Attention: PN-151S
1150 Curtis Road
Boise, Id 83706-1234

Dear Sir:

I would like express my opposition to the proposed closure of the American Falls Desert to recreation vehicle use. This area has been used by my family for recreation over the last ten years. This area provides access for winterized recreation opportunities.

I support the proposed Alternative F which has been identified by the Blue Ribbon Coalition. I feel that they have went to greatly lengths to provide a fair and equitable solution to issue.

If the Bureau feels that access to the area must be closed, then it must be closed to all human access including hikers, horseback riders, Indians, and boating along that portion of the river. If the area can be damaged or violated by one type of access, it can be violated and destroyed by all.

It is time that the Bureau manages the land for the people, rather than against them. God created the lands to be enjoyed by all and managed appropriately, and not dissolve it from the face of the Earth. Your support of Alternative F would be appreciated. Thank you.

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

Sincerely;



Don Pound

BUREAU OF RECONSTRUCTION
ATTN: PN-1515
4150 CROFTS RD
DALLAS, TX 75206-1234

KELLEY HART
3075 CHAPMAN
DALLAS, TX 75206
PH 214-8051-0194
" 523-4230

Letter No. 3

DEAR NATIONAL ENVIRONMENTAL OFFICER

I HAVE ENJOINED READING MY MATERIALS IN
THE "AMERICAN FAUS DESERT" FOR SEVERAL
YEARS. I WOULD BE UPSET IF IT WERE
TO BE CLOSED TO OHVS.

I WOULD LIKE TO SUGGEST THAT IF THERE
ARE "SACRED" AREAS TO THE SHOSHONE BANNOK
THAT THOSE AREAS BE PROTECTED FROM
ALL USERS. I DO NOT BELIEVE THAT THERE
IS A DOCUMENTATED CASE WHERE OHV'S OR OTHER
USERS HAVE DAMAGED AN AREA OF CULTURE (NATIVE)
IT IS SO THAT THE BUREAU OF RECONSTRUCTION &
THE SHOSHONE ARE BEING USED AS A DAWN BY THOSE
WHO OPPOSE OHV'S.

I WOULD FULLY SUPPORT PROTECTION OF
THOSE AREAS THAT CAN BE DOCUMENTED AS
BEING CULTURALLY NECESSARY TO THE SHOSHONE
BANNOK. IN ADDITION, I WOULD SUPPORT
PROTECTING THE RESOURCES IF THEY ARE BEING
DAMAGED. I SUPPORT ALTERNATIVE "F".

Respectfully,
Kelley D. Hart

Please refer to Response 30 in Letter No. 1.
Thank you for your comments.

Bureau of Reclamation
Regional Environmental
Officer

Letter No. 4

Dear Sir:

I have been recently informed of problems to the Desert area across the Snake River from massive Lake next area near American Falls, Idaho. As the head of our family I am writing to support the position of the Blue Ribbon Coalition regarding the management of the area. I have read the alternative F which sounds like the reasonable way to handle the situation. We reside at 3690 Wanda in Idaho Falls, Idaho and have live here for 30 years. I was born in Idaho and have seen a lot of intolerance for, our way of life. Anyway the ~~all~~ Blue Ribbon Coalition seems the most sensible and middle of the road group around here I say. Please consider with an open mind these issues and don't use an overkill approach

Sincerely
Donald R. Wanda
3690 Wanda
Idaho Falls, Id.
83416

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

Letter No. 5

January 17, 1994

BUREAU OF RECLAMATION
REGIONAL ENVIRONMENTAL OFFICER
ATTENTION: PN-151S
1150 CURTIS ROAD
BOISE, IDAHO 83706-1234

To Whom it may concern:

I was concerned to hear about the potential closure of the American Falls desert area downstream from the dam on the north side of the Snake River. I appreciate the extension for public comment because of Senator Craig's efforts.

I'm a scoutmaster with a group of twenty-five scouts from Pocatello. I have received the Boy Scout's National Scoutmaster of Merit Award. I mention this only to explain my objection to the limitation of OHV on this area. We have used this area for many years.

We take great effort in our scout group to have very limited impact on the environment when we camp. We practice low impact camping where ever we go. The American Falls desert area is one of our favorite "winter" camping sites. The sandy soil provides drier camping conditions. The broken sagebrush provides adequate fuel for the subzero temperatures. The area has plenty of wildlife to track and study. It is an ideal area for boys, twelve and thirteen years old, to learn about the environment.

On one of our campouts and the uniqueness of the terrain, we had a scout who became lost. We conducted a major search for four hours, combing the area. I was one thankful scout leader for two individuals, on motorcycles, who located our lost scout seven miles from camp, cold and disillusioned and returned the scout to us. The off road vehicle users provided us a valuable service that day.

We also use that area because of it's easy access to vehicles. We have a handicap scout in our troop. If backpacking was required, we would be excluded from taking

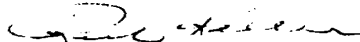
this young man into this area. He would not benefit from the uniqueness of the area.

We respect the native American culture of the Shoshone Bannock tribe. We study it as a troop, however, a total ban on OHV use in this area is not necessary to protect it's sacredness for tribal members. OHV recreation has been un-regulated in this area for over thirty years. Yet, the area is relatively pristine. Managed OHV use of this area is compatible with protecting the cultural resources and respect for it's sacred nature.

As a user of this land, for my family and our scouts, please consider Alternative F as an implementation plan for Alternative E. Alternative F meets all the National Historic Protection Act requirements for protection of archeological sites. It does so in a manner that is more acceptable to the public and with a higher probability of success than any of the listed alternatives.

Thank you for your consideration in this matter.

Sincerely yours,



Rick Keller
5215 Whitaker Road
Chubbuck, Idaho 83202

cc: Senator Larry Craig

Please refer to Responses 29 and 30 in Letter No. 1.

Thank you for your comments.

Letter No. 6

3535 E. Jason Drive
Idaho Falls, ID 83401-4604
January 24, 1994

Regional Environmental Officer
Bureau of Reclamation
Attention: PN-151S
1150 Curtis Road
Boise, ID 83706-1234

Dear Sir;

I am writing to request the Bureau of Reclamation adopt a reasonable management plan for the American Falls desert area downstream for the dam on the north side of the Snake River.


Members of my family and friends have used the above mentioned American Falls area with motorized vehicles for more than 10 years. We were sorry to learn the area was targeted for closure to off highway activity. We attended a meeting in Blackfoot, ID last winter concerning usage of public lands in southeastern Idaho; however, we were not made aware this area was being considered for restricted usage, somewhat approximating a Wilderness designation. This entire area should not be limited to usage by only a small number of peoples.

I support the BlueRibbon Coalition's Alternative F plan for management of the lands on the north side of the Snake River across from Massacre Rocks State Park. Hill climbs areas visible from the State Park, archeological sites, and similar specific areas sacred to the Shoshone Bannock tribe should be designed and "signed" as off limits to motorized vehicles.

High off-road vehicles use in the areas illustrates that we are public land users who should be given access to a fair share of the land proportional to our numbers when compared to all other groups utilizing the entire region. Please give us an area to enjoy!!!

Thank you for considering our important view.

Sincerely,


David J. Jones

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

1-19-74

To: Bureau of Rec., Ag. Ext. Office.

Letter No. 7

I'm writing concerning the American Falls
Ancient area. I'm writing for my family and my 4
brothers and their families. We prefer the
Blue Ribbon alternative F instead of alternative E.

A total ban of OHV will result in more
looting of the Indian sites. The OHV users help
to protect these sites. If you mark areas
that are sacred to the SB Tribe the OHV
users would stay out.

We have been riding in this area for
25 years and I've never seen the sites.

Feel free to contact me.

Elden Archibald
755 S. Skilling
Blackfoot, Id. 83221

Sincerely,
Elden Archibald
and brother & family

Please refer to Response 30 in Letter No. 1.
Thank you for your comments.

Letter No. 8

1893 Melody Drive
Idaho Falls, ID 83402
January 28, 1994

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 Curtis Road
Boise, ID 83706-1234

Dear Sirs,

I am writing to protest any banning of ORV's in the area downstream from the American Falls Dam on the north side of the river. My family has been using roads and trails in this area for recreational cycling and for access to the river since the mid-1970's.

In all these 20 years I have never observed any Native American activity in this area. As I understand, Native Americans often make a point that the entire earth, sky, waters, and animals are in some manner sacred to them, and this therefore would apply to the entire United States. However, absolute conformance with all of their religious attitudes certainly cannot be applied to all non-Native Americans outside their reservations; if so we would all have to return to the Indian lifestyle as it existed hundreds of years ago.

I am a strong conservationist and feel that all lands both public and private should be used appropriately and conserved for future generations where reasonable. Public lands should remain public and access and reasonable use should not be restricted. Undue restrictions are the equivalent of theft of our lands for special interest groups.

I am a 63 year old native Idahoan, and I require motor vehicle transport to many areas that in my younger years could be reached by foot. Undue motorized vehicle restrictions would effectively prohibit my access to this area which I have used conservatively for over 20 years.

I believe that the Blue Ribbon Coalition alternative "F" as it applies to alternative "E" is the proper plan for this area.

Yours truly,


Robert L. Drexler

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

Bureau of Reclamation
Attention: P.M. - 1515
1150 Curtis Road
Boise, ID

Letter No. 9

We have been using the area along the
river, below American Falls Reservoir, for
a lot of years. We bought for years even
Treason Rocks, looking area and rock motor
cycles on the north side for years and now
ride ATVs. It is a wonderful place to
ride and beautiful. We beg you to
please make every effort to keep the area
open. It is a favorite spot for my
spring and late fall recreation.

We support Alternative 7 for the
managing of the area.

Thank you

Mark A. Stella Collins
345 N. Myrtle
Paradise, ID
83201

Please refer to Response 30 in Letter No. 1.
Thank you for your comments.

Letter No. 10

January 12, 1994

*Regional Environmental Officer
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234*

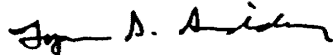
ATTN: PN-151S

I would like to take this time to let the Bureau of Reclamation know that I support BlueRibbon Coalition's Alternative F for the American Falls area downstream from the dam.

My family and I have used this for many years for trail bike riding and consider it a key recreation area for motorized use. I feel Alternative F can adequately protect archeological sites and still allow multiple use.

Banning OHV use will only take away an important recreation area without having significant impact on pot/arrowhead hunters and vandals.

Sincerely,



*Lynn G. Siddoway
3220 E. Bergeson Drive
Idaho Falls, ID 83401*

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

To: Bureau of Reclamation, Regional Environmental Office

From: Tim W. Erickson & family
790 E. 31st St.
Soda Springs, Idaho 83276

Letter No. 11

RE: American Falls/Desert Area
December

I wish to voice my concern regarding the ~~proposed~~ ^{proposed} ~~closure~~ of the American Falls Desert Area north of the river downstream from American Falls. I have been using this area since the early 1950's for a variety of recreational pursuits. To "Go To The desert" is a part of my lifestyle. To deny me of O.R.V. access to an area I have been so involved in is more than "just a little bit" upsetting. I have always made it a practice to "Leave it better than I found it!" - bring out a garbage bag of litter to assist in my small way to improve the area.

Please consider the Blue Ribbon Coalition's Alternative Plan f. in the management of the area. Continued access to this area is very important to me & I am willing to cooperate with the BOR for that privilege!!

Sincerely, Tim W. Erickson & family

Please refer to Response 30 in Letter No. 1.
Thank you for your comments.

January 24, 1994

Letter No. 12

BUREAU OF RECLAMATION
REGIONAL ENVIRONMENTAL OFFICER
ATTENTION: PN-1515
1150 CURTIS ROAD 83706-1234

To Whom it may concern:

I am writing this letter as a concerned Sportsman and OHV rider, I have used this area for the past few years as hunter, fisherman and an OHV rider. The total closure of the area to vehicles is not fair to our Senior Citizens and people with disabilities, many of them fish this area and are not able to walk the distances from the closed area to the river.

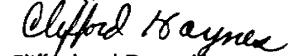
We have met many people that use the desert area on the north side of the river west of American Falls Dam. It is a special place for them to camp early in the spring when the mountain area is still in snow. It is easy access from the surrounding towns of Idaho Falls, Blackfoot, Pocatello and Burley, we find that most all of the OHV users stick to cattle trails and single track roads that already exist.

My wife and I belong to the Pocatello Trail Machine Association and the Treasure Valley Trail Riders of Boise. Our trail groups have been active in adopting trails and maintaining them. Our purpose for belonging, is we enjoy the association of people that respect the land and want to keep it open so everybody can enjoy it.

I agree the land needs to be protected from damage, but I would hate to see it look like that mess across the river that the Parks Department has defaced with all the asphalt and signs. I feel the OHV people can be of more help than hinderance in protecting the American culture of the Shoshone Bannock tribe. Please consider Alternative F as an implementation plan for Alternative E. Alternative F meets all the National Historic Protection Act requirements and does it in a manner that is more acceptable to the public.

Thank you for re-opening this hearing.

Sincerely,



Clifford and Donna Haynes
1682 Saratoga street
Pocatello, Idaho 83201

cc: Senator Larry Craig

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

January 12, 1994

Letter No. 13

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 Curtis Road
Boise, ID 83706-1234

Subject: Management of the BOR lands on the north side of the Snake River across from
Massacre Rocks State Park.

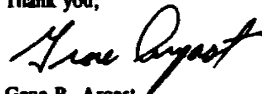
To whom it may concern:

I disagree with the implementation of Alternative plan E. Our family has ridden ORV's in this area since 1970. All of the people that we ride with would like to see a plan that allows ORV access and protects the cultural sites. I feel that the Blue Ribbon Coalition's alternative plan F is a feasible means of managed ORV use. Also, I am sure that the ORV community would be willing to assist the BOR with regulatory issues.

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

Thank you;



Gene R. Argast
2108 Brentwood Dr.
Idaho Falls, ID 83402

Jan 17, 1994

Letter No. 14

Paul Neibaur
1524 Sod Farm Road
Pocatello, ID 83204

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 Curtis Road
Boise, ID 83706-1234

Dear Sirs;

I urge you to adopt alternative F to implement alternative E for the American Falls desert area.

I have enjoyed that area for the last ~~thirty three years~~, not only for OHV recreation but also for family picnics, etc. I am against the closing of this recreation area for the following reasons:

1. Although native americans have some artifacts in the area, I have NEVER seen a single indian in the area. I question how legitimate their claims are to this and many other areas of the state.
2. I think closure is very discriminatory of OHV users. If it is legitimate to close this side of the river, then by all rights, the other side should be closed as well. Close Massacre Rocks park and the interstate rest stop. I don't consider them any more necessary than my forms of recreation.
3. Closure assumes that OHV recreationists cannot police themselves. All that is needed are some trail re-routing and signs, and OHV users will abide by the law as well as other citizens.
4. It is my opinion that the powers that be already had their minds made up on what they were going to do with this area before they were required to go through the "unnecessary" public comment phase. I would like to think that my voice makes a difference in forming public policy.
5. Closures of many of our recreation sites will force over use of the ones left open. That will cause even those to be closed unnecessarily.

Please make room for all users of public lands. OHVers are willing to share, how about the rest?

Sincerely:


Paul Neibaur

Please refer to Response 30 in Letter No. 1.

Thank you for your comments.

JUDITH A. DEFFINGER
P. O. BOX 3027
POCATELLO, IDAHO 83206-3027

December 15, 1993

Letter No. 15

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 North Curtis Road
Boise, Idaho 83706-1234

Regional Environmental Officer:

I am writing regarding the attempt by the Bureau of Reclamation to close off extensive areas of land surrounding the American Falls Reservoir and either side of the Snake River below the Dam. For approximately 45 years of my life there have been few restrictions on the usage of this area by farmers, ranchers, OHV users, fishermen, hunters and water recreation enthusiasts. Thousands of people have enjoyed the wide range of uses in this area and have done so with no conflict among the various types of users.

In my many years in this area I have never seen a Native American in the desert area West of River. I have great respect and admiration for the Native American Sho Ban culture in this area but find it somewhat puzzling that they were never concerned about the land use in this area until the Bureau of Reclamation felt the need to become involved. Or possibly, the Bureau is manipulating the Sho Ban Tribe to accomplish Bureau objectives.

In the past, I was a member of a group who worked very closely with the BLM; the BLM allowed this group the use of the vast desert west of this river and were obliging in all respects. They seemed to realize that they were the caretakers of the land not the owners. I feel remorse that we are unable to communicate with the Bureau of Reclamation as we did the BLM, who were much more accommodating. It is as though the Bureau has its mind made up on this issue and nothing the public can say or do will make a difference; it acts as though it owns this land. The Bureau of Reclamation has gone to great lengths trying to devise a reason to keep people away from these areas and for what reason is a mystery to me--I don't buy the Historic Act tactic. Perhaps the purpose of this closure by the Bureau is to control resources.

I perceive that by becoming increasingly restrictive to various utilizers of this area, there will be consequences. It will be both costly and difficult to enforce; there will definitely be more vandalizing and retaliation due to stronger restrictions. The thousands of people who are affected by this closure will not take this lightly; they will not be intimidated by the Bureau of Reclamation.

As far as the alternatives listed in the Draft Environmental Assessment, I select alternative E and, if this is indeed adopted, my constituents and I will cooperate fully with all your endeavors. Thank you for your attention.

Thank you for your comments.

Sincerely,


Judith A. Deffinger

/jld

PAUL S. DEFFINGER
P. O. BOX 3027
POCATELLO, IDAHO 83206-3027

Letter No. 16

December 20, 1993

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 North Curtis Road
Boise, Idaho 83706-1234

Regional Environmental Officer:

After attending two of the meetings held in American Falls regarding closure of the lands around the American Falls Reservoir and each side of the river below the dam, I am still confused as to why this is occurring. Speaking as a citizen, the part of the public that pays taxes which in turn pay the salaries of the Bureau of Land Management employees, I find it difficult to believe what is happening or why. As tax payers, we are having our public rights and privileges taken away in all areas of this country without any explanation, rationalization, justification and with no public input.

The meetings held in American Falls were virtually useless. The general public has played no part in the plan alternatives. Asking questions of the Bureau of Land Management does not appear to get any answers; there is no explanation as to why people are being "locked out" of areas that we have used for over thirty years. In the past thirty years our OHV (off highway vehicles) clubs have enjoyed many outings and gatherings. Hundreds of people have gathered for entertainment in the desert area. There is no visible sign of damage or destruction after three decades of enjoyment. A total ban of OHV will be costly and require steady enforcement to make it work. I believe that there is room for everyone who has recreation in mind. As a native of this area and a recreational user, I'd like to add that in all the years, which means hundreds of time in this area, I have enjoyed these areas I have never seen nor met a Native American in the desert or on the river.

many people who feel animosity due to the way this has been handled. What can be so valuable in that area that makes it worth denying people access on OHV? Why can't the public have input and be part of the discussions and planning so as to please all interested parties? Many people feel violated by not being allowed participation.

The Plan E Alternative holds some hope of satisfaction for me and many others. If this plan is to be put in effect it will have the cooperation and assistance of the OHV users and other interested parties who use the area the most. Hopefully, this will be the choice of the Bureau of Reclamation.

Sincerely,



Paul S. Deffinger

PD/jd

Please refer to Responses 27 and 29 in Letter No. 1.

Thank you for your comments.

NEAL M. CHRISTENSEN
1304 NORTH HARRISON AVENUE
POCATELLO, IDAHO 83201

Letter No. 17

December 21, 1993

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-151S
1150 North Curtis Road
Boise, Idaho 83706-1234

Regional Environmental Officer:

This letter addresses the American Falls Resource Management Plan, specifically the downstream area. This area has been used by generations of Idahoans for varied forms of recreation, but now the Bureau of Reclamation has eliminated much of that recreation through closure of long existing access roads. The Bureau says that recreation is still allowed as long as motor vehicles are not used. This restriction totally eliminates not only motorized recreation, but also access to many of the prime spots within the area by those people who, because of age or disabilities, cannot walk any distance over the existing terrain. Many people who used to hunt and fish along the river are now excluded.

The stated reason for closing the downstream area to motorized access is to protect the cultural and archaeological resources present there. I have to ask--what are you protecting them from and what are you protecting them for? At the public information meeting on November 30th in American Falls, the archaeologist stated that the archaeological resources on the north shore are virtually undamaged and due to the large number of sites in the Bureau's inventory will probably never be excavated for study. As to the Shoshone-Bannock Tribes' contention that this area is a sacred area; in the 14 years that I have hunted, fished and explored along the north shore, I have not seen one Native American doing anything. I submit to you that this area is more sacred to those of us who use and enjoy the recreational resources there than to the Indian tribes.

Closure of the downstream area to motorized access will not protect the archaeological resources and may in fact further endanger them because the public presence will not be there to watch for questionable and unlawful activities. Denying this unique recreational area to the senior citizens and disabled people who cannot walk in to the hunting and fishing sites also will not protect the resources. In light of the above, the only acceptable plan for the downstream area is Alternative E.

Sincerely,



Neal M. Christensen

/nmc

Please refer to Responses 27 and 29 in Letter No. 1.

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 18

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept. PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: I'D LIKE TO BEGIN BY LETTING YOU KNOW THAT I ATTENDED THE PUBLIC
MTG. LAST YEAR IN AMERICAN FALLS, AS WELL AS THIS LAST NOVEMBER. I ALSO ATTENDED
THE MTG. HELD AT FORT HALL. THIS ISSUE IS VERY IMPORTANT TO ME AS WELL
AS MY FAMILY. I'M 37 YRS OLD AND MY DAD USE TO TAKE ME OUT THERE AS A
KID AND UP TO LAST YEAR, I'VE BEEN TAKING MY 3 KIDS FOR YEARS. WE RIDE
MOTORCYCLES OUT THERE AND ENJOY THAT VERY MUCH AS A FAMILY. WE PREFER
ALTERNATIVE "E" WITH A HOPE THAT WE MIGHT BE ALLOWED TO HELP PROTECT THE
CULTURAL SITES. I DO RESPECT THE IMPORTANCE OF THESE SITES AND DON'T
WANT TO SEE THEM ABUSED AND FEEL THAT BANNING US WOULD ACTUALLY OPEN
SEASON ON THOSE SITES BY LOOTERS AND IRRESPONSIBLE PEOPLE. I FEEL
PROPER MANAGEMENT OF ALTERNATIVE E WOULD HELP ALL "RESPONSIBLE" USERS
TO APPRECIATE & PROTECT WHAT'S DEAREST TO ALL OF US. I FEEL THE
CURRENT "PRISTINE" CONDITION OF THINGS NOW REFLECTS OUR RESPONSIBLE USE OVER
THE LAST 30 YRS. I FEEL WE CAN AN ASSET TO ITS PROTECTION. I FEEL
ITS "WRONG" TO PIT US AGAINST THE TRIBE - WE NEED TO WORK "TOGETHER" TO
PROTECT WHAT'S IMPORTANT TO "US". THANK YOU,

DAN BEEBE
818 PINWOOD
CHUBBURY, IDAHO
83202

DLN 10116038

Please refer to Responses 27 and 29 in Letter No. 1.

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 19

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lois Sept. PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: The desert is place my family has been
going to ever since I was eight years old and
I am fourteen now and we have respected it by staying
on the trails. The use of the desert has been just but
shutting us out will not solve the problem. It will
probably result in more looting and vandalizing of
the sites than less. I prefer alternative E-30
we can benefit from this resource without going far
away to get to a desert. I am willing, with my
family to police the area for looting people
and the vandalism of the sites. I had meetings
in American Falls as well as November with my
father. I attended and listen to them and I
wonder why all of a sudden the Indians are now
complaining instead of a long time ago. We would
love to help but just don't ban OHV use. Thank You,

Edwin Beebe
818 Pinewood
Chubbuck, ID
83202

DLN 14116-038

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 20

USBR / EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)

December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: *I felt compelled to prepare a written
comment on the following page on the Resource
Management Plan for American Falls Res and the
Snake River because of lack of local testimony during
the committee hearings.*
*Jack
Michaelson*

Dear Sirs:

I have read the Environmental Assessment publication with particular interest in the archaeological site inventory section. I was raised on the north side of the Snake River down stream of the American Falls dam. Our family used this area as summer fishing, winter snowmobiling and fall hunting of deer and geese.

