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Environmental Assessment

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High Plains District Portions of the February 2012 Lease Sale

High Plains District Office

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Chapter 1

1

2 **1.1 Introduction**

3 This environmental assessment (EA) has been prepared to disclose and analyze the
4 environmental consequences beyond those already addressed in the Buffalo, Casper, and
5 Newcastle Field Offices' Resource Management Plans (RMPs) (*October 1985, December 2007,*
6 *September 2000, respectively, and their amendments*) and to address new information and policy
7 for the Bureau of Land Management's (BLM) High Plains District Office (High Plains DO)
8 portion of the February 2012 Competitive Oil and Gas Lease Sale of which 261 parcels were
9 nominated within the High Plains DO.

10 EAs assist the BLM in project planning and compliance with the National Environmental Policy
11 Act (NEPA). They also assist the authorized officer in making an informed determination as to
12 whether any significant impacts could result from the analyzed actions. Significance is defined
13 by the Council on Environmental Quality (CEQ) and is found in regulation Title 40 Code of
14 Federal Regulations (CFR) 1508.27.

15 An EA provides evidence for determining whether to prepare an Environmental Impact
16 Statement (EIS) or to support a "Finding of No Significant Impact" (FONSI). If the decision
17 maker determines that this project has significant impacts following the analysis in the EA, then
18 an EIS would be prepared for the project. A FONSI documents the reasons why implementation
19 of the selected alternative would not result in "significant" environmental impacts (effects).
20 When a FONSI statement is reached, a Decision Record (DR) may be signed approving the
21 selected alternative which could be the proposed action, another alternative, or a combination
22 thereof.

23 **1.2 Background**

24 The BLM's policy derived from various laws, including the Mineral Leasing Act of 1920
25 (MLA), as amended [30 U.S.C. 181 *et seq.*] and the Federal Land Policy and Management Act of
26 1976 (FLPMA), is to make mineral resources available for disposal and to encourage
27 development of mineral resources to meet national, regional, and local needs.

28 As required under the MLA, the Federal Onshore Oil and Gas Leasing Reform Act of 1987
29 (FOOGLRA), Title 43 CFR 3120.1-2(a), and BLM Instruction Memorandum 2010-117, the
30 BLM Wyoming State Office (WSO) conducts a quarterly competitive lease sale to sell available
31 oil and gas lease parcels. A Notice of Competitive Lease Sale listing parcels to be offered at the
32 auction is published by the BLM WSO in local newspapers at least 90 days before the auction is
33 held. Lease stipulations applicable to each parcel are specified in the sale notice. The decision
34 as to which public lands and minerals are open for leasing and what leasing stipulations may be
35 necessary, based on information available at the time, is made during the land use planning
36 process. Surface management of non-BLM administered land overlaying federal minerals is
37 determined by BLM in consultation with the appropriate surface management agency or the
38 private surface owner.

1 As part of the February 2012 lease sale preparation process the BLM’s WSO submitted the
2 preliminary parcel list to the High Plains DO which included the Buffalo Field Office (Buffalo
3 FO), Casper Field Office (Casper FO) and the Newcastle Field Office (Newcastle FO) for review
4 and processing. The respective Field Office (FO) staffs, in coordination and consultation with
5 the District Office (DO), reviewed the parcels to determine if they are in areas open to leasing.
6 Where appropriate, stipulations were included or additional stipulations added; determined if
7 new information is available since the land use plan was approved; determined if appropriate
8 consultations have been conducted or if additional consultations are needed; and if there were
9 special resource conditions of which potential bidders should be made aware. This single
10 comprehensive EA was prepared by the High Plains DO to document this review, as well as to
11 disclose the affected environment, the anticipated impacts, the mitigation of impacts, and the
12 recommended lease parcel disposition for all field offices. This EA will be available to the public
13 for review for 30 days. Substantive comments and responses to those comments will be found in
14 Appendix F of this document. Public comments will be reviewed and taken into consideration in
15 the completion of the final EA. The final EA with a list of available lease parcels and
16 stipulations will be returned to the WSO and will be made available to the public through a
17 Notice of Competitive Lease Sale.