I agree with "some" of the archaeological findings which should be retained in present condition which could be of interest to the Shoshone-Bannock community but over the years, usage of the area by Shoshone-Bannock people(or interest of that area) have been "extremely rare". My opinion of surface arrow head hunting(minus excavation) is better served by display in museums, homes, offices, e.t.c. than by being left lying in the sagebrush. Any excavation in the area should be prohibited, but the area has been an area of recreation for nearly fifty years, mixed with grazing.

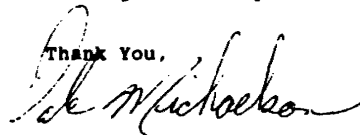
I realize that you are mandated by law to see that what is left is protected, but the recreational value must also be addressed. The Bald Eagle populations draw many photographers from the surrounding area. The birds seem to live in harmony with activity on the river, surviving on fish, other animals, along with wounded ducks and geese, for which came the introduction of steel shot. The short water years of the eighties have had an impact on the populations of birds, but I firmly believe that a come back will continue as the water maintains to flow at its past rates of the seventies, producing more habitat along, and in the river.

I fail to see the specific consideration for noise at Massacre Rocks State Park where the camp area is located the distance from the river that it is. Deer and goose hunting come in very late fall when the park usage is very low, snowmobiling comes when the park is closed, fishing comes in summer when most fishing is " drift" fishing by power boats that make their way back up stream.

I Dale Michaelson, 3929 Rast Road, American Falls Idaho; recommend that Alternative E. be imposed on the area down stream of American Falls which most coincides with the usage of the past forty-fifty years.

Thank you for your review and comments on the Draft Environmental Assessment.

Thank You,





Resource Management Plan Draft Environmental Assessment

Letter No. 21

USBR / EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

12-8-93

Comment: We support Alternative E for the river area of the American Falls Resource Management Plan. This area has been an important recreation spot for our family for about 30 years. It is the only place where we can get to the river. Many people hunt & fish on the North West side. We would be willing to help with enforcement. We respect the Native American Culture but it is not necessary to shut other people out. None of us get to live as our ancestors did. It is impossible to walk on this earth without treading on a place where somebody has been buried in the last 10,000 years. There are deep roads out there that were

established many many nice
trappers and hunters traps. There
probably more than 100 years ago
we will as nearly dead which mean
the most 10000 years. But changed
locations many times.

Designated trap system would be
most acceptable. We have been
getting traps are open for over
children and grandchildren for some
time. Nobody can enjoy it by
just standing on the boundary
and looking over it.

It seems that more + more recreational
areas are being closed to us. We can
soon be confined to a very small
plot.

Please leave us our early spring
and late fall hunting place. It is
not hunting anything.

Thank you

Erica + Jack Collins
345 Maple
Portville OH
83201

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 22

USBR/EDAW PUBLIC INFORMATION MEETINGS COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

from: Maria Churchill
2709 Jerome
Pocatello Id.
83201

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: In my opinion, Alternative E is the only sensible choice. There is no reason to close this area off to motorized access. This is not an Indian burial ground. This is public land and the BOR has an obligation to manage it so as to best meet the needs of all of our citizens. Closing it will simply be a total waste of an otherwise productive recreation area. Closing it will not provide any protection for the so-called archaeological sights. So far, no one has offered a workable plan for protecting these areas after they have been closed off. Just as with poaching, people who would pilfer such areas fear and witness the most. Keeping these areas open could actually provide the best protection. And these are public lands!

DL N 10116-030

Thank you for your comments.

December 30, 1993

Letter No. 23

PO Box 204
American Falls, ID 83211
(208)226-2766

Jerry Gregg
Area Manager
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Dear Mr. Gregg,

I am submitting this letter in response to the public meeting held in American Falls November 30, 1993 and also addressing the proposed Resource Management Plan (RMP) of October 1993.

Concerning the meeting of Nov. 30, I continue to be disappointed that BOR has contracted with EDAW, Inc. to write the RMP and to hold the public hearings. Mr. Petrovsky as chairman would not allow the audience to state their views, make comments, or offer suggestions. He used most of the allotted time explaining the plan and gave very little time for response. I feel that both he and Lynn were very evasive in answering questions and that the final decision would reflect very limited input from the public. As I have stated previously, I feel that BOR has personnel who are much better qualified to present the plan at public hearings and wasted a great deal of tax dollars hiring EDAW.

I also feel that it would serve tax payers much better to have delegated the planning of the down stream or river portion to BLM who have personnel and facilities to draft an RMP from their own district office. BOR postponed this process on the river portion of the plan. BLM could have included it into their upcoming RMP beginning in 1994. This would have been very agency smart and would have put the best qualified people at the job in which they have the most expertise. I realize that for this planning process we are stuck with EDAW and BOR doing land management. I only hope the next time a similar area is faced with the need for an RMP that BOR does what they do best -- manage water and allow BLM to manage and plan for land use.

My comments specifically about the proposed plan and the various alternatives are as follows:

I find much of the plan written to preserve this area from access of man and beast alike. I am surprised that the wildlife are allowed to roam the land as they might intrude on the archeological sites in the area. As I scan the list of paleontological mammalian faunas I notice that the Duck Point area is rich with nearly every listed species. It would suggest

that the existing use and management of the area has been very much in concert with nature. BLM has recently conducted both frequency and trend plot studies and can document that the area below Duck Point is in an upward trend vegetatively. Nowhere in the plan is this information stated or even suggested.

My family and I farm and graze all of the private and BLM ground adjacent to the northwest river side between Duck Point and Massacre Rocks. This has given me a chance to observe and control access to this area.

I have visited with many people in the American Falls area and without exception find support to keep the area open to responsible users including RV's, fishermen, hunters, and sightseers. I believe that most of the recreational users are responsible and would assist in any effort to preserve the archeological sites. I also believe they would be responsible in preserving fragile soils and other habitat if asked to help rather than having their RV use abolished.

I resent the TV spots that were aired this summer depicting the RV users as a force bent on total destruction of the area. I do not engage in this sport, but find that many people who live in cities use this as a way of venting their aggressions in a non-hostile manner. Many are out to enjoy a natural setting away from the city and others to just be with their families away from outside influences.

I am very much opposed to the creation of a National Historical District mostly because I am uncertain of the changes that would be caused by this designation. One of the changes that would most surely happen is that more tax dollars would be needed. I feel that this would cause more pot hunters to be attracted to the area. This would bring the need for law enforcement and more money spent to preserve something that is already well preserved and the circle continues.

Plan E is the most acceptable to me, however; there is not a plan presented in this RMP that has broad base acceptance by all users. I would like to have seen an option that would have been a compromise of archeology, recreation, wildlife, grazing, and tribal culture uses.

I do not believe that the "lock up" philosophy in this area would benefit anyone -- not even archeological resources. Please keep it open and encourage responsible use by all.

Thank you for your comments.

Sincerely,


Leo Kress

January 14, 1994

Bureau of Reclamation, Regional Environmental Officer
Attention: PN-1511150 Curtis Road
Boise, Idaho 83706-1234

Dear Sirs,

This letter is to discuss with you our feelings on the area below the American Falls Dam. The area we are concerned about is on the North side of the Snake River approximately 11 miles West of the Dam.

We had heard that you were thinking about closing this area last year and that there was a meeting scheduled concerning this area last spring. We were out of town for that meeting and also the meeting that was held this fall concerning this area we were out of town again. Last summer we were deprived of riding in an area that has been a favorite for us.

The reason that we like to ride in this area is that my wife has sugar diabetes. As a result of this she has a problem with her feet where she has a very difficult time walking. We have been riding 4 wheelers for many years as a family and friends. This area in question is an area that Sandy can ride in and have a great time on easy trails with out the worry of getting in a tight situation or areas that are difficult. We live in Pocatello so this area is a short drive away and we can go for a day or just a couple hours to get "away from it all". This area provides a good variety of trails and also provides access to the Snake River where we can stop and watch the many birds that are in that area.

I spent approximately 11 years working with the Soil Conservation Service on erosion control and have farmed for much of my life as well. I feel I may have some insight as to what "damage" is as far as the soil goes. In all our time in this area, I have not seen any of these problems. The majority of riders have a real respect for the country side and take very good care of it.

It was interesting that only we (off road riders) were banned from this area last year. People on horse back and hikers were still able to go into this area. From personal experience, I find it hard to believe that a person riding a motor bike or a ATV is out looking for and collecting arrow heads and etc. A person riding a horse and hiking has a greater chance of looking for and finding and picking up any arrow heads or etc than one riding. I personally have witnessed two different times in that area people walking with a bag tied on their belt looking for arrowheads and etc. Those people had walked into the area for the main purpose of looking for items of this nature. They spend much time off from the established trails and I feel that these people do a lot more damage to what you are closing the area for, if that is the real reason.

We belong to the Pocatello Trail Machine Association as well as the Utah Trail Machine Association. The main reason for belonging to these associations to go riding with a group of people who have respect and a caring attitude about the land. Another reason is to go to different area and enjoy the out doors. We feel that through these associations, areas will be improved rather than destroyed because of our riding in different areas of the Country.

We respect the native american culture of the Shoshone Bannock tribe. We feel that us riding in the area on the established trails will have no effect on their culture. I am surprised that this area has been ridden in for so many years and yet the area is in such good shape. I question just a little in my mind if it really was the Shoshone Bannock tribe that actually brought up this opposition or some environmental group that encouraged them to do so. This is just my personal thoughts as to who really brought up the issue. We feel that a well managed OHV plan in this area would be compatible with protecting the cultural resources and respect for it's sacred nature.

We would encourage you to once again open this area to us for the reasons I have stated. If you have any questions, please give us a call. Home 237 7009 or at work 232 7914. Please let us enjoy this area and do not discriminate against us just because we ride and do not hike. Some people such as my wife cannot hike as we have in the past to enjoy the out doors.

Thanks for taking the time to read my thoughts concerning this area and I hope that you realize that we as ATV operators are really not as bad as what the environmental extremeness make out that we are.

Sincerely,



Gary and Sandy Fuhrman
2280 South Fairway
Pocatello, Idaho 83201

cc Senator Larry Craig
Senator Dirk Kempthorne
Representative Mike Crapo

Please refer to Responses 27 and 29 in Letter No. 1.

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 25

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: I, as a land-owning citizen & a nature cycle rider, am
opposed to all the proposals. I feel that the use that has
been common over the past several years,
I do not feel that the impacts of the prior use of the
land has been detrimental & feel that the majority of the
people using the area agree with my feelings.
~~was heard with~~
I have made comments ~~that~~ in the prior meetings (& one
written comment) that I feel the whole area should remain
open. ~~But I feel that the area should remain open.~~
I feel that I have already lived the way. I know
several people & comment from people wanted to have it open
as it has been (prior to last year). This proposal was not
even considered.
I feel very strongly that my opinion will not be considered
& I feel bad about it, however it is a fact of life.

Thank you for your comments.

DLN:10116-030

LEON WILFORD ~~Manager~~
410 CEDAR HILLS 208-234-0818
POCATELLO, ID 83204



Resource Management Plan Draft Environmental Assessment

Letter No. 26

USBR / EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: I am very concerned by the closure of motorized vehicles along the river. I don't believe satellite or ATV's can hurt "sacred lands." When me and my friends go down there we always stay on the trails and never tear up the land. I believe most people do the same. I like to see a lot of pretty things and this is some of the prettiest land I know of. On the winter it is even better but you won't be snowmobiling also. (Which I think is stupid because snowmobilers don't tear up the dirt.) I go camping with my sons and some other groups and that will all come to an end. The meeting you had at American Falls made me very upset and I threw up all night. I really love this land and hope you don't close it to motorized vehicles.

Sincerely,
Thomas Klean

Thank you for your comments.

January 15 1994

Letter No. 27

B.O.R. officer:

I am writing because I am concerned about the American Falls Desert.

I have been riding dirt bikes with my family & friends for more than 20 years. We have no idea that any native american culture was being disturbed.

We are members of the Blue Ribbon Coalition and we would like to respect the culture sites if they were marked, and we are willing to and want to work with the B.O.R. in any way we can to mark trails, and to protect and avoid the culture sites. We want this area open to everyone!

I think a total ban of O.H.V. in this area is not the ~~proper~~ problem with any looting of sites. people can still walk in! It would be almost impossible to enforce this lock out, not only expensive!

I think we can work together to keep this area open for everyone.

Grant D. Barlow

1911 Bush

Pocatello id 83201

Thank you for your comments.

FRANK J. MURDOCK
Certified Public Accountant

Letter No. 28

Dever of Riverside, Regional Environment
Office
Date: PM - 11/15
1150 Center Road
Zanesville, Ohio 43706-1234

Dear Sir:

The American Teller Plant area

needs to remain as is.
1949 government should not be disturbed
by the Shadow Bandwidth. Before then
it was other way the area. After then
we need it for sleep. Who even the shadow
Bandwidth was anyway?
consider giving them back America. Not
it seemed to me too - we have
found someone with sleep the and the
area has not been sent the way it is.
why, look at it? If you have extra
money to police a punishment area as on how
hundreds of back to pay a the national debt.
We have had enough ridiculous Govt
waste.

Hopefully you will keep your conviction strong,
Sincerely,
Frank J. Murdock

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 29

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: If I understand the BOR at the Nov 30th meeting, this "Cultural Resource" will not be developed for any purpose use! it's there so save it. I have the BOR over head the word null: use this area has been totally un-regulated in the past by B.R.P. and I would think for the past 20 years use the public have not abused over the land. Some special interest groups want in take + not share. I have been fishing, hunting, hiking, camping and riding and also working a one point in time all in the "Desert" as we call it for 23+ years with my family. My two boys 23+ 20 now and myself still share time in the Desert. TV areas close and usable help some some my childrens keepin them off the streets. I say thank God my children are young adults. IDAHO has been a great state, but out sides are bringing there values to this state and look where we are going - why are the leaving the states the fix so small over the last 20 years - The Federal Govt is not a big brother but a big bully!

DLN 11116208

Thank you for your comments.



Resource Management Plan Draft Environmental Assessment

Letter No. 30

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept. PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment:

THANK YOU

CONSIDERING CLOSURE OF ALL LEADS
FROM SOUTHERN ROAD TO NORTH END
WATER AREA OF LAKE.

1) FISHING I RECEIVED WHEN FISHING WAS
THAT THERE IS AREA HAS FISHING LESS
OF SOIL AND VEGETATION

2) HAVING USED AREA FOR 55 YEARS, THERE HAS
NOT BEEN TO GREAT DAMAGE TO NORTH AREA

3) NORTH AREA HAS GREAT USE IN THE FALL
FISH WATER FISH HATCHES

4) NORTH AREA LACKS TO LAKE A SMALL
BOAT DOING NEW WATER

5) ALL OF AREA IS GREAT SPOTS FOR BIRD
WATCHERS (SOME OF THE BEST IN THE AREA)

- ⑥ NORTH AREA HAS HAD A SLOW RATE OF BANK EROSION, ONE OR TWO FEET A YEAR.
- ⑦ SOUTH AREA HAS ROADS THAT ARE QUITE TORN UP FROM TEENAGERS TAKING OUT THEIR 4 WHEEL DRIVES AND MOTOR CYCLES.
- ⑧ SOUTH AREA HAS ONLY VIEWPOINTING RESIDUAL
- ⑨ SOUTH AREA HAS A VERY HIGH RATE OF OF BANK EROSION. (PROBLY 4 OR 5 FEET A YEAR)
- ⑩ RATE OF EROSION ON SOUTH AREA IN 50 YRS BUREAU WILL NOT HAVE WORRY ABOUT ROADS THE WHOLE LAND MASS WILL BE IN RESIDUAL
- ⑪ TAKE AWAY THE TEENAGERS PLAYGROUND AND THEY WILL MAKE ANOTHER, AND IT WILL PROBABLY BE ON REC. LAND.
- ⑫ ANY TIME YOU CLOSE LAND OFF TO THE PUBLIC YOU INCREASE THE PREDATORS, MORE PREDATORS MEAN LESS SMALL GAME. (DUPAS - PHEASANTS). THIS HAS BEEN PROVEN BY FISH AND GAME ON STERLING WILDLIFE AREA.
- ⑬ THERE HAS BEEN 5 FIRES ON B.C. HOLE SEGMENT. FIRE WENT OUT WHEN THEY HIT ROADS. THE OTHER WAS IN ROADLESS AREA AND BURNED THROUGH TO WINTERBURN ROAD (LAST 15 YEARS)
- ⑭ WHAT IS BUREAU LIABILITY TO PRIVATE LAND HOLDERS FROM FIRES THAT START ON BUREAU LAND.
- ⑮ I CAME AWAY FROM THE NOV 30 MEETING WITH THE FEELING THAT ALL IS PREDETERMINED, AND THE MEETING AND ALL LETTERS IS A WASTE OF TIME.

W Douglas Lindholm
 2554 W 1300 S
 ARDEN, IDAHO.
 83216

To succeed in a claim against the United States for injury or loss of property, a claimant must show, among other requirements, that the alleged damage or injuries were caused by the negligent or wrongful acts or omissions of an employee of the United States, acting within the scope of his or her office or employment. In addition, no claim arises when the alleged negligent or wrongful conduct lies in the performance or failure to perform a discretionary function or duty on the part of a Federal agency or Federal employee.

Thank you for your comments.

Brandon Broadhead
Pocatello, Idaho

Letter No. 31

December 3, 1993

Bureau of Reclamation
Regional Environmental Officer
Attention: PN-151S
1150 N. Curtis rd.
Boise, Idaho 83706-1234

To whom it may concern,

My name is Brandon Broadhead. I am a junior at Idaho State University, majoring in political science. I have studied the Draft Environmental Assessment for the American Falls Resource Management Plan. In addition I attended the two public meetings over the project, on November 30 and December 1, of 1993. I would first like to address the two alternatives over management of the reservoir area; Alternative A (no action), and Alternatives B through E (the Reservoir Forum Consensus alternative). I will then address the issue of whether or not motorized vehicular access should be allowed to occur on the downstream area of the Snake River. This issue seemed to be of the greatest perplexity and deviceveness in determining which alternative would be the most acceptable to those effected, and in maintaining the environment.

I was originally interested in the A.F.R.M.P. to see what effects would occur upon the water quality of the reservoir. However, the Bureau of Reclamations is not directly responsible over managing the water quality of the reservoir. I am very familiar with the reservoir area. I boat on the Southeast side of the reservoir and fish on the Northeast side. I do not see cattle along the Southwest banks, however I have noticed much cattle activity on the Northeast side; specifically on the McTucker Island area and

1. Comments noted

Letter No. 32

the Danielson Creek area. Long term cattle disturbances along the shore lines have created heavily damaged areas. Common watering areas for the cattle often destroy most or all vegetation, excessively churn the soil, and deposit their feces into the water. Cattle crossing upstream tributaries of the Snake River to get to McTucker Island have developed highly eroded pathways to both sides of the water line. Such activity must be at least partially responsible for the heavy sedimentation that has occurred in those tributaries leading to the reservoir. When visiting the McTucker area I regularly notice very poor conditions of the vegetation. Many of the edible bushes have been stripped of leaves and young branches. This must be occurring due to the lack of edible grass type vegetation. The grassy areas have been eaten down to the ground. For as long as I can remember, cattle have been in the McTucker area. From what I have seen it is time the cattle be removed to allow the area to rejuvenate. The most beneficial effect that the B.O.R. project could have upon the water quality of the reservoir and the land, is that of eliminating grazing along its' shores and upstream of the reservoir.

The reservoir consensus proposal discourages fertilizer and pesticide entry into the water; by prohibiting irrigation up to seventy five feet from the reservoir water line or bluffs. Allowing such chemicals to enter the water system is probably one of the largest problems with water quality today. Practices allowing such pollution to still occur are widespread. The consensus alternative would have a small beneficial impact upon water quality, but every little bit helps. This would at least disallow any chemicals to enter the water system through direct run-off from irrigation

drainage.

2 Due to the lack of responsibility Alternative A takes upon improving conditions around the reservoir I would discourage its' continued implementation. The reservoir consensus alternative does address some of the problems in the area and attempt to manage those problems; creating an improved environmental quality. My only question I have in implementing the consensus alternative is to that of budgeting. Would the B.O.R. realistically be able to accomplish all improvements listed in the alternative? I realize that there is not any one large project within the proposal. However, the many small ones, (campsite improvements, vegetation rejuvenation, lookout improvements, etc.) will add up monetarily. Even if all projects could not be completed, prohibiting grazing and placing restrictions on irrigation would be the most valuable aspects of the alternative.

3 The reservoir consensus alternative is contained within alternatives B through E. These four alternatives contain and stress the importance of protecting the cultural resources existing on B.O.R. land. B.O.R. representatives stated at those public meetings I attended, that since the entire area had been determined to be significant resource site. According to the National Historical Preservation Act, the area must therefore be protected by the B.O.R. The Act requires that any alternative having a "significant" impact upon those resources must be denied.

It would seem that all activity in the area is going to have an impact upon those resources. Motorized vehicle access was noted in the D.E.A. to be responsible for 30% of the damaged sites. Grazing is to be responsible for 30% of the damaged sites. Other recreational use was responsible for 9%

2. An implementation schedule will be identified in the Resource Management Plan and funding and partnerships will be pursued.

3. Only the downstream lands have been designated as an historic district (i.e., whole area significant). Most lands around the reservoir do not contain cultural resources. Please refer to Appendix C for a discussion of data collection methodology. Surveyors were able to identify current uses of the trails although how the initial development occurred may not have been apparent.

of damaged sites. There is no indication of how these percentiles were obtained. Were existing trails determined to be created by motorized vehicles, cattle, pedestrian use or erosion? Were the trail damages assessed equally, placing blame on all users proportionate to actual use occurring? I know the area has become very popular for rock climbing. Such recreationalists use the trails to get to the rock cliffs. I can understand how those areas which have obviously been used by motorized travel can be distinguished. Examples are, steep areas of steep incline. However, those trails used by all recreationalists cannot have the their damage placed mostly upon one group.

Unfortunately, their will be irresponsible activities when people are left unattended. There are motorized vehicle users who will go where they are not suppose to. There are pedestrians, bikers, and equestrians who will also go where they are not suppose to. Of course cattle will go where they are not suppose to, lacking the ability to reason. The B.O.R. reasoned in the D.E.A. that since motorized travel was the most common recreational activity occurring in the downstream area, it was most likely that vandalism or taking of cultural resources was practiced most by this group. Page 3-36 states;

"Archaeologists noted that significantly fewer numbers of finished tools (projectile points, scrapers, drills, etc.) were found on the northwest side near existing trails. This indicates that recreators using the trails are collecting the artifacts. However, most observed and reported users away from the river are associated with motorized vehicles."

This statement seems to infer that since most of the access in the area is motorized, these users are responsible for taking most of the artifacts stolen. I know many people who rode their motorized vehicles in the area.

4. Please refer to Response 18 in Letter No. 1.

Not one of these people took or looked for an artifact. I find it hard to believe that motorized travel has been the most active recreational use occurring. Motorized access greatly decreased during the past many years.

5 The D.E.A. states that all areas in the downstream area are closed to motorized access unless otherwise stated. It is clearly mentioned that such closures have been ignored due to lack of enforcement resources. For quite some time, it was not known to the public that the area was closed to motorized access. Unclear signage around the area was the main means of informing the public. It was local O.H.V. groups who discovered and made the closure known to more of the public. For the past five to seven years motorized travel decreased due to the growing knowledge. The D.E.A. does not seem to recognize that the public did not fully understand the B.O.R. policy of motorized access. I have been a college student for almost four years. I am just learning of the Federal Register system. Many people have no idea of what a Federal Register is, nonetheless what it contains. The document stating the closure was in the early seventies. It was basically the written declaration of closure in which the public was expected to obtain such information. Eventually the public did become more informed of the closure. The individuals I know, who have ridden in the area ceased all activity with much dismay.

I have heard people talking of exploring the area; looking for artifacts. These people are pedestrian users. These people do not hunt for artifacts vlagrantly, they simply do not understand that such resources do not belong to them. General decreased activity would make it much easier for people to hunt for artifacts without being seen. The B.O.R. has no way

5. Please refer to Response 2 in Letter No. 1.

6 to staff the area with an official to enforce any restrictions and or regulations implimented for the area. This agency has not been given the statutory authority to mandate an agency for enforcement purposes. The B.O.R. must count on voluntary cooperation from other enforcement agencies or public support, in helping to protect resources from damage or theft. Although all alternatives state that enforcement of closures to the area would be inhanced, I do not see how they will accomplish this task. It was stated at the meetings, that enforcement officials; such as the County Sheriffs Office, Fish and Game, would be asked to volantlyrily enforce closures. In the past however, enforcement of current closures has been practiced in the same manner, without success. An American Falls City Councilman stated at the Fort Hall meeting that their enforcement officials of Power County simply did not have the resources to assist the B.O.R.. Without any budgetary increases to facilitate the need for enforcement, I am unclear as to how the B.O.R. will accomplish this. The Idaho Department of Parks and Recreation; Off-Highway Vehicle Fund would offer some funding to those areas where motorized access was allowed. This may create a way in which to obtain some type of help in enforcing restrictions and maintaining the area.

7 If responsible motorized use is allowed in the area, responsible users will ensue. By establishing clearly marked, specific trails motorized use could be channelled only to those trails. Allowing use to those people who do follow the rules and laws could promote a more responsible use by others. People encouraged to turn in "wrong-doers" will do so. Such encouragement could be as simple as signs which give a number to call and the information

6. Reclamation is currently working on obtaining law enforcement authority. Until such authority is approved, the Secretary of the Interior can approve and delegate authority to other Federal agencies to enforce rules and regulations on Reclamation lands.

7. Comments noted.

necessary to charge a violator. A larger population of responsible users will make it much more difficult for those who would violate the laws or rules to do so. I would rather see a large population of responsible users than a small population of irresponsible users. The Motorized use that is important to prohibit is that travel occurring off of designated trails. The D.E.A. states, "...when motorized vehicle use remains on existing trails, much of the surface stratum at large sites may remain intact. Greater damage occurs from motorized vehicle use off existing trails." By disallowing responsible motorized use to occur in the area irresponsible use is being promoted. A person who ignores closures will probably also ignore trails. A responsible motorist will obey trail designations and be angry and dismayed that someone is ruining their opportunity to enjoy the area due to irresponsible use. Hopefully this would be a very influential factor preventing harmful activity toward cultural resources.

Thank You

Brandon Breadhead

Thank you for your review and comments on the Draft Environmental Assessment.

November 30, 1993

Mr. John Keys
Regional Director
Department of the Interior
Bureau of Reclamation
1100 North Curtis Road
Boise, Idaho 83706

RE: AMERICAN FALLS DRAFT ENVIRONMENTAL ASSESSMENT

Dear Mr. Keys;

I noticed in a recent copy of the Idaho Statesman that the Bureau of Reclamation (BOR) is soliciting public comment into the draft environmental assessment for the area around American Falls Reservoir and the areas under the Bureau's jurisdiction along the Snake River downstream from the American Falls Dam to and including the headwaters of Lake Walcott. I was not aware that an assessment was being prepared and therefore have had no opportunity to review the draft document. It is my hope that the comments I am providing in this letter will be considered by your staff when preparing the final management resource plans.

While working for the Idaho Department of Fish and Game I was fortunate to be able to work with your agency on projects such as: Teton Mitigation, Teton Claims, Montour Recreation Plan, American Falls Mitigation and the Minidoka - Northside Project. I was also involved in providing material for the Department when the Raft River Electric filed an application to construct a hydroelectric dam on the Snake River above Eagle Rock. Over the many years that I worked with you and your staff I was most appreciative of the interests and concerns that was shown towards fish and wildlife resources and the public's recreation uses and needs within your projects.

Having been born and raised in the Pocatello area and spending my entire career in Idaho I am most familiar with the general areas covered in the American Falls Resource Management Plan. Although I now live in Boise I continue to return to eastern Idaho for a variety of hunting, fishing and recreation activities. Of special concern to me is the necessity of federal, state and county agencies to provide, maintain and develop adequate public access and facilities to the reservoirs, lake and streams of this state. The BOR's mitigation plan for American Falls showed much progress in the development and expansion of the Sterling Wildlife Management Area but efforts to provide for public use areas should be expanded to provide more developments, access and public roads to project lands. Because of the terrain features around the reservoir and along the river below the dam your options are somewhat limited. Therefore it is especially important that you utilize all accessible areas under your jurisdiction to their fullest extent.

1. Comments noted.

2

One area that is of special interest and concern to me is that segment of public land on the north shore of the Snake River lying downstream from the VISTA Access area (also locally known as Mary's Mine) to Eagle Rock. It is my understanding that within the past year or so, in a cooperative program with the Idaho Department of Parks and Recreation, the Bureau of Land Management and your agency, the BOR was delegated or assigned the management responsibility for all of the public lands on the north side of the river down to and including the upper portion of Lake Walcott. The other agencies would assume responsibility for the lands on the south side. This free flowing section of Snake River is one of the more productive trophy trout waters in the Snake River system. I can personally attest to this based on over 50 years of fishing experience in Idaho, that included several hundred excursions to this part of the river.

3

Earlier this year I was advised by friends and relatives that the historically established secondary road system off the Power County road had been posted by the BOR precluding all vehicle access to that portion of Snake River in and around the area commonly known as "Duck Point". A later inspection of the area confirmed this closure. This short road network provided direct access to the river just above the falls and adjacent to a series of islands. The closure also included a road that travels south across the lava rock reef to 2 or more areas above the river and downstream from the falls. These roads not only provided access directly to and adjoining the river for both hunters and fishermen but also provided a visual view of the river, the falls, rapids and a spectacular view of the Eagle Rock area. These roads had been used by four generations of my family over a period of more than 60 years.

Apparently the primary basis for this road closure was to protect and preserve artifact areas that archaeologists feared might be desecrated by the public. In addition there was concern that the influx of ATVs in recent years was causing habitat destruction and erosion problems in areas adjoining the river. Apparently the Antiquities Act was used as the instrument in justifying these closures. In all of my years of using this area, primarily due to the rocky/sandy terrain, I have never observed either destructive off-road activity or artifact desecration. However, several first hand observations while hunting waterfowl in the area downstream from Eagle Rock to Bonanza Bar, where the terrain lends itself to the use of off-road vehicles, I have observed extensive activity and damage by ATVs and certainly concur with the need to manage the lands along this section of the river to prevent a continuation of plant and soil losses.

2. Reclamation has had management responsibility for this area since the early 1900's when the lands were acquired or removed from the public domain for the operation of Minidoka Dam.

Thank you for your comments.

This scenario has been quite lengthy but I feel it important to point out what I believe is a management problem that the Bureau needs to review and reconsider its previous actions. If the roads above Eagle Rock were left open to public use and all vehicles restricted to the roads and parking areas I feel certain you would still accomplish the primary purpose of your closure and still provide continual access for future generations of sportsmen and the general public. Some of us are now getting up in years to where our ability to hike in to areas such as this is very limited, especially when you are loaded down with a pair of waders and an assortment of fishing tackle.

In summary, I believe there is little justification to close the established roads on the north side of the river and still allow the use of the proliferation of roads on the south side between the interstate and the river; this includes the heavily used road to Eagle Rock. Use the closures where they are justified to curtail impact problems. Give due consideration to established uses of the land and waters, manage and develop them so they can be enjoyed by the public in the years ahead.

I appreciate the opportunity to comment on the environmental assessment of the proposed management plans and sincerely request that my comments will receive due consideration.

Sincerely yours,



RALPH V. PETERSON
3220 KIPLING ROAD
BOISE, IDAHO 83706

John: Attached are a couple of scenic photos that I took of the area below Duck Point a couple of years ago.

RP

Thank you for your review and comments on the Draft Environmental Assessment.

Jerry Gregg
Minidoka Project Office
Bureau of Reclamation
1359 Hansen Ave.
Burly, Idaho 83318

Letter No. 33

Dear Mr. Gregg:

I am writing this letter in response to the Draft Environmental Assessment for American Falls, which is part of the Resource Management Plan. I attended your public meeting at the Fort Hall Indian reservation on Dec 1, 1993. The following are my written comments on the Draft EA. I have also included a Freedom of Information Act request. Would you please forward this request to Bruce Cassidy.

General Comments

1 My general impression related to the EA and the public meeting is that there is really only one area of conflict and that is the area downstream of the dam. My other impression is that the major conflict is between the ORV users and the local Indian tribe. My major concern is that I believe that the EA does not address an alternative focused to resolving this problem nor does it assess the KEY environment issue. The Fort Hall tribe believes that this area (downstream of the dam) contains material important and vital to their culture. Organizations whose purpose it is to promote and protect tribes, an example of such an organization is "Cultural Survival" headed by David Maybury-Lewis, lists language and loss of a tribes' oral history as the greatest threat to the survival of a tribal culture. In our words, once a people can no longer speak their native language or perform dances and the like they will lose their culture. What remains after that will be artifacts found in museums. If I could express a concern for the Fort Hall Indians it would be for them to guard against losing their native tongue, their old ways, and their oral history. The Indian nations were the only culture that could communicate with each other even through they spoke different languages. They were able to communicate through the use of "Sign Language". Their were the only culture in the world that every achieved this ability to communicate between different nations that had different languages. That ability is no longer surviving. English has replaced sign language as the means of communicating between the different Indian Nations.

In regards to culture, the major social customs of the Indians were found in their "Societies". The Indians had two kinds of societies one age-graded the other based on achievement. The societies based on achievement were called "Warrior" societies. Examples were the "Braves" society, the "Kit Foxes", the "Doves", the "Brave Dogs", the "Bulls." These societies were the foundation of Indian customs and culture. Loss of these societies, of the Indians language, is the real danger, the real environment impact that the Fort Hall tribe faces. **THE IMPACT THAT THE FORT HALL TRIBE FACES IS NOT LOCATED AT AMERICAN FALLS.** The EA does not list any of the Fort Hall societies and the cultural events that take place downstream of the dam. There is no data that supports any conclusion that the Fort Hall Indians use the area for their societal activities.

1. Reclamation does not presume to define the traditional cultural practices of the Shoshone and Bannock people. Federal law and Departmental policy require that tribes be provided the opportunity to define for themselves the needs and rights related to practice of their traditional culture. The Shoshone-Bannock Tribes and individual members of those tribes have indicated in written and verbal statements that the area below American Falls Dam contains resources and places of great cultural significance to them, and are sacred. These lands are ceded lands where the tribes retain treaty rights of access and use. See discussions in section 3.5.1 of the EA concerning traditional and sacred resources. In addition, letters of comment numbers 46 through 51 address these values. Also see section 3.5.1 for discussions of the outstanding historic, scientific, and cultural significance of the complex of archeological sites in the downstream area. These values were the basis for designating the area as eligible for listing on the National Register of Historic Places as an historic district.

In addition, the EA does not list any of the real treasures (artifacts) that were important to their culture. The EA does not list any:

- Medicine bundles
- Drums
- Medicine rings or hoops
- Shields
- Sun dance dolls
- Saddles
- Cruppers
- Saddle covers
- Cradleboards
- Robes
- Headdresses
- etc.

There is no listing of any stone "medicine wheel" similar to that found in the Big Horn mountains of Wyoming.

Lack of archaeological information regarding this or any other "Significant" artifacts prevents the public (myself and others) from making an "Improved" decision. From the little information presented in the EA, I do not believe that there is evidence of Significant archaeological evidence used by the Indian societies such as that listed above.

I also believe that what is really happening at these public meetings is a clash of cultures. If the area downstream of American Falls dam is closed to ORV use, my way of life will be affected. I will no longer be able to take my child and live "The Old Ways" like I have for over 15 years. A part of my life, a part of my culture, will be destroyed. The places that one can ride an ORV is disappearing. Lost of the Buffalo affected forever the Indians. When the places I can ride are gone, my way of life will be gone. The "Ghost dance" could not return the Indians way of life, their culture. An there will be nothing that I can do to restore my way of life, my culture. **I BELIEVE THAT THE FORT HALL'S CULTURE IS NOT DEPENDANCE ON THE LAND DOWNSTREAM OF THE AMERICAN FALLS DAM. I BELIEVE THAT MY WAY OF LIFE IS.**

The ORV trail system below American Falls is a unique trail system. The EA does not discuss this at all. There is an assumption that one ORV trail system is the same as another. It is as if one mile of trail is the same as another mile of trail. This is clearly not the case for the American Falls ORV trail system. Which is the reason why there is so much ORV user opposition. This trail system is unique. The EA does not recognize this fact. It is as if all Ows were the same. If that was the case we would not be saving the Spotted Owl, which would be a lost to us all.

2. Comments noted.

2

Specific Comments

I do not like to provide comments, because they always are considered negative. However, NEPA (40 CRF Part 1500) defines the process that I must follow.

1) NEPA ,40 CRF Part 1502.14(d), requires a no action alternative. No

3 Action means that the area will be managed in the same way. Basically, No Action means that the impacts will continue to be the same after the Record of Decision. If the No Action listed in the EA is adopted, the impacts will clearly NOT be the same. The No Action given in the EA presents the situation at American Falls since the agency enforced an ORV closure. The NO Action does not represent the situation as it existed at American Falls. One can not enforce an ORV closure and say that this is how we have been managing the area. The NO Action listed in the EA should be Alternative "F". The NO Action alternative that should be given in the EA should be as the area has been managed for the last 30 years.

4 2) NEPA requires "proposed actions that will avoid or minimize adverse effects of these actions upon the quality of the human environment" (40 CFR 1500.2(e)). The EA does not describe the situation that existed before the ORV closure. I would like to point out that the environmental impact of ORV use at American Falls that has been occurring at the area for the past 30 years is NOT discussed in the EA. The facts are that the agency says that there is archaeological artifacts at American Falls. The facts are that there has been extensive ORV use of this area. The Key Environment question that the EA does not address is, WHAT HAS BEEN THE EFFECT OF 30 YEARS OF ORV USE AT AMERICAN FALLS ON THESE ARTIFACTS? THIS IS CLEARLY THE "KEY ENVIRONMENTAL IMPACT" QUESTION. The answer to this question should provide data which details the effect of ORV use on the archaeological artifacts. This question and the important data that it would provide is NOT represented by any of the Alternatives. The EA does not discuss the "KEY" environmental impact question for the area that the EA and the NEPA process was designed to perform. The EA does not provide any data on ORV use (i.e. Recreational Visitor Days). How can one make a decision where the EA does not discuss the key question. What has been the ORV use for the area? An what has been the effect of that ORV use on the archaeological artifacts? How are these artifacts a key element of the Fort Hall culture? This Action is not listed and the data to access the impact of this action on the environment is not provided in the Draft EA for American Falls.

5 3) NEPA requires "that environmental information is available to public officials and citizens before decisions are made and actions taken" (40 CFR 1500.1(b)). The agency is required to protect archeological data so that individuals do not use that information to damage what is there. The EA does provides limited information on the archaeological artifacts, which is at the heart of the problems with the EA, the ORV users, and the Fort Hall tribe. The ORV users are being accused of damaging the archaeological artifacts at American Falls. However, the EA, and neither have the public meetings, provided information that would allow the ORV users or the Fort Hall tribes to be able to understand this issue. Without this information, which the EA should provide, I can not understand the issue, nor can I evaluate the impact, if any, on the area. We have been told that "If you knew what we knew, you would not disagree with us". I am being accused and I can not defend myself. It is a trial without a defense. It is a decision that the public can not make in an "Informed" manner because of the lack of data.

3. The No Action Alternative is considered to be the future without the proposed action. In this case, the motorized vehicle closure is already in place and would require Federal action to change; and a significant cultural resource has been identified with impacts occurring from motorized vehicle use. It is therefore reasonable to expect that enforcement of the vehicle closure would be required in the future without the proposed action (i.e., development of an RMP) in order to meet the legal requirements of the National Historic Preservation Act (NHPA).

4. The impact of existing motorized vehicle use on cultural resources was discussed in the Affected Environment of the Cultural Resources section in Chapter 3 (3.5.1), where existing conditions were described. Motorized vehicle use information was discussed in Affected Environment of the Recreation and Access section (3.6.1) in Chapter 3.

5. All cultural resource data that could be legally provided to the public is contained in the draft environmental assessment. The NHPA prohibits release of information that could disclose site locations or details of their character. Appendix C provides extensive information on the results of the cultural survey.

The following is a Freedom of Information Act Request

Under the Freedom of Information Act, I request the historical ORV use data for American Falls downstream of the dam and the scientific data that details the environmental impact of this use on the area, in particular, the impact to the areas of concern to the Fort Hall tribe, which are the archaeological artifacts, be provided. I do not request actual copies of any archaeological data. I do request ACCESS (preferably at a location near Idaho Falls) to archaeological data that would allow me to evaluate, understand, and comment on the EA for American Falls. It is also my understanding that the Council (see 40 CFR Part 1515.15(g)) can waive all of any fee for this request. It is my hope that the Council does. I would not be making this request if the EA provided information that discussed the historical ORV use and its impact of this use on the area.

6. This information was provided to you directly under your Freedom of Information Act request.

6

IN ADDITION, I REQUEST THE DATA OF THE CULTURAL EVENTS THAT THE FORT HALL TRIBES HAVE CONDUCTED BELOW THE AMERICAN FALLS DAM FOR THE LAST 50 YEARS. I WOULD LIKE THE NUMBER OF EVENTS AND THE DATES FOR THESE CULTURAL MEETINGS.

Closing remarks

7

The loss of this area to ORV use will destroy part of my way of life , and my culture, as surely as the loss of the buffalo did to the nations of the American Indians. The future of the Fort Hall tribes' culture does not lie downstream of the American Falls dam. Mine does.

Sincerely,

Bert Lilburn

cc The Honorable L. Craig
Clark Collins
Bruce Cassidy

7. Comments noted.

Thank you for your review and comments on the Draft Environmental Assessment.

Address: 10425 N. DORIN AVE.
IDAHO FALLS, IDAHO 83401



**IDAHO DEPARTMENT
OF
PARKS & RECREATION**

CECIL D. ANDRUS
Governor

YVONNE S. FERRELL
Director

FRANKLIN E. BOTTLER, Ph.D.
Deputy Director

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Equal Opportunity Employer

February 7, 1994

Letter No. 34

Bureau of Reclamation
Regional Environmental Officer
Attention: PN-151S
1150 North Curtis Road
Boise, Idaho 83706-1234

Dear Sirs:

Reference: *Comments of the Idaho Department of Parks and Recreation on the Resource Management Plan Draft Environmental Assessment for American Falls*

Masacre Rocks State Park is located just downstream of the American Falls Dam. It is classified as an Historical Park and managed for interpretation of its historical past. The visitor center is orientated to represent the rock gap called "Masacre Rocks" in its best light. We have worked with the Idaho Transportation Department to lower and landscape the freeway to reduce impact on the visual corridor. A State Park management objective is to maintain the visual qualities of the site in a way similar to the way the pioneers first saw it; specifically, to prevent visual intrusions into the view-shed, horizon, or landscape that would take away from the pioneer era vista. The park grounds are essentially as they were in the 1840's to 1860's.

The Idaho Department of Parks and Recreation supports activities which will preserve significant cultural resources in this area, protect the visual and esthetic integrity of the slope immediately across from Masacre Rocks State Park, and provide for appropriate recreational activities. We feel that most recreational activities, including OHV use, can be accommodated in the general geographic area if careful planning and management take place including working with organized user group representatives.

If the area has historic/archaeologic resources worthy of protection and designation as a national historic district, as is indicated, recreational and all other uses must be managed to protect this resource. Public Law provides direction and recognizes as "ethic" in valuing historic/archaeologic resources. We support cultural resource protection in this area.

The hill climbing and trail riding of the ORV's on the northwest side of the river has gone unchecked for many years and has left the marks of use. In some places across from the campground, there are now trails



United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Burley District Office
Route 3, Box 1
Burley, Idaho 83318



December 28, 1993

Regional Environmental Officer
Attention: PN-151S
1150 N. Curtis Road
Boise, Idaho 83706-1234

Subject: American Falls Draft RMP Environmental Assessment Comments

Thank you for the opportunity to comment on the American Falls Draft Resource Management Plan. We look forward to working in close cooperation with you during the implementation phase of this plan.

CULTURAL COMMENTS

Chapter 3, page 3-37:

Other Recreation Use

Rock climbing is not addressed. According to our geologist there are about 100 to 150 people who climb in the area, and an unpublished guide to the area exists. The main impact from climbing is the placement of rock bolts that may mar the rock surface although they are usually difficult to see. If they are placed low enough they could damage patina covered rock art.

Table 10 - The rest room at Snake River Vista has been upgraded to permanent. There is also a dock there.

Residual Impacts for Alternatives D & E

The road between area 4A and B comes very close to one of the sites identified by the BLM survey. In addition it is within [redacted] near area 4B. [redacted] purposes, as well as a number of archaeological sites. Increased use [redacted] by ORVs would subject the sites to increased threats of damage by vandalism and being run over by ORVs. The increased use of the area would also create more noise thereby destroying the remaining sacredness [redacted]. On visiting [redacted] with representatives of the Shoshone on December 3rd there was an area [redacted] that was important enough to them that they requested that they be allowed to name it.

Letter No. 35

The National Historic Preservation Act (16 USC 470 (h)(h) and the Archeological Resources Protection Act (16 USC 470 (W-3) require that agencies withhold from disclosure any information regarding the location, character, or ownership of historical resources, when its release would reveal site locations. Therefore, some comments in this letter have been blacked out by Reclamation to prevent disclosure of location of sites and prevent vulnerability to vandalism or looting.

1. Thank you for the information on rock climbing. Very little rock art was recorded on Reclamation lands during the survey. Therefore we anticipate that there is little potential for rock art in areas used by rock climbers. We will further assess this possibility in the CRMP.

2. The change has been made in the Final EA.

3. The Final EA has been changed to indicate these impacts.

VEGETATION COMMENTS

State of Idaho sensitive plant *Gymnosteris nudicaulis* could be on BOR administered lands, it has been found in T09S, R29E, Section 3, SE ¼, which is within ¼ mile of their jurisdictional boundary.

Page 3-13, the next to last paragraph refers "*Juniperus scopulorum*". If this is the correct tree, it should be *scopulorum*. It is suggested that *J. scopulorum* and *J. osteosperma* may both occur in the area but that *J. osteosperma* is probably dominant along the river stretch. Also, this paragraph refers to this type of being uncommon in Idaho. It should probably be stated that although not common in Idaho, it is relatively common in this part of the state.

Threatened or Endangered Fauna Comments

Page 3-23, paragraph 3. Surveys conducted by The Bureau of Land Management's Burley District in 1993 documented the presence of the Idaho dunes tiger beetles on sand dune habitats on BLM administered lands immediately adjacent to Bureau of Reclamation administered lands within the Cedar Fields Allotment. These sites were within approximately 0.5 to 0.75 miles of the Snake River. It is highly probable that this species also occurs on active sand dunes within the Eagle Rock allotment. The Idaho dunes tiger beetles also occupy more than "a few sites along the Snake River Plain." Suitable sand dune habitats occur in a variety of locations west of American Falls and north of the Snake River, although some of the dune complexes are somewhat isolated and small. Occupied dune complexes can be surrounded by sagebrush dominated habitats as well as grasslands, as implied in the draft EA. Vegetation on the dunes is typically characterized by relatively sparse stands of yellow wildrye, lemon scurfpea and/or Rumex. To state that the dunes are "unvegetated" is not entirely accurate. Consult Idaho Conservation Data Center for specific documented localities and further details. It can probably be safely assumed that the Idaho dunes tiger beetle occurs on most if not all active dune complexes within the American Falls RMP area, if even at low population levels. Management action that protect the natural integrity of active sand dunes (i.e. restricting ORV use to existing roads and trails, eliminating ORV use in sand dune habitats altogether, minimizing or eliminating dune stabilization efforts etc.) would probably help to at least maintain existing populations of the beetles.