18 As mentioned previously, this EA documents the High Plains DO, Buffalo FO, Casper FO, and
19 Newcastle FO review of the 261 parcels containing 279,727 Federal mineral acres and 80,794
20 Federal surface acres as depicted in the table below.

21 **Table 1.1 Federal Mineral Acres and Federal Surface Acre**

Field Office	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Buffalo FO	16	16,064	1,442
Casper FO	191	213,878	71,926
Newcastle FO	55*	50,145	7,426
Total	261	279,727	80,794

22 * Please note that one parcel, WY-1202-158, is within both Casper FO as well as Newcastle FO. This
23 accounts for the discrepancy in the totals.

24 This EA also serves to verify conformance with the approved Buffalo, Casper and Newcastle
25 Resource Management Plans and provides the rationale for attaching stipulations to specific
26 parcels, offering a parcel for lease, deferring a parcel or deleting a parcel from the lease sale.

27 **1.3 Purpose and Need for the Proposed Action**

28 The purpose of the competitive oil and gas lease sale is to meet the growing energy demands of
29 the United States public through the sale and issuance of oil and gas leases. Continued sale and
30 issuance of lease parcels is necessary to maintain economical production of oil and gas reserves
31 owned by the United States.

32 The need for the competitive oil and gas lease sale is established by the Federal Oil and Gas
33 Leasing Reform Act of 1987 to respond to Expressions of Interest, the Federal Land Policy
34 Management Act, and Mineral Leasing Act of 1920 (MLA), as amended. BLM’s responsibility

1 under the Mineral Leasing Act of 1920 (MLA), as amended, is to promote the development of oil
2 and gas on the public domain, and to ensure that deposits of oil and gas owned by the United
3 States shall be subject to disposition in the form and manner provided by the MLA under the
4 rules and regulations prescribed by the Secretary of the Interior, where applicable, through the
5 land use planning process.

6 **Decision to be Made:** The BLM will decide whether or not to offer and issue the nominated
7 parcels of the High Plains DO portion at the February 2012 Competitive Oil and Gas Lease Sale
8 and if so, under what terms and conditions.

9 **1.4 Conformance with BLM Land Use Plan(s)**

10 Pursuant to 40 CFR 1508.28 and 1502.21, this EA tiers to and incorporates by reference the
11 information and analysis contained in the following three plans: the Buffalo Resource
12 Management Plan (Buffalo RMP) and Final Environmental Impact Statement (FEIS) (1985) and
13 the RMP/Record of Decision (ROD) approved in October 1985; the Casper Resource
14 Management Plan (Casper RMP) and Final Environmental Impact Statement (FEIS) (June 2007)
15 and the RMP/ROD approved in December 2007; the Newcastle Resource Management Plan
16 (Newcastle RMP) and Final Environmental Impact Statement (FEIS) (June 1999) and the
17 RMP/ROD approved in August 2000 – to include FEIS and /or RMP supplements or
18 amendments, if any.

19 Buffalo RMP/ROD: According to the Buffalo RMP/ROD on page 16, “MM-7: Continue to
20 lease and allow development of federal oil and gas in the Buffalo Resource Area.” The
21 document goes on to state that “Oil and Gas leasing and development will be subject to the
22 standard stipulations of the Wyoming BLM and to other mitigation of surface disturbance as may
23 be necessary.”

24 Casper RMP/ROD: According to the Casper RMP/ROD on page 2-15, Goal MR:2.1 states
25 “Maintain oil and gas leasing, exploration, and development, while minimizing impacts to other
26 resource values;” on the same page under decision 2002 “Parcels nominated for potential oil and
27 gas leasing will be reviewed. Any stipulations attached to these parcels will be the least
28 restrictive needed to protect other resource values;” and decision 2004 “The Casper Field Office
29 is open to mineral leasing, including solid leasables and geothermal, unless specifically identified
30 as administratively unavailable for the life of the plan for mineral leasing. These open areas will
31 be managed on a case-by-case basis.”

32 Newcastle RMP/ROD: According to the Newcastle RMP/ROD on page 12, “Management
33 Actions: Federal oil and gas leases will be issued with appropriate stipulations for protection of
34 other resource values.”

35 The Buffalo, Casper, and Newcastle RMPs provide specific stipulations that would be attached
36 to new leases offered in certain areas or occurring within particular resources. These stipulations
37 will be detailed further in this EA.

38 Of the 261 parcels in the Buffalo, Casper, and Newcastle Field Offices, none of the parcels are
39 within any areas designated as unavailable for leasing based on decisions in the above RMPs.

1 **1.5 Relationship to Statutes, Regulations, or Other Plans**

2 Purchasers of oil and gas leases are required to obey all applicable federal, state, and local laws
3 and regulations including obtaining all necessary permits required should lease development
4 occur.

5 Buffalo FO, Casper FO, and Newcastle FO wildlife biologists reviewed each parcel prior to it
6 being offered for sale. Individual parcels may contain threatened, endangered, candidate, or
7 BLM sensitive species (Section 3.0 and Appendices A and B, Interdisciplinary Appendix A, ID
8 Team Checklists). The administrative act of offering and subsequent issuance of oil and gas
9 leases is consistent with the decisions in the Buffalo, Casper, and Newcastle RMPs, including
10 decisions relating to threatened, endangered, candidate, and BLM sensitive species. The
11 proposed action of offering and issuing oil and gas leases is also consistent with the biological
12 assessments and biological opinions for these RMPs. No further consultation with the U. S. Fish
13 and Wildlife Service (FWS) is required.

14 Section 106 of the National Historic Preservation Act (NHPA) requires federal agencies to take
15 into account the effects of their undertakings on historic properties (sites that are listed on or
16 eligible for listing on the National Register of Historic Places). Compliance with Section 106 of
17 the NHPA is a non-discretionary action that all federal agencies must perform. The implementing
18 regulations at 36 CFR 800 allow for a phased approach to compliance. Since it is impossible to
19 determine the type and extent of surface disturbance associated with oil and gas development at the
20 leasing stage, BLM completes its compliance responsibilities when an operator submits an
21 Application for Permit to Drill (APD). On-the-ground cultural resources inventory associated with
22 Section 106 compliance does not take place until the APD stage. Due to this approach, BLM may
23 not be aware of all cultural resources that are located in proposed lease parcels. In order to address
24 any lack of data at this stage, every fluid mineral lease issued by BLM includes the special lease
25 stipulation which reads:

26 This lease may be found to contain previously unknown historic properties and/or
27 resources protected under the National Historic Preservation Act (NHPA),
28 American Indian Religious Freedom Act, Native American Graves Protection and
29 Repatriation Act, E.O. 13007, or other statutes and executive orders. The BLM
30 will not approve any ground disturbing activities that may affect any such
31 properties or resources until it completes its obligations under applicable
32 requirements of the NHPA and other authorities. The BLM may require
33 modification to exploration or development proposals to protect such properties,
34 or disapprove any activity that is likely to result in adverse effects that cannot be
35 successfully avoided, minimized or mitigated.

36 Buffalo, Casper, and Newcastle FOs cultural resource specialists reviewed each parcel to
37 determine if they contain known sites that are difficult or impossible to mitigate. Reviews
38 included BLM and State Historic Preservation Officer (SHPO) records and files searches for
39 known sites in each parcel. When BLM receives an APD, a site-specific cultural records review
40 is completed to determine if there is a need for cultural inventory for areas affected by surface-
41 disturbing activities. Cultural resource inventory is typically required prior to approval of the
42 APD. All sites that are determined to be historic properties (sites that are listed on or are eligible

1 for listing on the National Register of Historic Places) are avoided or mitigated. If avoidance or
2 mitigation is not possible, proposals may be modified or denied.

3 BLM field offices must base site specific lease stipulations (such as controlled surface use (CSU)
4 or no surface occupancy (NSO)) and decisions to withdraw areas from leasing on decisions made
5 within an RMP. RMPs are updated every 5 to 30 years and may not contain current information.
6 If a decision maker determines a cultural resource is difficult or impossible to mitigate and
7 wishes to apply lease stipulations or exclude the site from leasing, the RMP must be updated,
8 amended, or a maintenance action performed prior to leasing.

9 Offering these parcels for sale and subsequent lease would not be in conflict with any local,
10 county, or state plans.

11 **1.6 Identification of Issues**

12 Analysis required by NEPA, as amended (Public Law 91-90, USC 4321 *et seq.*), was conducted
13 by field office resource specialists who relied on site visits where access was available, personal
14 knowledge of the areas involved, and/or review of existing databases and file information to
15 determine if appropriate stipulations should be attached to specific parcels prior to being made
16 available for lease.