Grazing Impact Comments

Comments are made in reference to each Alternative.

Alternative A, No conflicts,

Alternative B - The elimination of grazing from Bureau of Reclamation withdrawn lands within the Eagle Rock, Cedar Fields, and Ponderosa Allotments would entail considerable fencing and additional water development at a great cost. To fence on line would be extremely difficult due to the steepness of much of the terrain. The major adverse impact would be the loss of water in the Snake River for livestock use.

4. These changes have been made in the Final EA.

5. Changes to this discussion have been made in the Final EA.

6. This information has been included in the Final EA.

Alternative C - To limit livestock impacts along the river while not completely eliminating grazing would entail extensive fencing though not to the extent of alternative "B". Development of new water sources would be required to provide water away from the river.

Alternative D - In addition to the comments concerning alternative "C", the vehicular traffic on the northwest side of the river may cause degradation of vegetation to the extent that forage availability may be affected. The increased traffic may also cause gates to be left open and livestock to be harassed.

Alternative E - Comments are the same as those for alternative "D", though impacts to livestock from vehicular traffic may be more severe than alternative "D".

Thank you again for the chance of further input to the American Falls Resource Management Plan and we look forward to working closely with you in future planning efforts.

Thank you for your review and comments on the Draft Environmental Assessment.

Sincerely,


for Gerald L. Quinn
District Manager



United States Department of the Interior

BUREAU OF LAND MANAGEMENT
Idaho Falls District Office
940 Lincoln Road
Idaho Falls, Idaho 83401



Letter No. 36

December 30, 1993

Bureau of Reclamation
Regional Environmental Officer
Attention PN-151S
1150 N. Curtis Road
Boise, ID 83706-1234

Dear Mr. James:

I have enclosed a few comments on the Draft Environmental Assessment for the American Falls Resource Management Plan. Our records show that BLM land for which we have management responsibility will not be directly impacted, so my comments will be based the RMP document itself.

- 1
1. Generally, the alternatives as described are not based on objectives which can be quantified and measured. Alternative B, for example, provides a list of potential management actions, but references to objectives appear vague at best.

Alternative B, 2.2.1

- 2
2. There is an objective for increasing waterfowl and upland gamebird habitat which is appropriate, but target levels should be provided for wildlife species and habitat conditions.
- 3
3. It is stated that minimum reservoir pool levels are to be maintained when possible. This statement affords little or no habitat protection since storage capacity can be reduced down to the existing river channel because of contract commitments. Drawdown levels should be established at elevations necessary to meet objectives for maintaining and enhancing habitat for waterfowl, shorebirds and fish. Not addressing a minimum reservoir pool will place the habitat objectives at great risk.

Alternative B, 2.2.2

- 4
4. You should seriously consider developing day use facilities and better road access now at Spring Hollow before other areas around the reservoir reach their capacity. Delayed development at Spring Hollow will result in continued resource damage by the visiting public.

1. The Resource Management Plan will discuss the objectives that were developed based upon issues identified through the public involvement process. The intent of the Draft EA is to evaluate the impacts of the proposed management strategies and actions.

2. This type of specific information will be included in the wildlife management plan to be developed as part of the implementation of the Resource Management Plan.

3. Reclamation does not have the authority to establish a minimum reservoir pool. However, Reclamation is committed to managing reservoir operations in such a manner, where there is an opportunity within the constraints of contractual obligations and legal restraints.

4. The demand for such development does not yet exist.

Alternative B. 2.2.3

- 5
5. We believe that the suspension of grazing leases on McTucker Island would result in a positive impact to wildlife. Where continued grazing may be contemplated it is not clear what levels or thresholds of grazing would be allowed. With inventory data other than occasional field reconnaissance it is possible that some level of livestock grazing may be compatible with wildlife objectives.
- 6
6. At this time the Idaho Department of Lands (IDL) is proposing to relinquish the following parcels back to BLM: Lot 2, SW4NE4, SE4NE4 Sec. 2, T. 6 S., R. 31 E., BM. I have enclosed a copy of a letter dated June 19, 1993, from me to Mr. Jim Wood IDL which explains our position on continued grazing should we obtain the property from the State.

Sincerely,



LeRoy Cook
Area Manager
Big Butte Resource Area

Enclosure

5. Alternative B has been changed to indicate that grazing would be permitted following development of a grazing management plan. Grazing would be permitted if protection for riparian areas, and nesting habitat for upland game and waterfowl can be adequately protected, and concerns about water quality are addressed.

6. Adjacent Reclamation land is part of Sterling Wildlife Management Area. Our intent is to enhance wetland and upland wildlife habitat in this area and evaluate opportunities for subimpoundments. We request that we work together to resolve potential impacts prior to issuance of a grazing permit.

Thank you for your review and comments on the Draft Environmental Assessment.



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Idaho Falls District Office
940 Lincoln Road
Idaho Falls, Idaho 83401



June 17, 1993

Jim Wood
Idaho Department of Lands
3563 E. Ririe Hwy
Idaho Falls, Idaho 83401

Dear Mr. Wood:

Your letter of June 10, 1993, raises several questions that we are unable to give you a direct answer to at this time. However I can tell you that BLM will accept an application for a grazing lease from Mr. Horsch. Our land use plans will allow us to offer a Section 15 lease to an applicant if he/she meets the qualifications to be eligible for the lease. It appears to us that Mr. Horsch will probably meet the mandatory qualifications at this time.

The range improvements mentioned in your letter (authorized and unauthorized), will have to be evaluated and ownership determined on a case by case basis. BLM will probably be interested in signing a cooperative agreement with the applicant to maintain the projects, if BLM determines the projects will enhance the grazing program on the parcel of land.

Any perspective grazing lease will be based on the carrying capacity of the land in question, and will take into consideration concerns of other resources such as wildlife and recreation.

Although this office has not seen the subject property; we will be willing to work with the Idaho Department of Lands and the perspective applicant anytime on problems associated with the reconveyance of this parcel of land to BLM. Please feel free to give myself or Terry Taylor a call at 524-7500.

Sincerely,

LeRoy Cook
Area Manager
Big Butte Resource Area



IDAHO FISH & GAME
SOUTHEAST REGION
1345 Barton Road
Pocatello, Idaho 83204-1819

Cecil D. Andrus / Governor
Jerry W. Conley / Director

Letter No. 37

January 12, 1994

Bureau of Reclamation
Regional Environmental Officer
Attention: PN - 151S
1150 N. Curtis Road
Boise, Idaho 83706-1234

Re: Draft Environmental Assessment - American Falls RMP

Dear Sir:

Department personnel have reviewed the draft Environmental Assessment for the American Falls RMP and have some comments.

1 The river corridor downstream from the dam is utilized as a wintering area for deer. We have noted some vegetative damage as a result of ORV use on fragile soils. This has reduced food availability for overwintering deer. Revegetation would occur with restrictions on ORV use in this area.

2 Another concern involves maintaining existing vehicular access to recreation sites within this same river corridor area. Of particular interest is Duck Point, Snake River Vista, Mary's Mine, Pipeline, Monument and Eagle Rock. Also, we would like to maintain (and possibly improve) existing boat launch facilities in this area, particularly Snake River Vista, Mary's Mine, Pipeline, Monument and Eagle Rock.

3 We also have several concerns regarding management of lands adjacent to the reservoir. For the BOR parcels leased for farming we would prefer that, in lieu of lease fees, farmers would agree to leave standing plots of cover/food vegetation. This would provide excellent habitat for both upland birds and waterfowl.

4 Another concern involves cattle grazing on the reservoir shoreline. While we are not opposed to grazing in the reservoir bottoms, below the high water mark, we would like to have grazing eliminated from the riparian areas. This would significantly improve nesting habitat for pheasants and waterfowl.

1. Reclamation plans to pursue rehabilitation projects where needed and feasible. This was addressed on page 2-28 of the Draft Environmental Assessment (EA) and is included in the Preferred Alternative in the Final EA.
2. Of the areas listed, only Duck Point and Monument (Eagle Rock) are located on Reclamation lands. The Preferred Alternative permits motorized access to Monument Sportsman Access.
3. These suggestions are included on page 2-30 of the Draft EA and have been included in the Preferred Alternative.
4. Please refer to response No. 5 in Letter No. 36.

5

The McTucker area is a very popular year-round recreation site for campers, fishermen and hunters. We would like to see improvements in this area to boat launch and camping facilities. We would be willing to cost-share such improvements. Also within the McTucker area, we would like to have a plan developed for the Bingham County gravel mining operation. We feel that, if done properly, this activity could result in ponds which would provide good fish habitat.

6

We would like to see BOR pursue land exchanges to consolidate small, isolated holdings into larger, more manageable parcels. Also, we would support the negotiation of agreements with private landowners to provide public access to BOR lands.

7

The last comment pertains to the boat launch facilities near the dam. We would like to have improvements made to the boat ramp. This is another project we would be willing to cost-share.

Thank you for the opportunity to comment on this matter.

Sincerely,



Greg Tourtlotte
Regional Supervisor

cc: U.S. Fish & Wildlife Service
Natural Resources Policy Bureau
Jim Lukens
Lon Teeter
Magic Valley Region

GT/JL/jh

5.

The Preferred Alternative identifies that use of this area will be for dispersed/informal camping, with consideration of a campground in the future if use of the area demonstrates the need. Reclamation's authority to construct recreation facilities now requires a local partner, so your offer of cost sharing will be important to future development of this area.

6.

While Reclamation does not have authority for exchanges, we are authorized to enter into relocation agreements which are very similar. Reclamation will continue to evaluate opportunities to use this authority to consolidate lands for more effective management and will also continue our efforts to acquire public access to Reclamation lands.

7.

Improvements to the boat ramp were discussed on page 2-37 of the Draft EA and are included in the Preferred Alternative. Thank you for your offer of cost-sharing assistance.

Thank you for your review and comments on the Draft Environmental Assessment.

28 December, 1993

Regional Environmental Officer
Bureau of Reclamation
1150 North Curtis Road
Boise, ID 83706-1234

Letter No. 38

Dear Environmental Officer:

I have the following comment on the American Falls
Management Plan Proposal:

1 Natural and Cultural Resources: I support alternative B, but without impoundments on the creeks flowing into American Falls Reservoir. I have worked as a waterfowl biologist for 18 years and do not think that these small deep water (> 2 feet) impoundments will add much to local waterfowl production. There is adequate habitat of this type in the Reservoir itself. The one small impoundment of this type at Crystal Wasteway has very little wildlife value. Instead these small impoundments, especially if built across the narrows at Danielson Creek will destroy prime shorebird habitat.

2 Recreation and Access: Motorized access should be eliminated from the north side of the Snake River downstream from American Falls Reservoir. There is enough public land available for ORV's to tear up without destroying this area too. The evidence suggests that the ORV use has resulted in destruction of cultural resources in this area - another reason to deny motorized access. Other than this area motorized access should be confined to those areas where it is presently allowed.

3 I do not favor the construction of developed campgrounds. Unless money is committed for future maintenance they should not be constructed. Without this future monetary guarantee of operational funding the campgrounds will just attract vandalism and litter.


4 Interpretive displays should be placed where they can be well maintained (see comment about maintenance funding in paragraph above). The everglades area is a good place for interpretive displays. You should get input from the Department of Biological Sciences and the Portneuf Valley Audubon Society on the content of the displays. American Falls Reservoir has one of the more interesting bird faunas of anywhere in Idaho; it is possible to see birds here on a regular basis that are seldom seen in Idaho and normally or not often seen away from the coast.

5 Grazing, Agriculture, and Mining: I agree there should be no grazing on units adjacent to the Snake River, or American Falls Reservoir. However, grazing in the drawdown areas should also be halted. If you are worried about nutrient additions to the river it makes no sense to deny grazing on the uplands and then allow

1. Reclamation recognizes the need to consider effects on all species in its wildlife management efforts. The Preferred Alternative in the Final EA provides for development of a wildlife management plan that will help us to prioritize and evaluate our efforts.
2. The Preferred Alternative provides for continued closure of the entire downstream area to motorized access, except for a designated road to Monument Sportsmen Access.
3. The Preferred Alternative does not propose development of any formal campgrounds at this time. It does, however, provide for development at the McTucker Island Ponds area in the future if use demonstrates a need and if local cost-share partners are available.
4. Thank you for your comments.
5. The Preferred Alternative provides for continued grazing in both the upland and drawdown area of the reservoir subject to development of a grazing management plan. The primary concerns about grazing in these areas were related to damage to riparian areas and nesting habitat for upland game and waterfowl. These issues will be addressed in the grazing management plan. Your proposals for requiring wildlife provisions in agricultural leases and mining restrictions were addressed on pages 2-30 and 2-31 of the Draft EA and are contained in the Preferred Alternative.

grazing in the drawdown area where the nutrients will be released as soon as the water rises again. Ag leases should be continued with controls on pesticide and fertilizer use and should be altered to benefit wildlife where possible. Mining should be confined to the McTucker area and should be allowed only with reclamation plans and bonding to guarantee the reclamation will be carried out.

Sincerely,



Stephen H. Bouffard
3811 Northern Lights Drive
Pocatello, ID 83201

Thank you for your review and comments on the Draft Environmental Assessment.



Idaho State University
Pocatello, Idaho
83209-8112

Letter No. 39

Department of Psychology

December 20, 1993

Bureau of Reclamation
Regional Environmental Officer
Attention: PN-151S
1150 N. Curtis Rd
Boise ID 83706-1234

Dear Mr. James,

I have reviewed the "Environmental Assessment Draft" of October, 1993 and find it most informative. The maps, reviews of resources of the area provide an excellent reference source for a wide range of people. The alternative plans of management of this area are clearly set forth and accurately reflect the thinking of the study group. I am pleased to have contributed my small bit to that process.

With respect to alternative management plans, I wish to encourage the Bureau of Reclamation to adopt Plan C. This alternative provides an excellent compromise between the status quo, Plan A, and the highly restrictive Plan B.

I cannot support either Plan D or E. These management options would allow and actually encourage special interest groups to continue and even expand operations that put the ecosystem at risk. Operators of off road motorized vehicles do not need to use the fragile and historically significant narrow strip of land along the river. Besides, they have access to an enormous tract of land between the bluffs to Lake Channel Road and beyond.

Plan C meets the needs of a wide range of people and with the improvements listed it should also protect the environment. It is especially attractive to recreationists interested in hunting, fishing, and boating in this area. The land just southeast of Eagle Rock to Monument Sportsman's Access is heavily utilized by sportsmen throughout the year. At present the dirt road into the area is heavily rutted and is either dusty or muddy, the final drop off from the bluff to the river is narrow and rocky, access really requires use of four wheel drive vehicles. Many people, including the handicapped, would benefit from improved access and development of day use facilities.

Thank you for the opportunity to serve on the study group and to state my reasons for supporting Plan C.

Sincerely,

A handwritten signature in cursive script, reading "Alan M. Hartman".

Alan M. Hartman, Recreationist "At Large"

Thank you for your review and comments on the Draft Environmental Assessment.

674 Lincoln Street
Blackfoot, Idaho 83221

December 10, 1993

Letter No. 40

Bureau of Reclamation
Regional Environmental Office
1150 North Curtis Road
Boise, Idaho 83706-1234

Attention: PN-151S

Dear Sir or Madame:

December 9, 1993, Edition of the "Sho-Ban News," concerning an article entitled "Off-Road Vehicle Users Invade BOR Hearing Intended for Tribal Member Comment."

I recently had an experience with off-road vehicles in the Pass Lake area of the Lost River Range (up along Birch Creek). I and my husband are hikers and backpackers and had visited Pass Lake several years ago. Although there was a road to the lake and cattle had been grazing the area, the area around Pass Lake was enjoyable. There was no trash, no noise, and in fact, while we camped there for three days, the only people we saw were three people who came up on horseback to fish for the day. We used the water from the nearby springs and streams for drinking and cooking. We saw deer and grouse.

We backpacked in again to Pass Lake this summer and I was totally disgusted. The trail had been opened up for off-road vehicles and there were several vehicles/trailers in the parking area, with the usual assortment of pop cans and litter laying around. The surrounding hillsides were scarred by new trails. While hiking up to the lake, we were constantly on the look-out for off-road vehicles, because they would roar up over the hills and we were afraid if we didn't get off the trail in time, we would be run over. The area around the lake was littered with trash, there were pop cans in the lake itself, along with fish guts, and people had used the area around the lake and the springs for their toilet, not bothering to cover up or carry out any of their refuse. Although there were signs posted for the off-roaders to keep on established trails, we witnessed one rider head straight up the hill beside the lake, making his own "new" trail. The sounds of motorcycles was constant during the day. We saw no wildlife. Coming back from Pass Lake, we stepped off the trail to let a group of three motorcycle riders pass. They slowed down initially when they saw us, but as soon as they saw we were off the trail, they gunned their bikes when they went by, showering us with rocks and dirt.

I'm a non-Indian but I can understand their point of view regarding saving their lands. I know I shouldn't judge all off-roaders based on the actions of a few, but it only takes a few to destroy an entire area. Off-roaders, in my opinion, have no reason to be in a wilderness or "sacred" area, because the few who don't use good judgement will destroy the area. Off-roaders should be limited to one designated area. If there is any question about whether to let off-roaders, horses, and even people into a cherished area, please don't do it. The desires of a few people to preserve something important to them should never outweigh the damage that will be done by a few who don't really care about anything but their own enjoyment.

Sincerely,

Marsha J. Sighting
Marsha J. Sighting

Thank you for your review and comments on the Draft Environmental Assessment.

ROSHOLT, ROBERTSON & TUCKER

Chartered
ATTORNEYS AT LAW

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142 3rd Ave. North
P.O. BOX 1906
TWIN FALLS, IDAHO 83303-1906
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BRUCE M. BATH
THOMAS J. RYAN
GARY L. OUGLEY
JUSTIN R. SHAMON
JOHN E. SHIPSON
PATRICK D. MADDOCK
PAUL W. SAMUELSOHN
TIMOTHY J. STOVER
NORMAN M. SEMANZO

Letter No. 41

January 27, 1994

Douglas James
Regional Environmental Officer
Bureau of Reclamation
Attention: PN-151S
1150 N. Curtis Road
Boise, ID 83706-1234

RE: American Falls Resource Management Plan -- Draft EA

Dear Douglas:

We have undertaken a review of the American Falls Resource Management Plan (RMP) Draft Environmental Assessment (EA) and provide the following comments. Citations are to the EA.

It was our understanding that the RMP was to be a land plan, not a water plan. This appears not to be the case in the draft EA.

We are concerned about the "consensus" provisions relating to water, which are included in all of the action alternatives. Specifically, the RMP states that, if feasible, the reservoir would be operated to help meet instream flow quantity and quality needs consistent with other project purposes and contractual requirements in the Snake River below the reservoir. Reclamation would determine instream flow needs, identify flexibility in reservoir operations to help meet needs, and modify operations when feasible. 2-25. In addition, when possible, minimum reservoir pool levels would be retained to help maintain and enhance colonial water bird and shorebird foraging and migration habitats. 2-27.

Although a number of caveats are placed on the Bureau's ability to operate the reservoir for these purposes, the language is vague and ambiguous, raising more questions than it answers. For example, it is unclear what the "instream flow quantity and quality needs" to be met are, or how much water this could require. Instead, it is left to Reclamation to determine instream flow needs, without stating what process will be utilized

Douglas James
January 27, 1994
Page 2

or what specific steps will need to be taken to meet them. Likewise, "minimum reservoir pool levels" are not defined and no indication is given of when they will need to be retained.

At a minimum, an opportunity for public comment and input should be allowed before any of these apparent water allocation decisions are made. Better yet, the language should be eliminated altogether. Water rights must be protected, consistent with the EA's preliminary comments recognizing contractual commitments, established water rights and irrigation needs. 1-1.

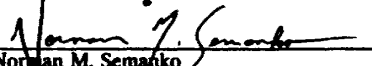
We are also curious as to the Bureau's authority for the provisions cited above, especially in regard to instream flows. As noted in the EA, no legal minimum flow has been established downstream of the dam. 1-7.

We appreciate the opportunity to comment and trust that you will give our views serious consideration when drafting the final EA.

Respectfully submitted,

ROSHOLT, ROBERTSON & TUCKER,
CHARTERED

By:


Norman M. Semanko

Attorneys for Twin Falls Canal Company
North Side Canal Company
American Falls Reservoir District

Reclamation recognizes existing obligations relative to water rights, storage contracts, and irrigation needs. Our intent is to evaluate and modify reservoir operations to achieve resource needs, if such modifications do not affect these obligations. If changes are proposed that fall outside historic reservoir operations, opportunities for public comment would be provided. One of the major project functions is for fish and wildlife habitat (page 1-7 Draft EA) which can include providing instream flows.

Thank you for your review and comments on the Draft Environmental Assessment.

01269402.NMS



State of Idaho
DEPARTMENT OF WATER RESOURCES

1301 North Orchard Street, Statehouse Mail, Boise, Idaho 83720-9000
Phone: (208) 327-7900 FAX: (208) 327-7866

Letter No. 42

CECIL D. ANDRUS
GOVERNOR
R. KEITH HIGGINSON
DIRECTOR

December 1, 1993

Regional Environmental Officer, Attn: PN-151S
Bureau of Reclamation
1150 N. Curtis Road
Boise, ID 83706-1234

Dear Sir or Madam:

Idaho Department of Water Resources personnel have reviewed the Draft Environmental Assessment (EA) for the American Falls Resource Management Plan. We offer the following comments and recommendations.

1 On page 1-13, first paragraph, we find reference to the Idaho River Systems Management Program, a cooperative program with the Idaho Department of Water Resources. The second and third sentences should be changed to read:

Cooperative basin planning began in fiscal year 1991. Resource inventory, public involvement, and legislative approval which is required to implement the basin plans, is currently ongoing.

2 On page 2-25, second paragraph, Alternative B, the EA states, "If feasible, operate the reservoir to help meet instream flow quantity and quality needs consistent with other project purposes and contractual requirements in the Snake River below the reservoir. Reclamation would determine (in cooperation with.....) instream flow needs, identify flexibility in reservoir operations to help meet needs, and modify operations when feasible. However, on page 3-5, fourth paragraph, Environmental Consequences, Alternative B, the EA states "Because reservoir operations would not be affected...." And under Alternative A, two paragraphs above, the EA states, "Because changes in reservoir operations are not a part of this study...." It appears inconsistent to first list reservoir operation review for instream flow needs as an action of Alternative B and then declare changes in reservoir operations estranged to this Resource Management Plan.

3 As a federal agency, is the Bureau of Reclamation required to look at Recreational River eligibility of the Snake River, downstream from American Falls Reservoir, under the Wild and Scenic Rivers Act in the Resource Management Plan? It appears the stretch may possess Outstandingly Remarkable Values in cultural, fishery, and wildlife resources.

Thank you for the opportunity to comment on the Draft Environmental Assessment.

Ruth E. Schellbach

Ruth Schellbach, Planner
Planning and Policy Division

1. This change has been made to the Preferred Alternative in the Final EA.

2. The RMP makes recommendations on various programmatic issues that will be developed more fully in subsequent implementation actions. The specific actions will be identified and evaluated in a separate process and appropriate environmental analysis will be completed at that time.

3. The Reclamation portion of the Snake River is considered to be the backwaters of Lake Walcott and does not meet the criteria for a wild and scenic-river designation.

Thank you for your review and comments on the Draft Environmental Assessment.

POWER COUNTY
STATE OF IDAHO

Letter No. 43

RALPH M. WHEELER
LYNN THOMPSON
JUDY WOODWORTH



POWER COUNTY COMMISSIONERS
543 BANNOCK AVE.
(208) 226-7811

AMERICAN FALLS, IDAHO
January 24, 1994

Bureau of Reclamation
1150 N. Curtis Road
Boise, ID 83706-1234

Re: Draft EA for American Falls RMP

Ladies and Gentlemen:

The Power County Commission feels there is a compelling need to comment on two specific areas of the American Falls Resource Management Plan. Both areas are located on the northwest river shoreline below American Falls Dam.

The first is identified as area (2) and contains the feature known as Duck Point. While it would require some fencing to separate it from areas (3) and (4), it contains valuable scenic and recreation sites and vistas that have been accessible and unabused for decades. They should remain accessible for the general public via vehicular use.

Next are areas (3) and (4) which separate farming and grazing lands from the river. Our first preference would be continued access to grazing livestock, at least through fenced corridors, if not completely. The alternative would be a well to provide stock water, otherwise the grazing lease has no value.

The Power County Comprehensive Plan as well as the Power County Zoning Ordinance focuses on promoting and preserving the agricultural base for its citizens and to maintain the recreation opportunities of the county. Both of the above recommendations are consistent with this plan.

We note that, because of the "bundling" of the various management alternatives, the options we have endorsed are not located

Bureau of Land Management
Page 2
January 24, 1994

neatly under A, B, C or D. Despite this, we hope you can accommodate our desires. The options we recommend are not contingent upon an unreasonably large budget allocation to implement our requests if you so desire.

Sincerely


Ralph M. Wheeler
Chairman

Comments noted. The Preferred Alternative in the Final EA provides that Reclamation will work with BLM and affected ranchers to examine methods obtaining another water source for livestock use.

Blackfoot, Idaho
Dec. 21, 1993

Letter No. 44

Bureau of Reclamation

Gentlemen:

After looking through the draft Environmental Assessment I would encourage ~~you to~~ ^{Idahoan Falls} adopt Alternative A (no action) Reservoir area.

I would like to make a few comments about your decisions on McTucker Island. You state that use is by boat in only. This seems extremely discriminatory to me. There are hundreds of families who do not own a boat and probably never will in the entire life. Yet a good many of these families would like to spend a night camping occasionally without driving 1 or 2 hundred miles to do it. Very few if any in this group would not be able to hire an outfit to boat them in for this purpose. A bridge to McTucker Island is the best thing that could happen for Bingham County and surrounding area.

Sincerely,

Donner Hammond
485 N Spruce
Blackfoot, Idaho 83221

Thank you for your review and comments on the Draft Environmental Assessment.

Letter No. 45

December 30, 1993

Lola Sept, PN 151S
Bureau of Reclamation
1150 Curtis Road
Boise, Idaho 83706-1234

Dear Lola Sept,

I am writing in behalf of Houghland Farms, Lessee of grazing leases on the north end of the American Falls reservoir.

The BOR appointed people to participate on a forum, to help produce a resource management plan. These members were selected from various government agencies and private backgrounds.

As a member of the forum, I know we did not discuss grazing practices or reform, instead the forum meetings focused on how to eliminate grazing.

Grazing representation was by one person, myself - John Houghland. I attended two meetings. From the beginning it was very clear the members of this forum were comprised of people who were anti-beef or anti-grazing. The intent was evident, they didn't want grazing! The forum held numerous meetings that I was unable to attend for health reasons. I believe the outcome would have been the same regardless. The picture painted by the group was that the BOR grazing land was in trouble, and not being managed properly. The group took a brief tour of this grazing allotment by vehicle, never getting off the well worn path. How can a person make a decision on a one time inspection, plus they didn't know any facts or history of this grazing area. My family has been leasing this allotment for over twenty five years, so it came as a surprise to learn that we have been behaving so badly. We have always only used this area late in the summer, so to avoid any bird nesting. Plus this allotment is bid and payed for in Feb., you have to take what grazing is available, because the water level and the drawdown time dictate how long you can stay. The forum's proposal alternate B would suspend grazing above the high water line. The portion they expect cattle to graze is largely covered with willows and cockleburrs. Further out on the drawdown area are the mud flats, which are unexcessable. They suggest building a fence to contain cattle only on the drawdown area. This fencing would be at the cost of the lessee. Fencing and cattle guards would be expensive to build and a nightmare to try to maintain. If the upper and lower ends of the reservoir aren't grazed together, the lower end is worthless.

Ranching isn't a big money maker, the business is tough enough because mother nature has a lot to say about what we make. I believe with a common goal and trust success for everyone could be achieved. All we are asking is that the area be appraised by a qualified individual, who is neutral to both sides. We do believe that a working arrangement could be achieved by everyone.

I have included a few pictures, that should help understanding the area.

Sincerely, John Houghland
Houghland Farms.

Please refer to response No. 5 in letter #36.

Thank you for your review and comments on the Draft Environmental Assessment.



United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
FORT HALL AGENCY
FORT HALL, IDAHO 83203



December 28, 1993

Bureau of Reclamation
Regional Environmental Officer
1150 North Curtis Road
Boise, Idaho 83706 1234

Dear Sir:

The Bureau of Indian Affairs, Fort Hall Agency, would like to thank you for the opportunity to submit comments regarding the American Falls Resource Management Plan (RMP). Attached is the Memorandum we have sent to the Portland Area Director requesting their support in addressing most of the concerns voiced by the Shoshone-Bannock Tribes.

We feel that the major issue of concern is the continued vehicle use in an area the Shoshone people feel is a sacred and religious site. The BOR lands being addressed are Federal lands and within the Tribes Treaty area; therefore, the Tribes should share a major voice in any proposed developments. The parties utilizing these areas for off-road vehicle recreation are continually being regulated by other land management agencies throughout the northwest because of their environmental effect. Even though we believe that recreational use should be allowed in some areas around the reservoir, it should not be the major factor in determining land management policies.

Hopefully, the issues addressed will be taken to heart and that a sensible and workable alternative will be selected. Should you have any questions or require additional information, please contact the agency at any time.

Sincerely,



Superintendent

Attachment

The Preferred Alternative in the Final EA provides for continued closure of the downstream area to motorized vehicle access, except for a designated route to the Monument Sportsman Access on the south side of the river.

Thank you for your review and comments on the Draft Environmental Assessment.

UNITED STATES GOVERNMENT
memorandum

DATE: December 21, 1993

REPLY TO
ATTN OF: Superintendent, Fort Hall Agency

SUBJECT: Comments Regarding The American Falls Resource Management Plan and Draft
Environmental Assessment

TO: Area Director, Portland Area Office

In an effort to support the Shoshone Bannock Tribes (Tribes) in addressing their concerns involving the American Falls Resource Management Plan (RMP), I am writing to make you and your staff aware of some issues we believe deserve immediate attention. The RMP has developed 5 resource management alternatives from which the preferred alternative will be selected following public comment, projected to be finalized during 1994. The RMP will provide management guidance for the land and water resources under the Bureau of Reclamation (BOR) jurisdiction which include 4,200 acres around the reservoir and 3,400 acres downstream along the Snake River. The Tribes haven't yet formally endorsed any of the alternatives but alternatives A, B, and C would more closely address some of the following concerns and objectives of the Tribes.

The first and foremost concern the Tribes have is in the management of the area along the Snake River downstream from the reservoir. The Tribes have had strong aboriginal and historic ties to these lands since inhabiting this area. Several tribal elders have expressed their deep religious and sacred feelings about the lands in this area and concerns for its protection, especially the northwest side of the river. Alternatives A & B would reinforce the Executive Order 11644 (Use of Off-Road Vehicles on the Public Lands) for the continued vehicular closure on both sides of the river. Alternative C would continue the vehicular closure on the northwest side but would allow for limited motorized access on the southeast side of the river. The main objective of the Tribe is to protect this sacred area from further deterioration of their ancestral burial sites and of the area which Shoshone people have utilized for worshipping and fasting for centuries.

The Tribes have worked with the BOR in an effort to secure and protect these archaeological and sacred sites but have had limited success. The BOR has erected some temporary fencing at the main access points on the northwest side of the river but the material is made of a very flimsy quality. Also, the BOR has lacked the authority to enforce the vehicle closure since the Executive Order was issued in 1976 and therefore hasn't done so. However, the Secretary of the Interior, Bruce Babbitt, being made aware of the situation has directed the Bureau of Land Management (BLM) to provide the necessary law enforcement services for the land involved (see attached letter). Even though directed, enforcement of the closure in this area for one reason or another has not occurred. We ask that you join the Tribe in their effort to preserve this area by urging our sister Bureaus to find the means to enforce this closure. We feel with enforcement, the off road vehicle use would practically be eliminated. The Tribes have indicated their willingness to assist in this effort either by a cooperative Memorandum of Agreement (MOA) or by contracting to provide the services.

Another matter which the Tribe has some deep concern with is in regards to items collected during the cultural resource inventory. The BOR contracted with Dames and Moore to complete Class I and Class III inventories of the cultural resources around the reservoir and the area downstream. During this process, archaeological items thought to be culturally diagnostic were collected. The Tribes have been made aware of the items collected which includes various types of artifacts of which one is possibly a ceremonial pipe. The Tribe believes that these items should be returned to their original site. However, because the Tribe fears that these artifacts could be lost to collectors they have requested the BOR to return these items to the Tribe for their safe keeping in accordance with the Native American Graves Protection and Repatriation Act. The BOR hasn't yet returned these items nor have they made any response in regards to this matter. We are asking your assistance in asking the BOR to return these items to the Tribe as the regulations require and not to weaken the spirit of cooperation developed by the Tribe and BOR regarding the RMP.

Also included in the RMP is the Non-Tribal land base around the reservoir. Although the Tribe chose to exclude the reservation land from the RMP, the Tribes do have some concerns they would like continued to be addressed. The Tribes still believe there are some unmarked burial sites along the bluffs adjacent to the reservoir. We would like to see the BOR to continue to work with the Tribes whenever any burial sites are discovered so that arrangements can be made either to protect the site or remove the remains. Currently there has been annual projects where section of erosion prevention and control are being done. The Tribes believe that because of the high percentage of the problem areas off the reservation have been addressed, there should be more stabilizing or protective measures scheduled for the reservation in the future. We don't believe the Tribes are going to be very willing to grant additional land in areas where reservoir water encroachment may occur; therefore, BOR needs to maintain and preserve their current easements.

Finally, the Tribes believe that the other federal land management agencies involved should be reminded that they too have some trust responsibilities to the Tribe and that BOR lands around the reservoir and downstream along the Snake River are covered under their treaty. Also, there are enhancement works regarding fisheries, wildlife and riparian improvements that have been proposed. The Tribes would like the agencies involved to be aware there is a wide array of qualified people available on the reservation and that they would like an opportunity to assist in these projects either through an MOA or the contracting process.

Superintendent

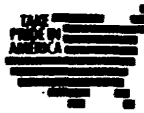
SURNAME
<i>Spencer</i>
<i>Bird</i>

Attachments



United States Department of the Interior

BUREAU OF INDIAN AFFAIRS
Portland Area Office
911 N.E. 11th Avenue
Portland, Oregon 97232-4169



Letter No. 47

FEB 15 1994

MEMORANDUM

TO: Regional Environmental Officer, Bureau of Reclamation
FROM: ^{ACTING} Portland Area Director
SUBJECT: Comments and Concerns on American Falls Management Plan

The following comments are in regards to tribal concerns on the management of American Falls Reservoir. Some of these issues fall within the purview of the Draft Environmental Assessment for the American Falls Management Plan, which the Fort Hall Agency has recently commented on. Other issues involve procedures that involve working relationships between the Bureau of Reclamation (BOR) and the Shoshone Bannock Tribes (Tribes), who continue to maintain strong cultural and spiritual ties to this land.

1. Please refer to response to letter No. 46 above.

1

1. A primary concern to the Tribes is the management of the area along the Snake River downstream of American Reservoir. This area, especially on the northwest side of the river, has a strong religious and sacred importance to some of the tribal elders. The Tribes want to see this sacred area protected from further damage to their ancestral burials, cultural sites, and places of worship and fasting that have been utilized over the centuries. As most of this damage has been caused by off-road vehicles, the exclusion of this use, now and into the future, is felt to be warranted. Specific to the northwest side of the river, Bureau of Indian Affairs (BIA) acknowledges the efforts that BOR has undertaken since they closed the area by Executive Order in 1976. It appears, however, that these actions have been less than successful. While the tribes continuing concern has recently been elevated to the Secretary of Interior level, we have heard that the proposed law enforcement remedy set forth in the Secretary's July 16, 1993 letter to the Tribes' Council Chairman may not be able to be operationalized. If this is, in fact, the case, the BIA and Tribes, and probably other sister bureaus, would be willing to work with you in finding alternate ways to enforce this closure.

2. BOR has contracted out previous cultural resource surveys in the vicinity of American Falls Reservoir. One firm contracted to do Class 1 and Class 3 inventories collected some "culturally diagnostic" artifacts, including a possible ceremonial pipe fragment. The Tribes have requested that these materials be returned to the sites they came from. For those items that meet the definitions of the Native American Graves and Repatriation Act (especially the pipe fragment), the Tribes request the item(s) be repatriated to them. The BIA would appreciate your contacting the Tribes directly on this matter in the near future.
3. The Tribes would like to continue to work with BOR in regards to the on-going discovery of previously unknown or unmarked graves on non-tribal lands. These graves occur along the bluffs adjacent to the reservoir, as well as within the reservoir pool itself.
4. The focus on previous stabilization and erosion work has been on off-reservation lands. Where reservation lands are involved, the Tribes feel that the BOR should focus on similar work that will maintain/preserve their current easements. As such, the Tribes will be less favorable in the future to granting lands in areas that may be affected by water encroachment.
5. The Tribes would like to continue working with the BOR in areas of trust responsibility in the future. They would also like to see other Federal land managing agencies participate in issues of trust responsibilities, as appropriate, and would appreciate BOR's assistance in reminding their sister agencies of trust responsibilities.
6. Finally, the Tribes have a wide array of qualified people who would like the opportunity to assist in future projects. They could be available through contract and/or memorandums of agreement. If future opportunities become available, your agency should contact the Tribal Employment Rights Ordinance (TERO) Office, L. Patrick Wadsworth, TERO Director, Shoshone-Bannock Tribes, Fort Hall, ID 83203. Telephone (208) 238-3848.

If you have any questions about the above, please contact Chuck James, Area Archaeologist, at (503) 231-6749.

Louis B. Helder

2. Comments noted.

Thank you for your review and comments on the Draft Environmental Assessment.



Resource Management Plan Draft (Environmental Assessment)

Letter No. 48

USBR / EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

DECEMBER 10, 1993

Comment: I'm an enrolled member of the Shoshone-Bannock Tribes of Fort Hall, Idaho.
I'm concerned and aware of the America Falls Reservoir issue.
It's saddens me to think that my people have to prove and base their opinion on an issue
that's always a part of them. This area is our Sacred Lands. Our ancestor's dwelled
in this Special place. This Special area is where prayer's were sent, Ceremonies were
done, and most importantly our Ancestor's were laid to rest there. For thousands of
years my people utilized this area, this special place. Now it's sad to learn that
this Special place has been DISTRUBED. Distrubed by a group of individuals who say, they
have rights and respect for the lands. What rights could they have? Do they have
jurisdiction being there? Maybe they have a treaty. No! They have no right's being there
in the first place. My people have that right and the jurisdiction. This area is
Federal Lands.

I cannot see these individuals so called right's supercede over right's of the Indian
people. The non-Indian say they have respect, I don't see respect, I don't hear respect
RESPECT is a very powerful word. There has been no RESPECT for the lands that have already
been DISECRATED. Our ears are not alien to the word Respect. From cradleboard to Adult,
we are taught to RESPECT our Elder's RESPECT our Mother Earth and all living things that

dwell upon her. We are taught if you have to take, take only what you need. In turn always give something back in return, to replace what you took. To Show you have Respect and give Thanks.

In turn those certain individuals with their MATERIALISTIC VALUES think with shallow minds. They don't take the time to just stop and appreciate the Splendor and Glory of Mother Earth's Magnificent Beauty. The white culture takes our world for Granted. What a sad thought. All this for what ? Recreational use ? They say they want their recreation site carried on for their children to enjoy. If they continue to carry on, there won't be nothing left for no one to enjoy.

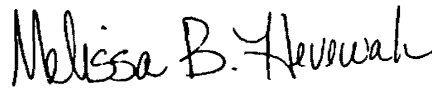
Why is it always the white people that always takes, but never gives back? From the beginning of the white man, all they want to do is take. Take over the lands that the Creator placed my people on. I feel very threatened because my Ancestor's have been violated once more. I would like to see the whole endangered area CLOSED. Closed to all Recreational use, Any kind of Gazing, and other activities that will hurt the Environmental Habitat.

In closing I hope when you finally make that decision on which plan or other alternatives there are, I hope you take into consideration the value of a historical site such as this, AND MOST IMPORTANTLY OUR SACRED SITES.

Please weigh-out all the significant value to this area. In full consideration to our past and future. Most of all have Respect for our Mother Earth, she is crying out. Thank-You

Thank you for your review and comments on the Draft Environmental Assessment.

Sincerely Yours;

A handwritten signature in cursive script that reads "Melissa B. Hevevah". The signature is written in dark ink and is positioned above the printed name and title.

Melissa B. Hevevah
Shoshone-Bannock Tribal Member.

STATEMENT OF

MAXINE R. EDMO

Shoshone-Bannock Tribal Member

Letter No. 49

RE: The American Falls Resource Management Plan

HISTORY: The entire State of Idaho as well as the surrounding states were the aboriginal land areas that the ancestors of the Bannock and Shoshone bands used and lived on for purposes of resource, in order to survive, since time immemorial. As more and more Europeans came to the Americas we lost more and more homeland and resources. The Boise area was the aboriginal homeland of the Boise Shoshone & Bruneau Shoshone bands and they were promised a reservation site along the Boise River. The soldiers marched some of our people to the Fort Hall area, those that survived. My maternal grandfather was one of those from the Boise Shoshone band, that was brought to the Fort Hall Reservation about 1869.

The Lemhi Shoshone had the Salmon area as their homeland, they were also forcefully moved to the Fort Hall Area. The Bannocks fought in the "Bannock War" to try and keep the Camas Prairie as this was another subsistence area. This language is in the Bannock Treaty signed at Fort Bridger territory in 1868, and was spelled as Kamas Prairie or "Kansas" for the English purpose of "forked tongue." The original land area signed in the treaty was over 2 million acres. Some people felt this was too much land for the Indians so the land was reduced to the current acreage.

The American Falls Dam site further reduced the land base, Indian land taken again. How convenient. All of these aboriginal sites were beautiful with a lot of resources.

The Jackson Hole and the Yellowstone Park areas were also aboriginal areas of our people (Bannock & Shoshone). My paternal grandfather and other Bannocks were jailed in Wyoming for killing elk, many of the Bannocks died in jail. They survived on big game for many years, as do some of our people today.

The land where the Pocatello airport is located is another rip-off. During World War II tribal leaders were told to be patriotic so the (airport) land could be used for war purposes. And the land would be returned to us after the war. The war is still on, the land has not been returned. The land was condemned by the government and sold to the city of Pocatello for \$1.00. The Fort Hall Reservation is a reserve in the original land area of our people. While millions of acres of land were taken illegally from the Bannock and Shoshone people.

The federal government and the agencies created have not worked in the best interest of our (Shoshone-Bannock) people. They have a trust responsibility that is not being lived up to by the federal agencies.

Statement - M. Edmo
December 30, 1993
Page 2

The American Falls Reservoir Management Plan is another example of the history of the State of Idaho in regard to the treatment that our people have been subjected to for many years. There is little respect by the non-Indian for the land, wildlife, water, natural resources, artifacts, ancient burial sites, etc. Indian people have respect for all of these as they need to be protected for the future generations yet to come.

The federal government has failed in protecting the northeast shores of the Snake River from erosion as well as down river. There has been disregard for the Indian burial sites that have been exposed on the shorelines. No riprapping has been provided to protect the land from caving in. There has been 30 years of disregard of the Bureau of Reclamations restricted access of motorized vehicles. No enforcement has been provided. Federal laws passed by the U. S. Congress have been disregarded. Yet the federal payroll continues for those that are supposed to protect these areas from being destroyed.

SPIRITUAL AND CULTURAL CONCERNS: The importance of a strong Indian cultural and spiritual identity is important to us. All of the cultural sites mentioned in the American Falls Management Plan have significant meaning to our people and need to be protected from vehicles, cattle, etc. Our ancestors had a very sacred attachment to the land, water, specific sacred sites, all things are created for a purpose. We need access to these aboriginal sites. Repatriation and cemetery issues are continuing concerns.

MANAGEMENT PLAN: The options or alternatives provided in the Management Plan offer little protection for tribal interests on page 2-27. At the bottom of the page 2-27 states, "As staffing permits, prepare a PMOA and CRMP for site management on lands around the reservoir, in consultation with the SHPO, Advisory Council, with comments from the Shoshone-Bannock Tribes." The above four lines offer no protection for tribal interests, nor actual substantive input from the Tribes.

My granddaughter and her father were shot at by people on a motor boat on the Snake River while they were feeding cattle in the Fort Hall Bottoms. My sister was also shot at while in the waters of the Snake River some years back by non-Indians. I am opposed to any further development on McTucker Island since it is so close to the Fort Hall Bottoms area. Consciousness and awareness needs to be developed by the non-Indian.

It is a cruel hoax for federal officials to disregard our rights and then provide no effective means to enforce our rights when they are being trampled on. This is the situation that we are seeing today as Indian people.

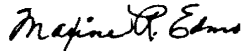
Statement - M. Edmo
December 30, 1993
Page 3

TRIBAL ALTERNATIVES:

1. Since the federal government is not going to protect the land, cultural sites, the interests of the Shoshone-Bannock Tribes the land should be returned to the aboriginal owners of the land for protection as a reserve.
2. If this is not returned then the Shoshone-Bannock Tribes should have joint responsibility in patrolling the area and enforcing federal and tribal laws. Precedent is already set in the Salmon Country in monitoring the interests of the Shoshone-Bannock Tribes.

Your prompt reply to the above concerns and alternatives submitted will be appreciated.

Sincerely,



Maxine R. Edmo
P. O. Box 367
Fort Hall, ID 83203

(208) 238-3725 (work #)

Thank you for your review and comments on the Draft Environmental Assessment.