17 The High Plains DO is predominantly split estate private surface and federal minerals. Of the
18 261 parcels nominated for the lease sale (a total of 279,727 Federal mineral acres and 80,794
19 Federal surface acres), 135 parcels are both wholly or partially federal surface and federal
20 minerals (178,426 Federal mineral acres) while the other 126 parcels are entirely federal
21 minerals underlying state or private surface (101,302 Federal mineral acres).

22 Field visits were performed on those parcels that the BLM had access or access was allowed by
23 the surface owners. Forty-six parcels were visited using public access such as county or state
24 roads. Pictures were taken at these 46 parcels and where available, GPS coordinates were taken
25 at those photo points. Geographical information system (GIS) data and digital Ortho photo quads
26 (DOQQ) were used regardless of whether or not the field teams could visit the parcels, but were
27 predominantly relied on for review of the 215 parcels that could not be visited.

28 Offering and issuing oil and gas leases is strictly an administrative action, which, in and of itself,
29 does not cause or directly authorize any surface disturbance. After a lease has been issued, the
30 lessee has the right to use as much of the lease lands as is necessary to explore, drill for, mine,
31 extract, remove, and dispose of the oil and gas resources (see 43 CFR 3101.1-2, Surface use
32 rights). These post-leasing actions can result in surface disturbance.

33 As part of the lease issuance process, nominated parcels are reviewed against the appropriate
34 land use plans, and stipulations are attached to mitigate known environmental or resource
35 conflicts that may occur on a given lease parcel. As stated above, on-the-ground impacts would
36 potentially occur when a lessee applies for and receives approval to explore, occupy, and drill on
37 the lease. The BLM cannot determine whether a parcel offered for sale will be leased, or if it is
38 leased, whether the lease will be explored or developed, or how the parcel may be explored or
39 developed. According to one estimate by the BLM Wyoming State Office Reservoir

1 Management Division, since 1969, 75,192 leases totaling 57,612,690 Federal mineral acres have
2 been leased in Wyoming. Of those, 4,920 leases totaling 3,079,061 acres produced some type of
3 oil or gas in sufficient quantities that the lease was held by production. Therefore 6.5 percent of
4 the leases sold and 5.3 percent of the acreage was actually developed into production. Also
5 according to the Tenth Circuit Court of Appeals, site-specific NEPA analysis is not possible
6 absent concrete proposals. Filing an APD is the initial point at which a site-specific
7 environmental appraisal can be undertaken (Park County Resource Council, Inc. v. U.S.
8 Department of Agriculture, 10th Cir., April 17, 1987). Before the lessee files a notice of staking
9 (NOS), an APD, or a field development plan, the BLM cannot reasonably determine where
10 companies propose to develop wells on a given lease or even if a lease will be developed at all.
11 Accordingly, additional separate NEPA analysis will be required at the development stage to
12 analyze project-specific impacts associated with exploration and development of the lease. That
13 site-specific environmental documentation would address the site-specific analysis for each
14 proposed well location. Additional conditions of approval (mitigation) may be applied at that
15 time.

16 Interdisciplinary (ID) teams consisting of a multi-disciplinary group of resource specialists for
17 each FO as well as the High Plains DO were formed to review the parcels proposed for sale and
18 subsequent leasing. Appendix A, Interdisciplinary Team Checklists, contains all resources
19 within the given FO and indicates whether the resource is not present (NP), present but not
20 impacted (NI), or present with the potential for impact (PI). Those resources that were
21 documented as NP or NI were eliminated for further analysis as stated in section 1.7 below with
22 the rationale listed either in that section or under the column 'Rationale for Determination' in
23 Appendix A, Interdisciplinary Team Checklists. Issues that were identified in Appendix A,
24 Interdisciplinary Team Checklists as PI and further discussed in this EA are air resources
25 (including air quality, greenhouse gases, and visibility), cultural resources, coal, paleontological,
26 recreation, soils, visual resource management (VRM), water resources and wildlife resources
27 (including threatened and endangered (T&E) and BLM sensitive species). In some cases the
28 RMP added stipulations for these resources and those stipulations are detailed in Chapter 3. Only
29 those issues that were not addressed sufficiently in the tiered RMP EISs, where there is new
30 information or BLM policy has changed are analyzed further in Chapter 4 of this EA. The
31 specifics of that new information or BLM policy change is explained in Chapter 3 of this
32 document.