ANDREW JOHNSON, PRESIDENT OF THE UNITED STATES OF AMERICA

To all and singular to whom these presents shall come, Greeting:

WHEREAS, a Treaty was made and concluded at Fort Bridger, in the Territory of Utah, on the 3rd day of July, 1868, by and between Nathaniel G. Tylor, Wm. T. Sherman, Wm. S. Harney, John B. Sanborn, S. F. Tappen, C. C. Augur, and Alfred H. Terry, Commissioners, on the part of the United States, and Wash-a-kie, Wan-ni-pita, and other Chiefs and Headmen of the Eastern band of Shoshonee Indians, and Tag-ges, Tay-to-be, and other chiefs and Headmen of the Bannock Tribe of Indians, on the part of said band and tribe of Indians respectively, and duly authorized thereto by them, which treaty is in words and figures following, to wit:

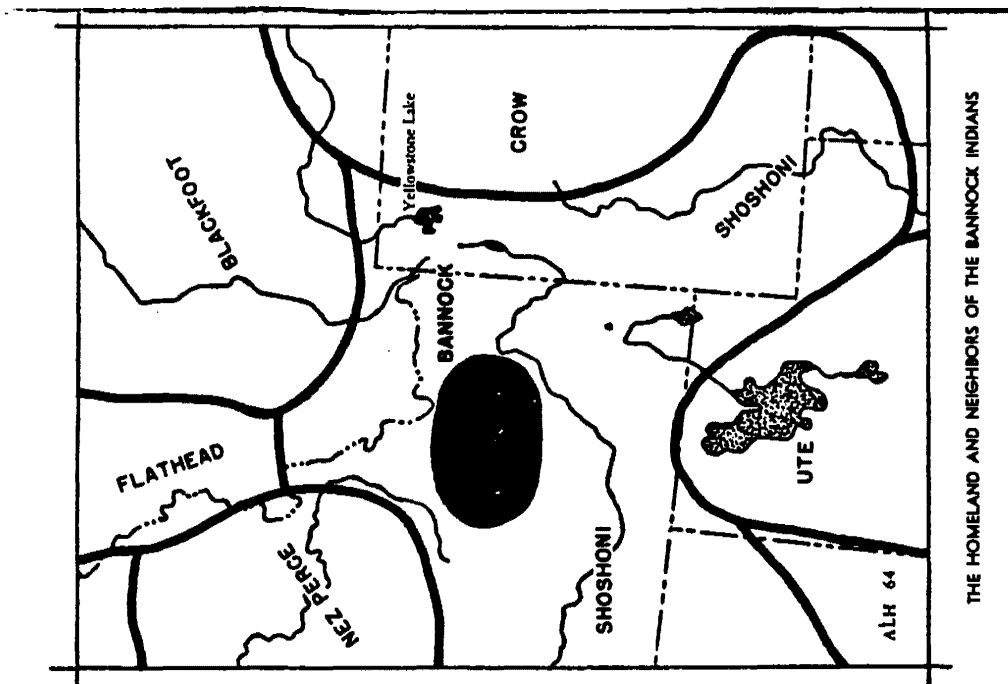
ARTICLE I

From this day forward, peace between the parties to this treaty shall forever continue. The Gov. of the United States desires peace, and its honor is hereby pledged to keep it. If bad men among the whites, or among other people subject to the authority of the United States, shall commit any wrong upon the person or property of the Indians, the United States will, upon proof made to the agent and forwarded to the Commissioner of Indian Affairs at Washington City, proceed at once to cause the offender to be arrested and punished according to the laws of the United States, and also reimburse the injured person for the loss sustained.

If bad men among the Indians shall commit a wrong or depredation upon the person or property of any one, white, black or Indian, subject to the authority of the United States, and at peace therewith, the Indians herein named solemnly agree that they will, on proof made to their Agent and notice by him, deliver to the wrong-doer to the United States, to be tried and punished according to its law; and in case they wilfully refuse so to do, the person injured shall be reimbursed for his loss from the annuities or other moneys due or to become due to them under this or other treaties made with the United States. And the President on advising with the Commissioner of Indian Affairs, shall prescribe such rules and regulations for ascertaining damages under the provisions of this article as in his judgment may be proper. But no such damages shall be adjusted and paid until thoroughly examined and passed upon by the Commissioner of Indian Affairs, and no one sustaining loss while violating or because of his violating the provisions of this treaty or the laws of the United States shall be reimbursed therefor.

ARTICLE II

It is agreed that whenever the Bannacks desire a reservation to be set apart for their use, or whenever the President of the United States shall deem it advisable for them to be put upon a reservation, he shall cause a suitable one to be selected for them in their present country, which shall embrace reasonable portions of the "Fort neuf" and Kansas Prairie" countries, and that, when this reservation is declared, the United States will secure to the Bannacks the same rights and privileges therein, and made the same and like expenditures therein for their benefits, except the Agency house and residence of the Agent, in proportion to their number, as herein provided for the Shoshone



THE HOMELAND AND NEIGHBORS OF THE BANNOCK INDIANS



Resource Management Plan Draft Environmental Assessment

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept, PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

Comment: My comments are attached.

Submitted by: Gerry Lee Hunt, 1822 Falls Ave., Am. Falls, ID 83211

My comments include:

Lions

Graves

Wetlands in Lake Channel

Indian Writings

Sand Dunes

The National Historic Preservation Act (16 USC 470 (h)(h) and the Archeological Resources Protection Act (16 USC 470 (M-3) require that agencies withhold from disclosure any information regarding the location, character, or ownership of historical resources, when its release would reveal site locations. Therefore, some comments in this letter have been blacked out by Reclamation to prevent disclosure of location of sites and prevent vulnerability to vandalism or looting.

WETLANDS IN LAKECHANNEL

I remember, when I was a child, in the late 50's and early 60's, that the Lake in Lake Channel (now known as Bonanza Lake) was a lot higher. There were several sloughs down through the center of Lake Channel. These were connected by a stream that went from the lake to the River. It went by the old home of my grandparents (where the Kress family have their homes now) and was used to water the horses in the corral. We also bathed in it before it reached the corral. There were little bridges for roads crossing the stream. At that time, there were only cattle and hay fields in the valley.

There were lots of huge dragon flies that showed brilliant colors in the sunlight, a great variety of birds, many many frogs, leeches, crickets, ground bees, stinkbugs, that kind of grass that's like little tubes stuck together, cat tails, and other tall grasses, horny toads, and even a scorpion or two. There were red headed and red-winged blackbirds, red tailed hawks, and big owls. There were some eagles nesting on the rim above the old ranch house. My brother and I climbed the cliff above them and watched the baby eagles. There were some vultures, great black birds with red heads, that nested near the rim of the canyon by the lake, until about 8 years ago. There was a large turtle in the lake for many years that used to sun himself on the rocks at the north end of the lake. I haven't see him for about 5 years now. My dad told me there used to be a lot of muskrats in Lake Channel that he trapped as a boy. I've only seen a few in my lifetime. There used to be a skunk who came on the porch to sneak dogfood. My grandmother put wire around her trees to protect them from porkypines. I saw one of them about 2 years ago. I often saw the coyotes and deer when they came to drink at the lake. The coyotes still give their evening serenades from up on the rim of the cliffs.

In the late 1950's or early 1960's a geologist came and did some diving in the lake. He gave a report of his findings to my grandmother. I do not know where the report is, since she died about ten years ago, and most of her papers are gone now. In this report, he said the lake has deep holes in it, cracks through it's base rock, that go down into a huge underground river or lake. The water in those holes was very clean. He went down as far as he was able, but never found the bottom.

Since they began drilling wells above, on the rim, and down in the canyon, near the lake, the water level has dropped, drastically. There is a lot of moss. Also, the spraying has had a bad effect. Soon after the spraying of crops and herbicides for potato vines began, the birds began to disappear. I haven't seen any frogs for several years and only tiny dragon flies. There are millions of mosquitoes and other biting flies that never used to be

much of a problem - except deer flies and blow flies are always a problem.

Most of the sloughs have been drained or are dried up. The small stream is gone. There were bass and perch in the lake. The last few I've had, about 3 years ago, tasted really bad and had mushy flesh so I haven't gotten any for a while.

There are deltas that have built up in the lake and willows have grown in them. There were always a few trees around the lake but the willows and thistles are like weeds now. The flat bay to the west of the cabin has been dried up for several years. This was where the bass laid their eggs.

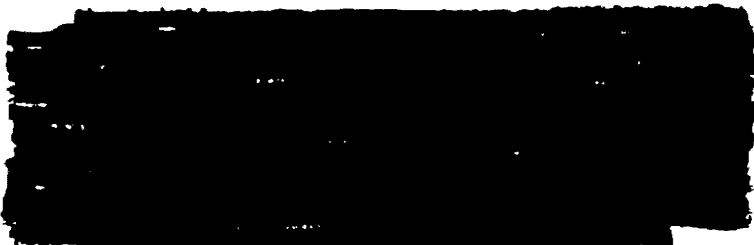
My grandmother told me there are springs on the north end

The springs are somewhere in the rocks and need to be cleaned periodically. Since she died, I doubt anyone knows where they are or have any interest in caring for them. She always tried to protect the lake area for the geese, swans, and other large birds -- except there was a bird that she called a king fisher or crane. She tried to shoot them because they would spear the fish with their beaks and leave them floating in the water. She said they were destructive birds. She loved to see bee martins, orioles, and purple tanagers.

There is a water mark on the cliffs to where the water used to rise in the spring. It hasn't been that high in several years. There is an old dock, for the boat, that is high and dry. I have pictures of my sisters playing in the water by that dock in the early 1970's.

Now, the atv's are tearing around on the sandhills at the head of the lake. My grandmother was so happy when the BLM planted grass seed for a few years, there, and it began to grow. For her, it was a great success story. Now all that has been destroyed by the atv's. Also, I was there one Sunday, this spring during the geese nesting period. The geese were very agitated by the extreme amount of noise echoing in the canyon -- and so was I. The last five years or so, the wild life has greatly diminished near the lake. I think it's very sad and I wish there was something that could be done to protect the area.

INDIAN WRITINGS



(1) [REDACTED] to the right of the cliff. [REDACTED]

there is moss on the cliff. My grandmother called it the fairy garden. In the spring it was covered with tiny pink, yellow and white flowers. It stays damp and green most of the year. It's a very peaceful, beautiful place.

(2) If you continue on [REDACTED] there are scattered Indian writings, [REDACTED]

[REDACTED] There is also a small statue with a pointed hat. To the left side [REDACTED] after the Indian writings, the cliffs are very tall. [REDACTED] and huge rocks have fallen down. There is a snug place there under the rocks that would make a nice camp. There aren't too many writings in that area. From there the earth goes down to the valley in great almost flat steps. It's interesting.

There has been some damage to the writings. One summer, about 20 years ago, a group of people came and camped near the writings for about three weeks. They said they were college people and doing some studies. When they left, they had painted circles around several of the writings and had done a tremendous amount of digging, scraping, etc. Some of the writings were ruined.

(3) My grandmother had a large stone with a dip in the center. She used it as a door step. She said she found it in lake channel and it was a grain grinding stone. I don't know if it's still there or not. I haven't been to the cabin since this spring. There was a rounded elongated stone that went with it.

SAND DUNES

There are sand dunes to the North and West of the head of Lake Channel that are really as nice as the ones up near Menan where the college takes the geology students for study. I think they ought to be preserved and used for recreational purposes.

Thank you for your review and comments on the Draft Environmental Assessment.

actions are authorized by the State of Idaho which does not have promulgated NEPA compliance rules. The Bureau should review all related actions and activities delineated and determine whether, in fact, future NEPA compliance will be achieved.

- 6 EA 1-10: "Upper Snake River Basin Salmon Migration Water Study (Idaho and Oregon) (Reclamation): This study is intended to address a long-term program for providing water supplies to improve the habitat for endangered salmon species in the Upper/Lower Snake River basin."

The Tribes are not aware of any endangered salmon currently present in the upper Snake River basin.

- 7 EA 2-14: "Complete a cultural resource management plan (CRMP) for these lands...The Shoshone-Bannock Tribes would provide input to be a cooperator in CRMP preparation and implementation."

See similar statements elsewhere.

- 8 EA 2-15: The map displays areas 1,2,5,6 and 7 as being currently open to motorized access. The Tribes request clarification as to whether these lands are actually open as implied. Further, if these lands are currently open to motorized vehicle use, we request that the Bureau describe when they were opened and through what procedure.

- 9 EA 2-17: The Tribes request that the Bureau describe the conditions where "human burials, grave goods associated with a burial, and items that are sacred to or of cultural patrimony" would not "usually be returned to the appropriate tribe". Further, we recommend that the CRMP outline a procedure that will ensure the return of future objects to the Tribes, and describe why previously requested objects have not been displayed or returned to the Tribes, as has been our numerous requests.

- 10 EA 2-18: See comments at EA 2-14.

- 11 EA 2-19: The Tribes believe that the Bureau should be able to make an appropriate assessment of whether signage of the existing closure has proven effective since an evaluation occurred during the previous recreation season. Therefore, we assert that the Bureau should recommend fencing and other physical barriers if the results of the 1993 monitoring have shown that the implemented signage was ineffective, as we contend.

6. Change made to the Final EA.

7. Wording was changed in the Final EA to indicate that the Shoshone-Bannock Tribes would participate in cultural resource management plan (CRMP) preparation and implementation.

8. Additional wording has been added to indicate that these areas are closed to motorized vehicle use.

9. These changes were made in the Final EA.

10. Refer to previous response.

11. Fencing was constructed in areas where signage was not effective during 1993. Additional fencing will be constructed as needed.

AFRRMP/EA_COMM/4

- | | | | |
|----|----------|---|--|
| 12 | EA 2-20: | The Tribes recommend that future increases in recreation site development only occur if this development can be implemented while not conflicting with the Bureau's established policies, goals and objectives. | 12. Comments noted. This is our intent and site-specific NEPA evaluation will be completed for each project. |
| 13 | EA 2-21: | The Tribes request that the Bureau describe the schedule for the preparation of future enforcement procedures and preparation of cooperative agreements. Further, we again request that the Tribes be considered for possible future cooperative enforcement strategies. | 13. The RMP will include an implementation plan and schedule. |
| 14 | | "Reclamation would reserve the right to cancel any lease at the end of any year if such termination is desirable to comply with other Federal programs or Reclamation policies, goals, and objectives." | 14. This change has been made in the Final EA. |
| 15 | EA 2-22: | The Tribe contend that grazing has already been identified as a problem in certain areas ⁴ . Therefore, we believe that the Bureau should state that problems have been previously identified and may be addressed in the future, even under Alternative B. | 15. Grazing relative to Alternative B was addressed on page 2-31 of the Draft EA. The preferred alternative recognizes existing problems and provides that grazing around the reservoir will be permitted only after development of a grazing management plan. Refer to response No. 5 in letter #36. |
| | EA 2-25: | The Tribes request that the Bureau describe the schedule for completion of the feasibility analysis to "operate the reservoir to help meet instream flow quantity and quality needs". | |
| 16 | EA 2-26: | The Tribes request that the Bureau present a schedule for completion of each additional activity that is recommended within the EA. Examples are the study of winter bald eagle nest sites and cottonwood regeneration and others. | 16. These schedules will be included in the implementation plan in the RMP. |
| | EA 2-27: | The Tribes request that the Bureau describe the schedule for completion of the feasibility analysis to determine the possibility of retaining "minimum reservoir pool levels". | |
| 17 | | The Tribes request that cultural resources be included in future GIS updates. | 17. This information will be included contingent upon funding availability. |
| 18 | | See comments at EA 2-14 above. | 18. Please refer to previous response. |
| 19 | EA 2-28: | The Tribes request that the Bureau eliminate consideration of "focus[ing] new recreation development at the reservoir in the McTucker Island area..." within this alternative. The Tribes assert that the current trespass situation on the adjacent area of the Fort Hall Indian Reservation is due, in large part, to boat access from McTucker Island. Therefore, we believe that this alternative | 19. The Preferred Alternative indicates that instead of developing a formal campground near the McTucker Island Ponds at this time, this area will be designated for dispersed/informal camping. A campground will be considered in the future if use of the area demonstrates the need and if a local cost-share partner is identified. |

⁴see Archeological Site Inventory beginning at EA C-19.

ORV users will remain on designated routes.⁸

- 31 | EA 3-54: The Tribes request that the Bureau describe the extent of lands "open" to ORV use within the region as an appropriate comparison to Table 11.⁹
- 32 | EA 3-55: "The American Indian Religious Freedom Act and inherent Treaty rights guarantees Indians right of access to public lands to practice traditional ceremonies or to collect traditional resources."

MITIGATION

- 33 | General: The Tribes request that the Bureau describe a schedule for completion of each additional action committed as mitigation. Further, we request that the Bureau complete the mitigation analysis by including appropriate discussions of probability and extent of success.¹⁰
- 34 | EA A-2: The Tribes contend that the Bureau has a responsibility to enforce the existing vehicle closure under alternatives A and B and should commit to the necessary enforcement as a mitigation measure.

31. This table was added to the Final EA.

32. Change made in Final EA.

33. Mitigation measures are considered to be environmental commitments. An environmental commitment plan containing this information is developed following issuance of the finding of no significant impact document (FONSI).
34. Enforcement of actions proposed is considered to be part of the Alternative, not mitigation. Section 2.1.2 of the Draft EA discussed enforcement of the motorized access closure.

Thank you for your review and comments on the Draft Environmental Assessment.

⁸see CEQ Forty Questions. Question 19b. in part

...to ensure that environmental effects of a proposed action are fairly assessed, the probability of the mitigation measures being implemented must also be discussed.

⁹see Attachment B.

¹⁰see EA 3-46.

ATTACHMENT A
Letters of Comments
Shoshone-Bannock Tribal Members

12-16-93

COMMENTS

It has been brought to my attention through the news media of the Resource Management Plan. I was also informed of a meeting at the Fort Hall Indian Reservation on December 1, 1993. I am usually not active in public issues. I have made an exception in this case because of my concern for the environment.

As the meeting progressed, my concerns started to expand to the cultural and erosion problems which the Blue Ribbon Coalition (BRC) refused to identify as impacts of off road vehicle use. I have lived off of the reservation for 34 years. Off road vehicle use in the southwest part of the Salt Lake Valley in Utah County was devastating! We have a chance to stop this "wildfire" attitude towards off road vehicles. Once it takes hold nothing can stop it. There are three issues I would like to address.

1. Environment \n Surroundings. (New Websters Definition)

I would like to have a chance to not change anything regarding nature. I believe that man has the obligation to keep our surroundings as close to our Mother Earth as possible. Even to the extent of sacrificing his own pleasure. We need to leave a legacy to our future generation and they, in turn, must preserve this legacy for their future generations. The Indian people have been the natural conservationist since the beginning of the human race. It is now time for them to bring to the attention of all people to go no further! If we destroy our environment then we destroy ourselves.

2. Erode \vt 1a. to eat into or away by slow destruction of substance: corrode. (New Websters)

Erosion is a harsh word, but it describes what has happened on the northwest shore of the Snake River. From Duck Point the Tule Island. Through the admission of the Blue Ribbon Coalition (BRC), there has been 30 years of disregard of the Bureau of Reclamation's restricted access of motorized vehicles. Two points were made by the BRC Inc.

- "We have been there for 30 years and no one objected. We have left the land unchanged".

I disagree! There are roads made by OHV's that you can see from Interstate 86. The Indian ancestors have been over the same area for more than 10,000 years with no noticeable impact.

- "We respect your culture/religion so respect ours."

How can the BRC Inc. compare a culture/religion to a recreational activity? They can not!

3. Culture \ n. the training and development of the mind \ the social and religious structures and intellectual and artistic manifestations.

This item applies to the maximum extent. It is time that the Indian people speak up to make the non-Indian aware of the lack of respect they have for the earth. No other human can trace their culture as far back as the Native American on the North American Continent.

Progress is one thing and desecration is another. The wheels of all OHV units destroy all three issues that I have brought up. Alternative B is the only alternative that should be considered in the Resource Management Plan. It is my hope that the Bureau of Reclamation will pass Alternative B as it is the only plan with a future.

Written with due respect to our earth,


Concerned Shoshone-Bannock Tribal Member

STATEMENT OF
[REDACTED]
MEMBER OF THE SHOSHONE-BANNOCK TRIBES

TO
THE BUREAU OF RECLAMATION

ABOUT THE SACRED SITES
ON THE SNAKE RIVER

MY NAME IS [REDACTED] A MEMBER OF THE SHOSHONE-BANNOCK TRIBES OF FORT HALL, LOCATED IN SOUTHEASTERN IDAHO. I WOULD LIKE TO MAKE A FEW STATEMENTS IN REFERENCE TO THE PURPOSE OF THE HEARING WHICH I ATTENDED. AS MUCH AS I WANTED TO SPEAK MY WORDS SO YOU MAY HEAR THEM, I RELUCTANTLY HELD BACK SINCE THERE WERE OTHERS THAT WERE ADDRESSING THEIR FEELINGS AND CONCERNS, THAT WOULD NOT HAVE ANOTHER OPPORTUNITY TO BE HEARD

I HAD THE OPPORTUNITY TO VIEW A TAPE OF THE HEARINGS HELD IN AMERICAN FALLS. I WAS APPALLED AT THE AMOUNT OF NEGATIVE, IF NOT RACIST, VERBAL PRESENTATIONS. THE GROUP THAT CALL THEMSELVES CONCERNED CITIZENS, ARE NOT CONCERNED, BUT ARE VERY INDIFFERENT TO THE REAL CONCERNS OF NOT ONLY THE TRIBAL MEMBERS, BUT THE REPRESENTATIVES CONDUCTING THE HEARINGS.

AS WAS POINTED OUT VERY EMPHATICALLY IN THE TUESDAY HEARING IN FORT HALL, THE FEDERAL AGENCIES HAVE LAWS ON THE BOOKS THAT ARE NOT BEING APPLIED THAT SHOULD BE. PERHAPS THIS WOULD NOT HAVE BEEN A PROBLEM IF THOSE LAWS ON THE BOOKS HAD BEEN ENFORCED. WE AS INDIAN PEOPLE ARE VERY LAW ABIDING, BUT MORE AND MORE, WE ARE SEEING THAT THOSE LAWS APPLY ONLY TO US.

BEFORE THE COMING OF THE TRAPPERS, THE MINERS, THE HOMESTEADERS, THIS LAND WAS VERY BEAUTIFUL. IT HAD ENORMOUS AMOUNTS OF RESOURCES. THE TRIBES OF THE AREAS HAD A VERY SACRED ATTACHMENT TO ALL THINGS OF THIS MOTHER EARTH. IT WAS PRACTICED AND PASSED ON TO THE YOUNG, THAT ALL THINGS OF THIS GREAT COUNTRY WERE CREATED BY THE CREATOR FOR A PURPOSE. IN THAT PURPOSE, A RESPECT FOR OTHER THINGS HAVING A SPIRIT WAS PRESENTED. WITH THIS IN MIND, AND WITH WHAT HAD BEEN PRESENTED AT THE HEARING IN FORT HALL, YOU CAN'T FAIL TO SEE THAT THERE IS STILL A SPIRITUAL TIE TO THE AREA IN QUESTION, AS WELL AS THE TOTAL AREA.

IT IS UNFORTUNATE THAT THE "USERS" OF THE AREA ARE NOW HAVING TO COMPLY TO LAWS THAT MANY OF THEM KNEW WERE NOT BEING APPLIED. TO ASK THEM TO CHANGE THE WAY THAT THEY HAVE BECOME ACCUSTOMED TO USING THE AREA, IS A LIKE PULLING TEETH WITHOUT THE AID OF ANY PAIN-KILLER. IN THE WORDS OF ONE OF THE NON-INDIANS, "WE HAVE BEEN USING THESE AREAS FOR OVER TWENTY YEARS AND NO ONE SAID ANYTHING, SO WHY SHOULD WE STOP USING IT NOW?" THIS ATTITUDE OF CONQUEST WAS ONE OF THE MAIN GOALS OF "COLUMBUS" AND THE EUROPEAN CONTINENT IN ITS' EXPLORATION OF THE WORLD. IN FACT, EVERYTHING THAT IS WRITTEN, IS NOTED FROM THIS TIME TO PRESENT, WITHOUT ANY CONSIDERATION OF THE HISTORY OF THE PEOPLE THAT WERE ALREADY HERE.