33 Traditional cultural properties (TCPs), sacred sites, or other areas that are of concern to Native
34 American tribes have the possibility to be impacted from oil and gas development. The High
35 Plains DO took part in general discussions related to oil and gas leasing in November of 2010,
36 May of 2011 and June of 2011 with representatives from the Cheyenne River Sioux, Rosebud
37 Sioux, Crow Creek Sioux, Lower Brule Sioux, Oglala Sioux, Sisseton Wahpeton Oyate, Yankton
38 Sioux, Flandreau Santee, Fort Peck and Northern Cheyenne Tribes. The tribes suggested that
39 BLM consider their concerns with oil and gas leasing and any of their comments on this EA
40 separately from comments received by the public and they voiced concern with the potential of
41 BLM revealing sensitive information in relation to sacred sites. BLM must consider all
42 comments on this EA regardless of the source, but BLM is also required to make additional
43 efforts to hear the concerns of tribes and to keep sensitive information confidential. The tribes
44 also suggested BLM address potential impacts to TCPs and sacred sites prior to issuance of oil
45 and gas leases. The tribes contended that archeological inventories and inventories by Native

1 American surveyors are necessary to identify all resources that are important to tribes prior to
2 leasing any parcel. The tribes also argued that mitigation may be impossible for certain TCPs or
3 sacred sites, and it is counterintuitive to lease oil and gas without prior knowledge of such sites.
4 As is mentioned above, leasing itself does not imply surface disturbance and it is impossible to
5 accurately assess impacts without a site-specific proposal. The implementing regulations of
6 NHPA at 36 CFR 800.4 (b) (2) allow federal agencies to phase the Section 106 consultation
7 process. An initial files search has been performed by the agency at the leasing stage to screen
8 for known historic properties including TCPs and sacred sites, but compliance with Section 106
9 is completed during the APD stage. Additionally, the special lease stipulation related to NHPA
10 compliance allows decision makers the ability to modify or disapprove any proposals that could
11 potentially disturb TCPs or sacred sites.

12 **1.7 Issues Considered but Eliminated from Further Analysis**

13 The following issues were identified but eliminated from further analysis as described.
14 Appendix A, Interdisciplinary Team Checklists, has a comprehensive listing by FO of what
15 resources were identified for this EA and the rationale for whether or not they were included in
16 this document.

17 The act of offering for sale these Federal mineral leases produces no direct, indirect, or
18 cumulative impacts, except where noted above in Section 1.6 and in Chapter 3, to the following
19 resources beyond those detailed within the respective FO RMP: areas of critical environmental
20 concern, environmental justice, farmlands, floodplains, fuels and fire management, hydrologic
21 conditions, invasive species and noxious weeds, lands, realty and access, livestock grazing and
22 rangeland health, socioeconomics, vegetation, visual resources, wastes, water quality, wetlands
23 and riparian zones, wild and scenic rivers, or woodland and forestry. The subsequent
24 development of the lease would require an APD and/or sundry notice and, in some cases, a right-
25 of-way application to access and transport production to or from the lease, which would all
26 require more site-specific review. Therefore, these resources will not be analyzed in this
27 document.

28 Parcel WY-1202-195 is in the Weston Hills Recreation Area managed by the Buffalo FO. This
29 parcel is bisected by the Weston Hills ATV Loop Trail in which motorized vehicles are restricted
30 to no greater than 50 inches wide. There are no stipulations or restrictions based on the Buffalo
31 RMP and therefore this recreation area will not be analyzed further.

32 The analysis of climate change is in its formative phase. It is not feasible to know with certainty
33 the net impacts from the contribution of the proposed action on climate. The inconsistency in
34 results of scientific models used to predict climate change at the global scale coupled with the
35 lack of scientific models designed to predict climate change on regional or local scales, limits the
36 ability to quantify potential future impacts of decisions made at this level. Greenhouse gases are
37 analyzed in this document as it relates to the overall climate change analysis, but climate change
38 alone will not be analyzed further in this document.