WE AS INDIAN PEOPLE HAVE A DEEP RESPECT FOR THE MOTHER EARTH AND HAVE A DEEP TIE WITH THE AREA THAT IS SURROUNDING THE FORT HALL INDIAN RESERVATION, AS WELL AS THE ABORIGINAL LANDS OF OUR ANCESTORS. THE AREA IN QUESTION IS A SACRED SITE, NOT ONLY BECAUSE THE PARTICULAR AREA WAS UTILIZED AS A BURIAL OR A FASTING PLACE, BUT BECAUSE WE HOLD ALL OF OUR MOTHER EARTH AS SACRED. THE DESCRIPTION OF THE "WHITE MAN" BY OUR ANCESTORS IS VERY TRUE. THEY COULD SEE THAT THE ATTITUDES OF THE "WHITE MAN" WERE VERY MUCH DIFFERENT THAN OURS. IT IS TOLD BY ONE TRIBE THAT THE NAME THAT THEY HAVE FOR THE "WHITE MAN," MEANS "THE GREEDY ONES." BY ANOTHER TRIBE, THEY DESCRIBE THEM AS, "THOSE THAT CLAIM EVERY PIECE OF GROUND THEY STEP ON." YOU COULD SEE THIS IS STILL THE ATTITUDE OF A NUMBER OF THE PEOPLE THAT WERE AT THE HEARING IN AMERICAN FALLS.

I RESPECT THE WORDS OF THE GENTLEMAN WHO ATTENDED THE HEARINGS IN FORT HALL. THEY MUST ALSO RESPECT THE FEELINGS OF THE TRIBAL MEMBERS. MANY TIMES, WE ARE ASKED TO REVEAL SOMETHING OF OUR CULTURE SO IT MAY BE BETTER UNDERSTOOD. MANY TIMES WHEN SOME OF THIS IS REVEALED, IT IS EXPLOITED BY THOSE THAT IT WAS REVEALED TO. THIS IS WHY WE ARE RELUCTANT TO REVEAL OUR SACRED SITES AND BURIAL GROUNDS, AND OUR SPIRITUAL BELIEFS.

BY ACCEPTING ACTIONS THAT ARE WRONG, DOES NOT MAKE ANYTHING RIGHT. WHEN THE AGENCIES, OR THE STAFF OF THOSE AGENCIES ALLOW THIS TO HAPPEN, THEN THE PEOPLE WHO BEGIN TO USE THOSE AREAS, WHETHER RIGHT OR WRONG, TEND TO FEEL THAT IT IS THEIR RIGHT. I BELIEVE THIS IS THE CASE IN THIS INSTANCE.

HOWEVER, THE VIEWS OF THE TRIBAL MEMBERS HAS BEEN TWISTED BY LACK OF KNOWLEDGE, ABOUT OUR SPIRITUAL BELIEFS, ABOUT THE LAWS THAT APPLY TO THE AREA IN QUESTION. THIS CAN BE RESOLVED BY THE AGENCIES MAINTAINING A PUBLIC INFORMATION PROCESS ABOUT THE LAWS THAT APPLY TO THIS CIRCUMSTANCE. BY THE USERS OF THE RESOURCE BEING AWARE OF THE FEELINGS ABOUT THE AREA BY THE TRIBAL MEMBERS.

RESPECT FOR THE "MOTHER EARTH" MUST BE MAINTAINED IF WE ARE GOING TO BE ABLE TO UTILIZE THE RESOURCE IN WHAT EVER MANNER WE DO.

THAT CONCLUDES MY STATEMENT AT THIS TIME. THANK YOU.

Date: June 23, 1993

To: Shaun Robertson, Treaty Rights Protection Biologist
Shoshone Bannock Tribes

Fr: [REDACTED] Tribal member *DN*

RE: American Falls Reservoir Management Plan--Response to Interoffice Memo

Dear Shaun,

Your draft letter appears appropriate to the issues and concerns of the Tribes. I would further propose the following comments:

-- The respective tribes' continually have to prove our religious significance to this land. The burden of proof, resting with the Tribes, causes another burden of prejudice from the non-Indian (interest groups) community. These interest groups/non-Indian community members continually comment to the Indian population as being racists, activists, romantics, etc. I believe the burden is backwards. The burden of proof should and must rest upon those groups assuming rights to lands that possess Native American cultural/traditional significance.

-- In regard to religious significance. Non-Indian community members fail to understand that their understanding of religious significance is different compared to Native American religious beliefs. Non-Indians attempt to force their religious beliefs upon Indian people, historically from contact period to present. Further, the non-Indians refuse to accept the philosophy and rituals of Native Americans' religious beliefs as being appropriate to religion as they accept that concept. On the other hand, the Indian people continue to practice the Indian religion and ignore the intervention/interference of the non-Indian community. Again, the Indian people bear the burden of proof which requires the Indian population to provide information to non-Indian populations.

-- I find the concept of this burden to be insulting to the historical value of the Indian people. We continue to have to prove our existence to this continent under continuous objections of interest groups that want to destroy our history.

Shaun, these two issues are of great concern to me. Many interest group members have stated that Native Americans are romantics and should become members of the real world. That we are bleeding hearts and we bore or ~~tire~~ officials because we attempt to explain our existence and we have to prove our interests are beyond financial means in favor of those interest groups. If this is of any help or is confusing please contact me. Thanks.

Editorial**Areas should remain closed**

Respecting the land from a motorcycle?

Somehow that statement doesn't sound right to me considering the noise pollution and erosion those types of vehicles cause but that's what off-road recreational vehicle users firmly believe. They say it's "their culture" and they want to protect it.

The OHVers are ready to fight for their right to continue to use the trails they've developed along the Snake River below the American Falls Reservoir even though that activity has desecrated cultural sites of our ancestors.

The Bureau of Reclamation decided earlier this year that they will enforce a ban implemented in 1974 against motorized travel on the land but the problem is they have no enforcement power.

BOR officials say all they can do is educate the public about the ban and place signage along the area but they cannot cite people. So what good is a ban if you can't enforce it?


At last Wednesday's hearing in the council chambers, BOR officials said they've asked Power County law enforcement officials to help enforce the ban but they refused.

Power County Commissioner Ralph "Moon" Wheeler said they declined to help because the BOR didn't say whether they'd help with cost-sharing for the enforcement. He said they didn't refuse to enforce the closure, they just didn't get an answer whether the BOR will help with funds.

BOR officials say they are in the process of developing Congressional legislation that will give them enforcement power however that could take some time and is not an immediate solution.

The time is now for tribal members voices to be heard by submitting written comment to the BOR on the proposed management plan and support the option for continued closure in the area where cultural sites are located.

It's important that the artifacts and gravesites of our ancestors be protected.





Resource Management Plan Draft Environmental Assessment

USBR/EDAW PUBLIC INFORMATION MEETINGS / COMMENT FORM

November 30, 1993 (American Falls)
December 1, 1993 (Fort Hall Indian Reservation)

The Bureau of Reclamation appreciates your interest in the American Falls Resource Management Plan and environmental analysis process. If you have comments regarding the RMP alternatives or the environmental impacts of the alternatives, please record them below and either (1) leave this form tonight at the table near the exit or (2) mail the form to the following:

Lola Sept. PN 1515
Bureau of Reclamation
1150 Curtis Road
Boise, ID 83706-1234

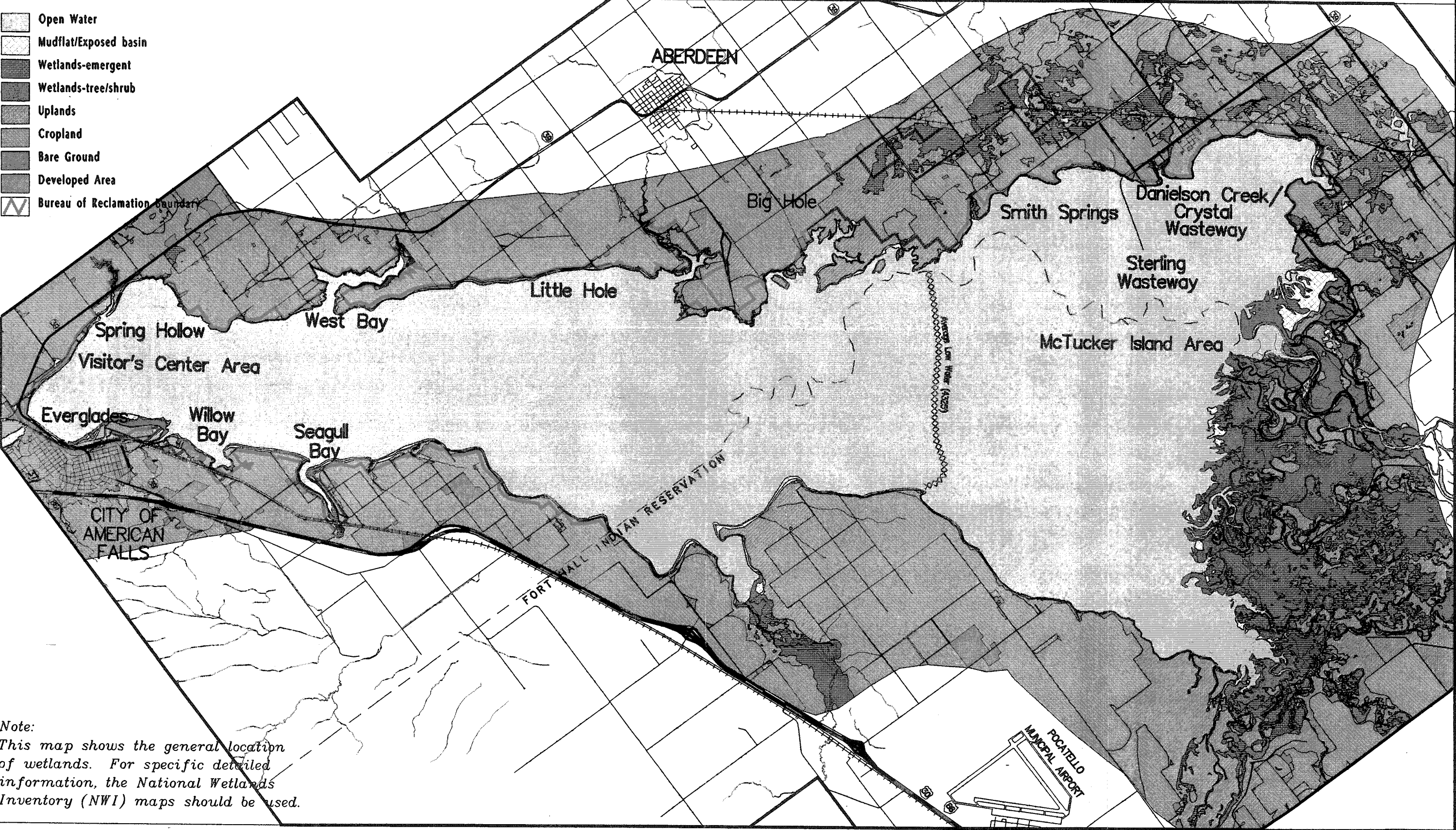
Comment:

~~Close this Area~~
Code the Land Back to
the Shoshone-Bannock Tribes

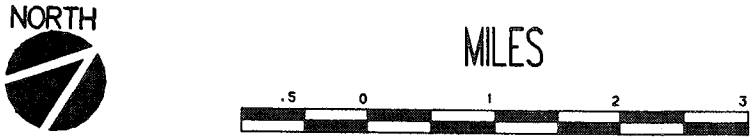
APPENDIX F

EXHIBITS

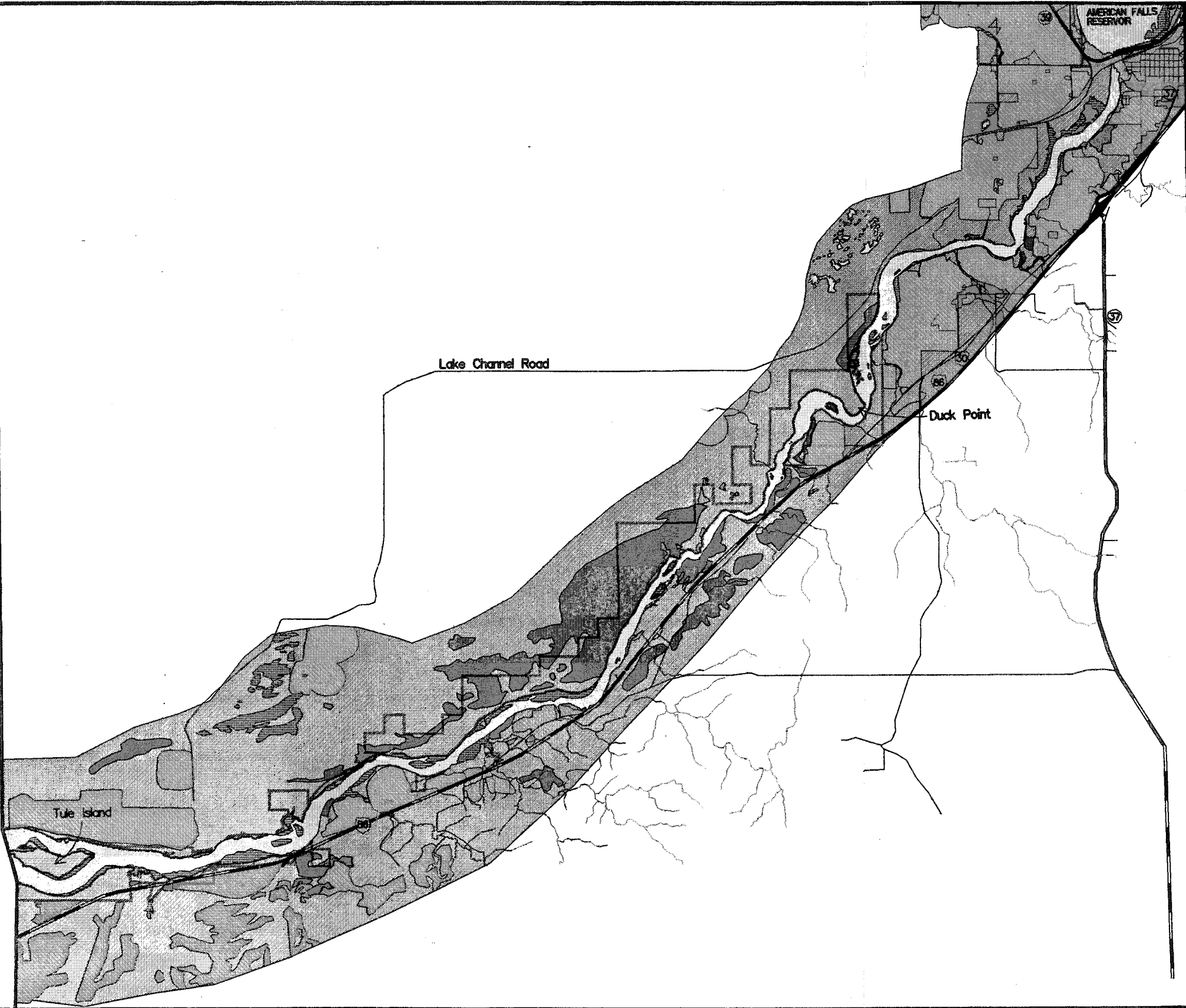
- Open Water
- Mudflat/Exposed basin
- Wetlands-emergent
- Wetlands-tree/shrub
- Uplands
- Cropland
- Bare Ground
- Developed Area
- Bureau of Reclamation boundary



Note:
This map shows the general location
of wetlands. For specific detailed
information, the National Wetlands
Inventory (NWI) maps should be used.







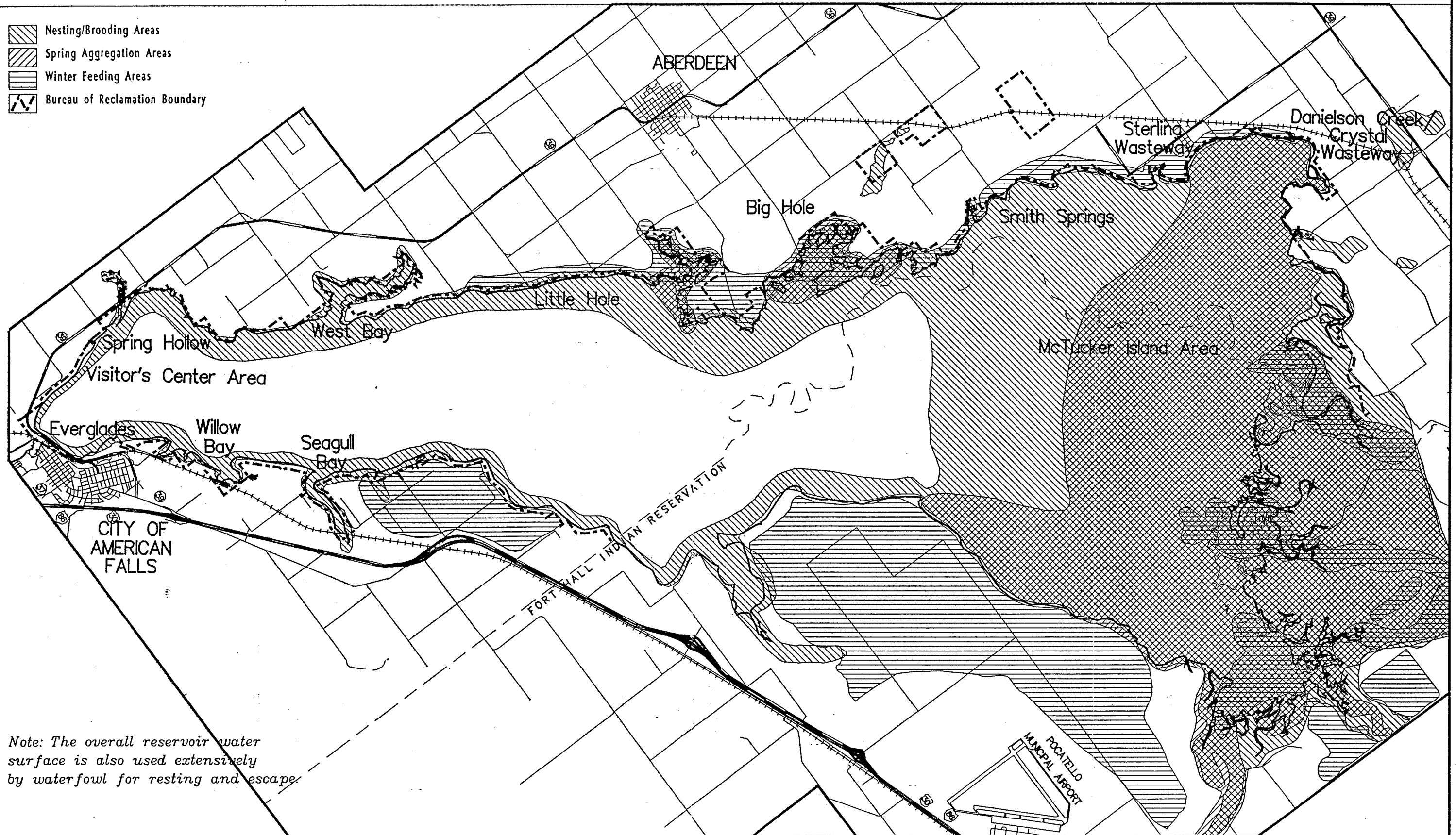
- Open Water
- Wetland/Riparian Area
- Juniper Woodlands
- Grass/Sagebrush Uplands
- Cropland
- Bare Ground
- Developed Area
- Bureau of Reclamation Boundary



Note:
This map shows the general location
of wetlands. For specific detailed
information, the National Wetlands
Inventory (NWI) maps should be used



-  Nesting/Brooding Areas
-  Spring Aggregation Areas
-  Winter Feeding Areas
-  Bureau of Reclamation Boundary



Note: The overall reservoir water surface is also used extensively by waterfowl for resting and escape.

NORTH



MILES

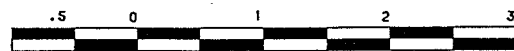
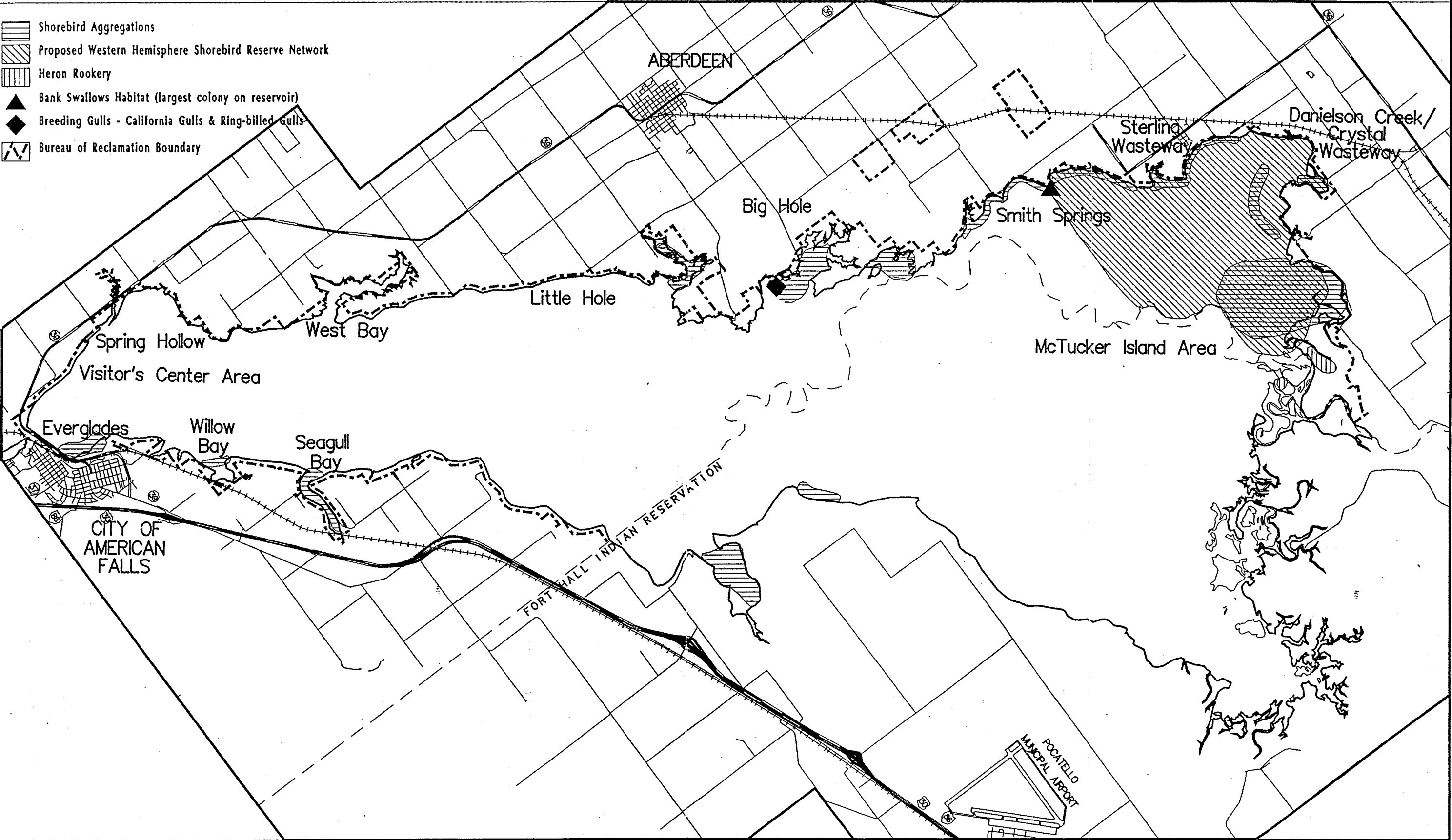
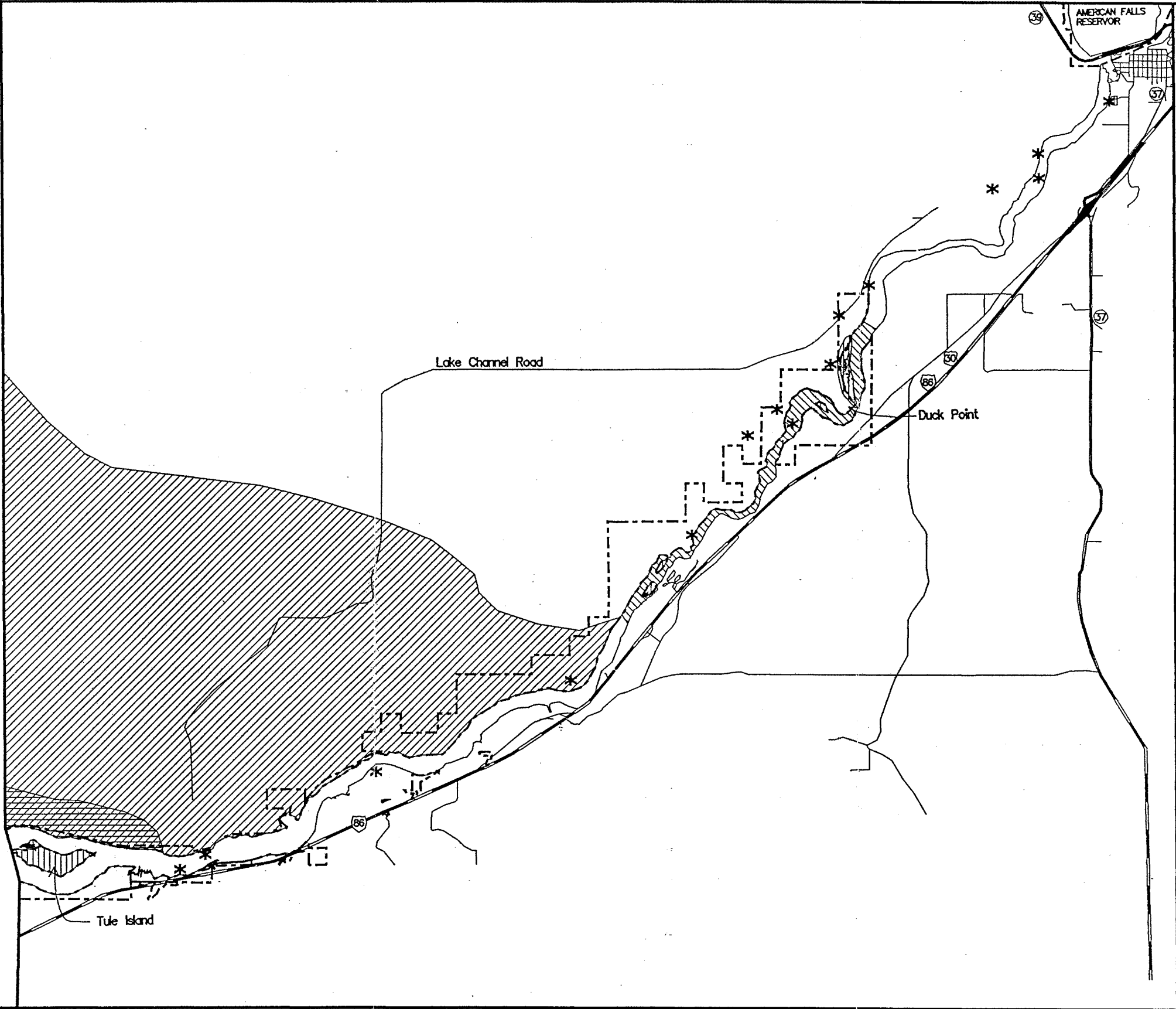


Exhibit 3

Waterfowl Use Area — Reservoir



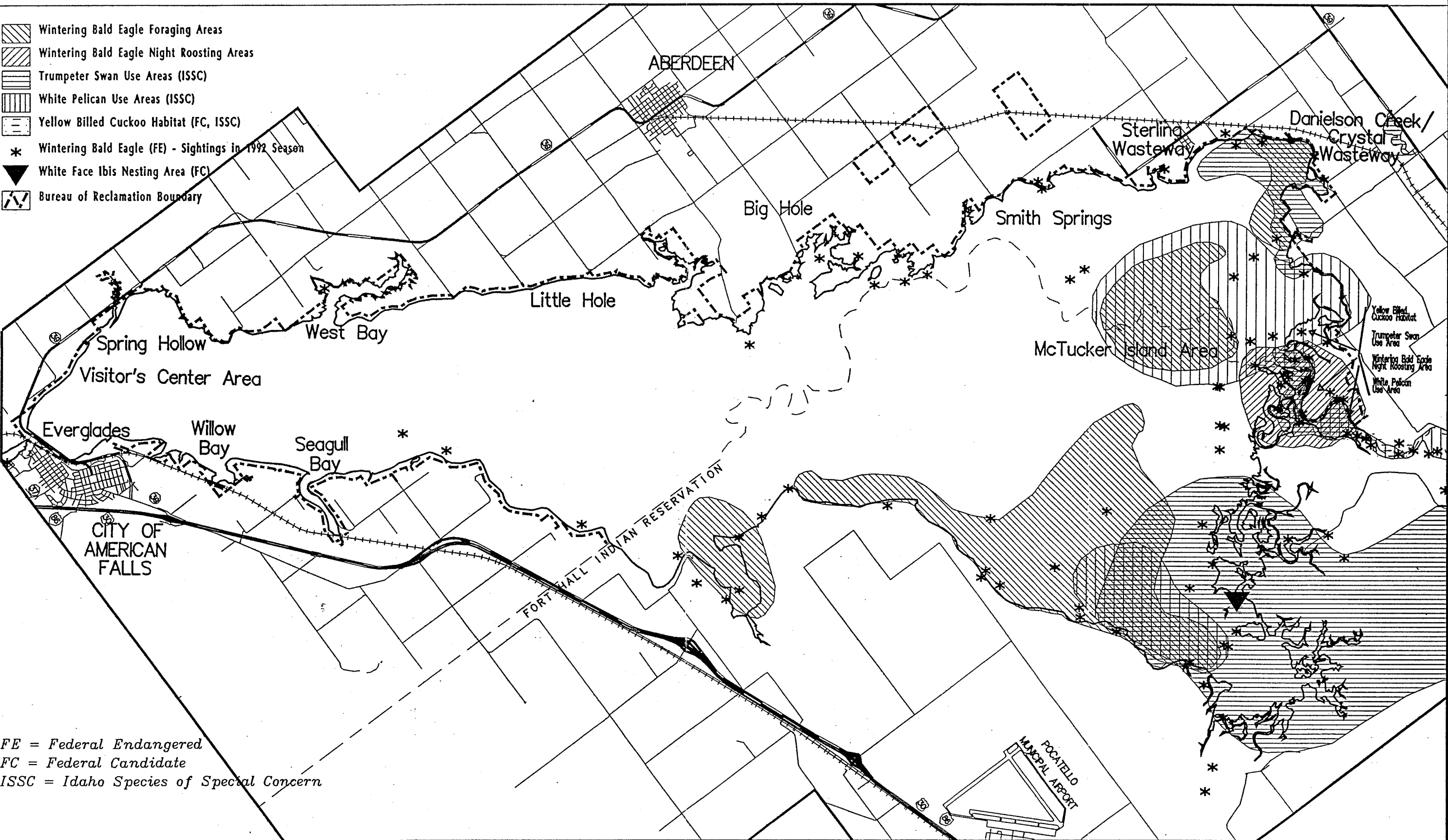
- Mule Deer Wintering Area
- Pronghorn Antelope Wintering Area
- Duck Nesting Area
- Winter/Migrant Duck Open Water Area
- Bureau of Reclamation Boundary
- * Wintering Bald Eagle (FE) - Sightings in 1992



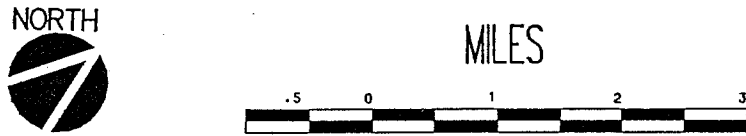
Note:
FE = Federal Endangered



- Wintering Bald Eagle Foraging Areas
- Wintering Bald Eagle Night Roosting Areas
- Trumpeter Swan Use Areas (ISSC)
- White Pelican Use Areas (ISSC)
- Yellow Billed Cuckoo Habitat (FC, ISSC)
- * Wintering Bald Eagle (FE) - Sightings in 1992 Season
- ▼ White Face Ibis Nesting Area (FC)
- ▲ Bureau of Reclamation Boundary



FE = Federal Endangered
FC = Federal Candidate
ISSC = Idaho Species of Special Concern



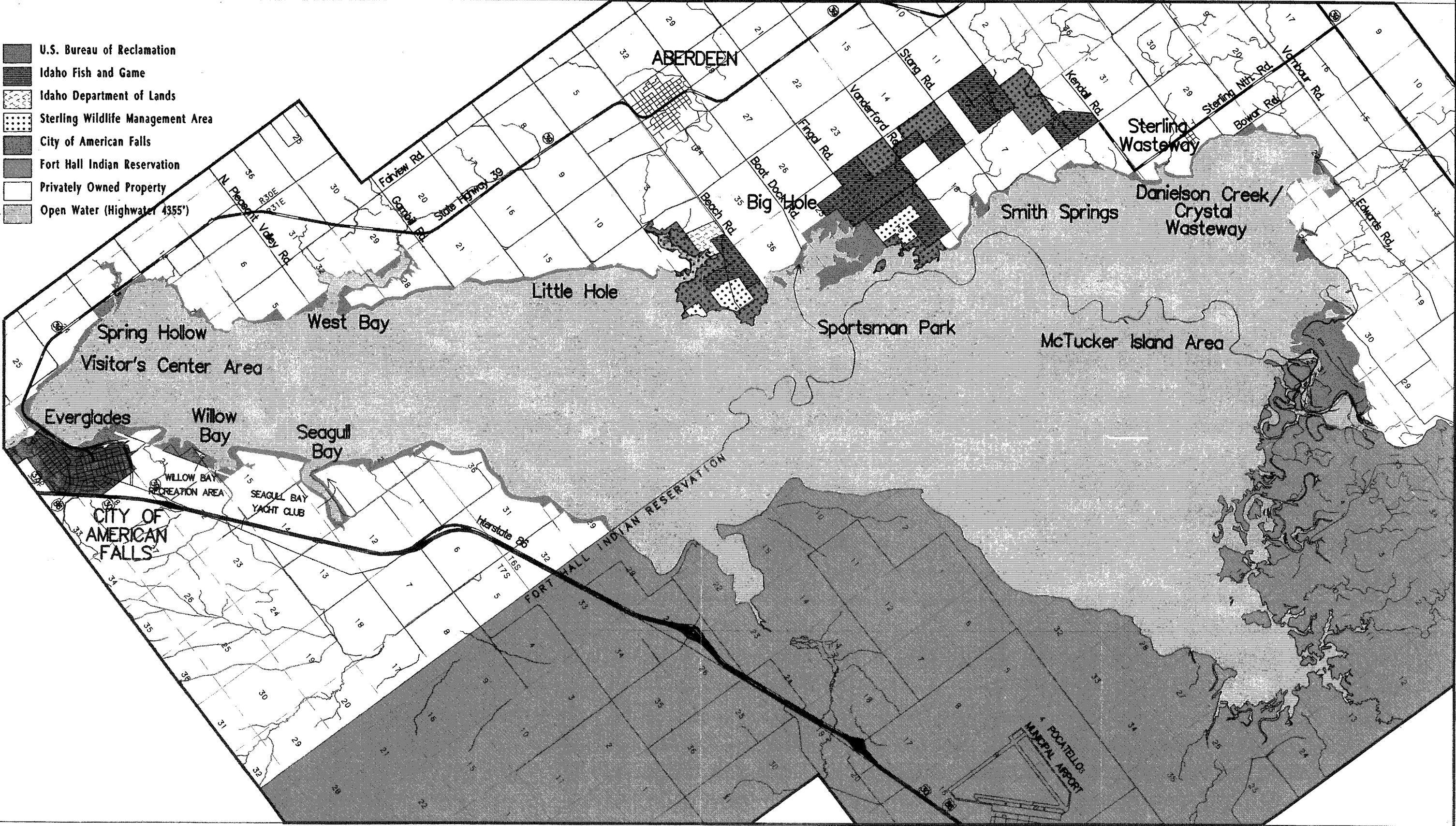
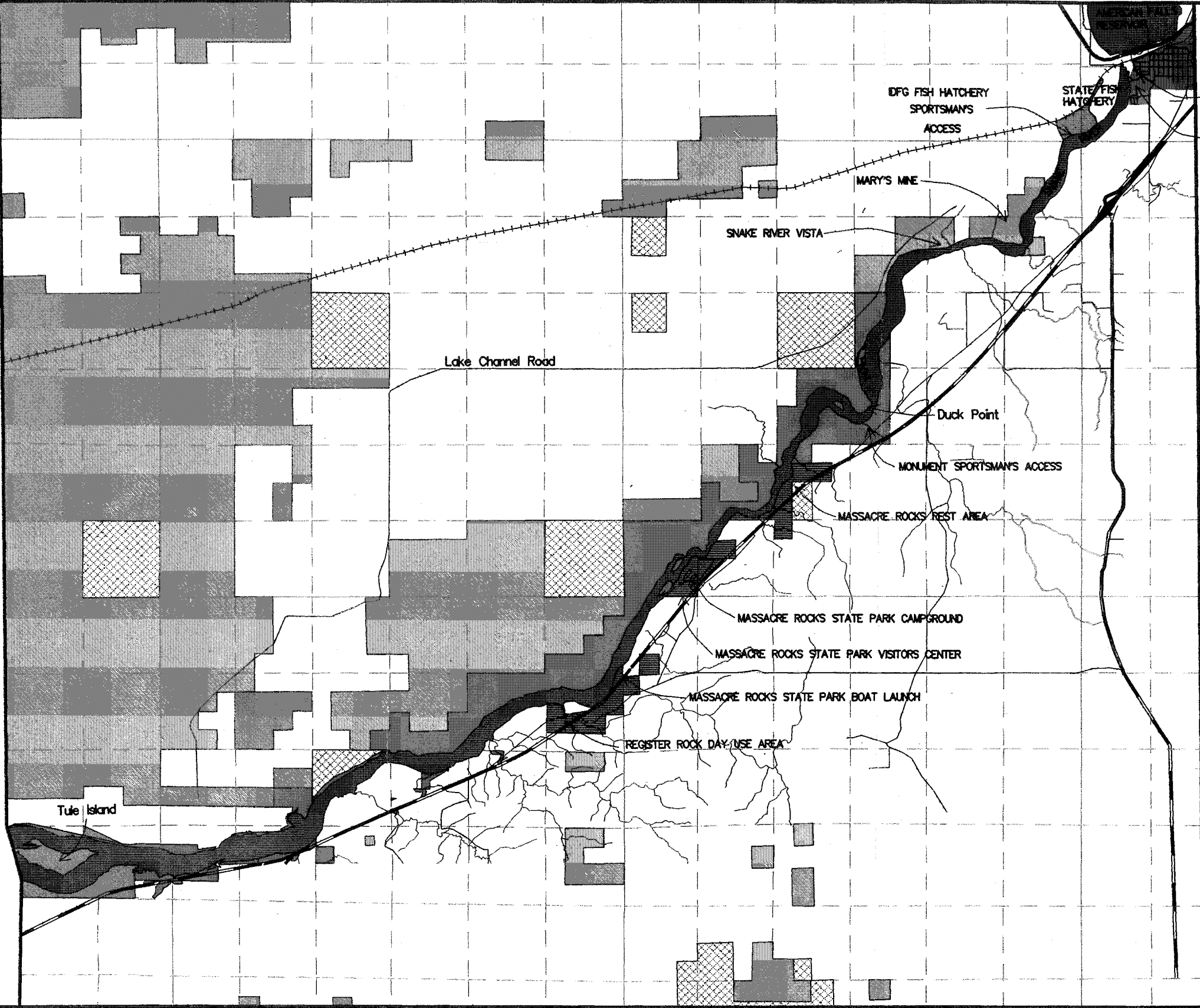


Exhibit 7

Land Status — Reservoir

- U.S. Bureau of Reclamation
- U.S. Bureau of Land Management
- U.S. Fish & Wildlife Service:
Minidoka National Wildlife Refuge
- Idaho Fish & Game
- Idaho Parks & Recreation:
Massacre Rocks State Park
- Idaho Department of Lands
- City of American Falls
- Private Lands
- Open Water



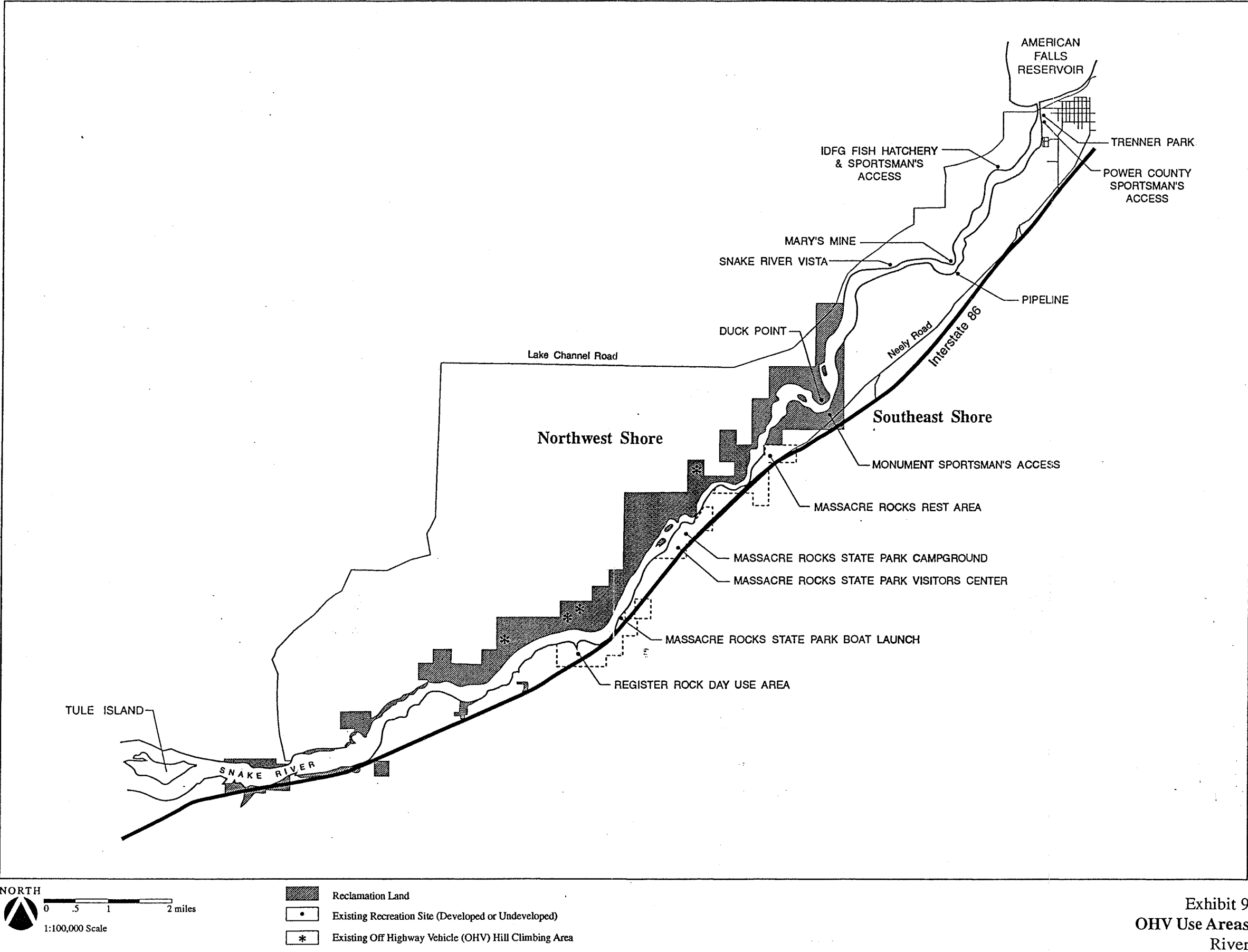
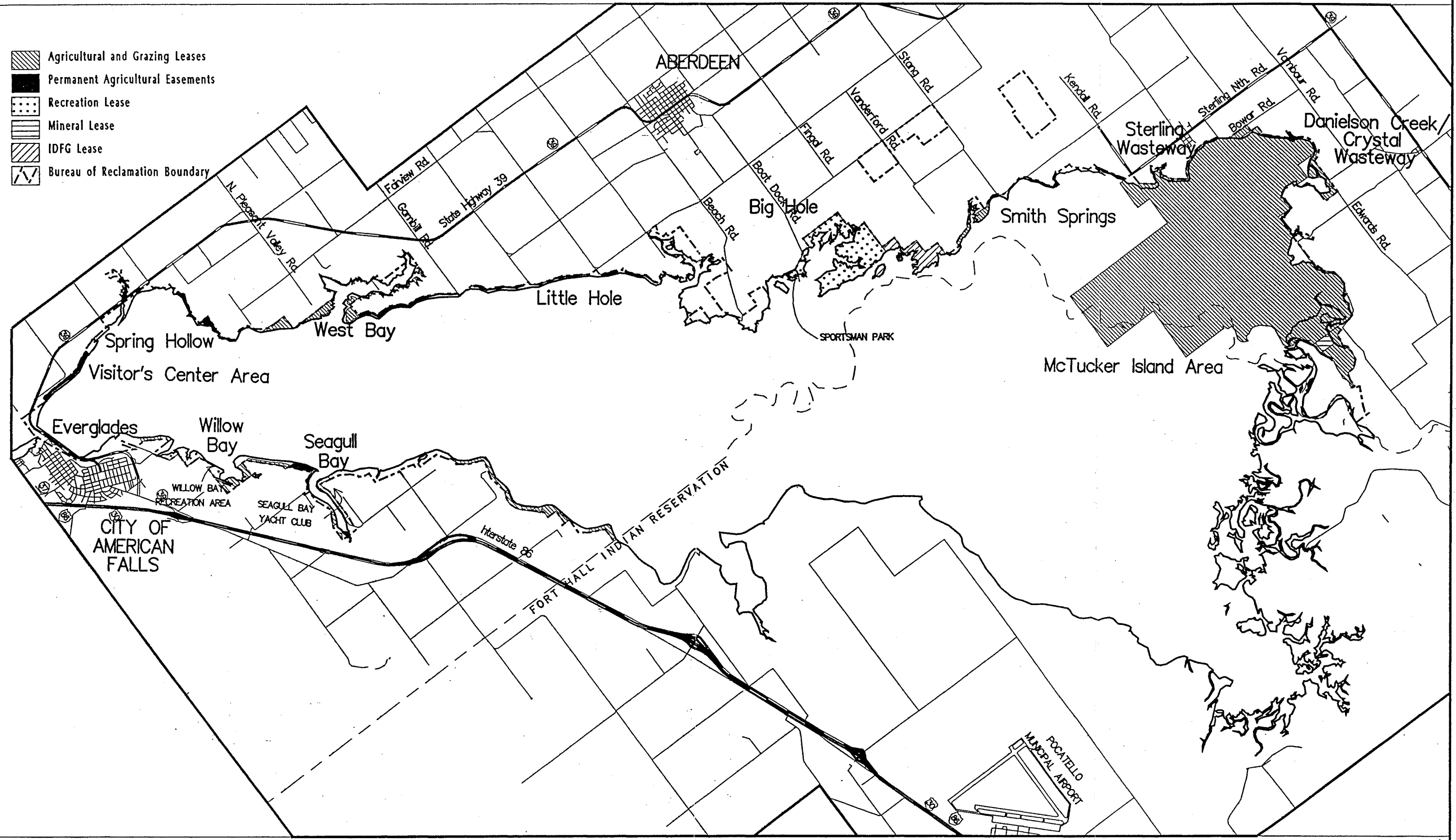


Exhibit 9
OHV Use Areas
River



- US Bureau of Reclamation Lands
- Idaho Department of Fish & Game Lease
 - Private Agriculture Lease
 - BLM Grazing Allotments
- US Bureau of Land Management Lands
- Grazing Allotments
- Idaho Department of Lands
- Grazing Lease