39 The proximity to existing and proposed Renewable Energy Development, specifically Wind
40 Development, was screened by the High Plains DO. The High Plains DO determined that on the
41 following parcels:

- 1 • Parcel WY-1202-209 has two wind turbines on the parcel from the Rolling Hills
2 Wind Development. Parcels WY-1202-214 and WY-1202-211 are within a mile
3 of the Rolling Hills Wind Development.
- 4 • Parcels WY-1202-210 and WY-1202-211 contain federal acreage pending for
5 Wind Development Site Testing while WY-1202-213 and WY-1202-214 are
6 within a mile of this same site.
- 7 • Parcel WY-1202-216 contains federal acreage authorized for Wind Development
8 Site Testing while WY-1202-219 is next to and WY-1202-215, WY-1202-218
9 and WY-1202-220 are within a mile of the same.

10 Conflicts with wind development were eliminated from further analysis due to the fact that the
11 lessee would have to abide by prior existing rights. Thus, if any conflicts were to occur, they
12 would have to be addressed by the lessee, the landowner and the surface managing agency in
13 coordination with the BLM and the wind development company at the time of proposed
14 exploration, development, and drilling.

15 The FOs screened each parcel for wilderness, wilderness study areas, and lands with wilderness
16 characteristics. Screening criteria and the results are listed in Appendix B, Leasing Screens, by
17 respective FO. Buffalo, Casper, and Newcastle FOs found that all of their parcels do not meet
18 the first criteria of the screen [more than 5,000 acres of roadless land (yes/no)]; therefore do not
19 qualify.

20 The parcels were evaluated against the approved leasing reform implementation plan. None of
21 the parcels in the High Plains DO are within any Master Leasing Plan (MLP) areas as submitted
22 by the public and determined by the BLM Wyoming State Director. For this reason, MLPs will
23 not be considered for analysis in this document.

24 Two parcels (WY-1202-197 and WY-1202-247) comprising 2,853 Federal mineral acres, in the
25 Buffalo FO will be deferred because they are in coal bearing areas in the Powder River Basin.
26 Nominated parcels in coal bearing areas referred to as WYodak coal in the Powder River Basin
27 will not be offered for oil and gas leasing pending revision of the Buffalo RMP. The Interior
28 Board of Land Appeals, in April 2002, rendered a decision regarding a protest of a decision that
29 would have allowed leasing oil and gas in areas where coal resources are present in the Buffalo
30 FO management area. This decision, found at 158 IBLA 384, states in part, "...the decision to
31 offer the parcels for leasing was based on existing environmental analyses which either did not
32 contain any discussion of the unique potential impacts associated with coalbed methane
33 extraction and development failed to consider reasonable alternatives relevant to pre-leasing
34 environmental analysis." As a result of the 2004 appeals court decision, BLM has suspended oil
35 and gas leasing in the Buffalo FO in formations that have potential for coal bed natural gas.
36 Leasing in coal zones will not resume until environmental analysis is completed which will
37 address future leasing in those areas. Leases are still being offered in the Buffalo FO in those
38 areas that are not underlain with coal and hence, have no potential to produce Coalbed Natural
39 Gas (CBNG).

40 Parcels WY-1202-064, WY-1202-068, WY-1202-101, WY-1202-102, WY-1202-103, WY-
41 1202-104, WY-1202-105, WY-1202-106, WY-1202-108, WY-1202-109, WY-1202-110, WY-
42 1202-111, WY-1202-112, WY-1202-113, WY-1202-114, WY-1202-115, WY-1202-122, WY-

1 1202-134, WY-1202-139, WY-1202-140, WY-1202-141, WY-1202-143, WY-1202-144 and
2 WY-1202-145 contain Department of Defense Surface Estate. These parcels will be deferred
3 until the Casper FO can amend their RMP to account for these lands and the conflicts of mineral
4 development with military surface use.

5 **1.8 Public Participation**

6 A press release announcing the availability of the EA for comments was e-mailed to local media
7 on July 27, 2011. The press release stated that the comment period for the EA would run until
8 August 26, 2011. In addition, informational postcards were mailed to affected landowners and
9 Native American tribes on or about July 28, 2011. As required by the BLM leasing policy,
10 where parcels are split estate, a notification letter notifying them of the EA review and possibility
11 to comment was sent to the surface owner based on the surface owner information provided by
12 the party submitting the Expressions of Interest (EOI). For an overview of the comments and
13 responses see section 5.4.3 and for the specific comments see Appendix F, Comments and
14 Responses.

15 **1.9 Summary**

16 This Chapter presents the purpose and need for sale of those parcels within the High Plains DO
17 portion of the February 2012 Competitive Oil and Gas Lease Sale, as well as relevant issues.
18 Those issues are elements of the human environment that could be affected by the administrative
19 actions of offering and issuance of leases that were not previously addressed in the tiered RMP
20 EISs, for which new BLM policy has changed or for which new information exists. In order to
21 meet the purpose and need of the High Plains DO portion of the February 2012 Competitive Oil
22 and Gas Lease Sale in a way that resolves the issues, the BLM has considered a range of
23 alternatives. These alternatives are presented in Chapter 2. Chapter 3 gives a description of the
24 affected environment for each resource identified. The potential environmental impacts or
25 consequences to each resource resulting from implementation of each alternative considered in
26 detail are analyzed in Chapter 4.

27

Chapter 2

Proposed Action and Alternatives

2.1 Introduction

The High Plains DO received nominations for 261 parcels (279,727 Federal mineral acres and 80,794 Federal surface acres) for the February 2012 Competitive Oil and Gas Lease Sale. Out of 261 parcels nominated for leasing, this EA will be analyzing 235. As described in Chapter 1: 2 parcels over WyoDak coal in the Powder River Basin; and 24 parcels with surface acreage owned by the Department of Defense. Out of the 235 parcels analyzed in this EA, 14 parcels are administered by the Buffalo FO, 167 parcels are administered by the Casper FO and 54 parcels are administered by the Newcastle FO. Therefore 235 parcels (249,142 Federal mineral acres and 76,074 Federal surface acres) will be analyzed in this document. None of the remaining parcels fell within any areas designated as unavailable for leasing in any of the three plans (see Section 1.5).

Federal mineral and Federal surface acres for parcels offered in Alternatives A, B and C are shown in Table 2.1 below.

Table 2.1 Parcels Offered for Alternatives A, B, and C

Offered	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Alternative A	0	0	0
Alternative B	167	158,559	24,639
Alternative C	235	249,142	76,074

2.2 Common to All Alternatives

Lease stipulations will be applied to each parcel uniformly across all alternatives by Field Office to conform with each RMP. This mitigation has been placed in Chapter 3, the Affected Environment; therefore, the analysis in Chapter 4 will focus on the differences between the alternatives rather than the additions of mitigation.

2.3 Alternative A – No Action

The BLM NEPA Handbook (H-1790-1) states that for EAs on externally initiated proposed actions, the No Action Alternative generally means that the proposed action would not take place. In the case of a lease sale, this would mean that an expression of interest to lease (parcel nomination) would be deleted. The No Action alternative would delete all 235 parcels from the High Plains DO portion of the February 2012 Competitive Oil and Gas Lease Sale.

Any ongoing oil and gas development as well as any other land uses would continue on surrounding federal, private, and state leases.

1 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
 2 from future sale as long as the area remains open to fluid mineral leasing.

3 **2.4 Alternative B – Proposed Action**

4 Alternative B would offer 167 of the 235 parcels currently nominated for the High Plains DO
 5 portion of the February 2012 Competitive Oil and Gas Lease Sale. The other 68 parcels would
 6 be deferred as shown in Tables 2.3, 2.4 and 2.5 below and explained in the text.

7 **Table 2.2 Federal Acres Offered and Deferred in Alternative B**

Alternative B	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Offered	167	158,559	24,639
Deferred	68	90,583	51,435

8 **Table 2.3 Deferrals due to Wildlife Concerns**

Num ber	Parcel Number	Total Mineral Acres	Reason for Deferral	Num ber	Parcel Number	Total Mineral Acres	Reason for Deferral
1	WY-1202-162	832.090	Greater Sage- grouse connectivity	21	WY-1202-233	1,720.000	Greater Sage- grouse/Core
2	WY-1202-163	276.480	Greater Sage- grouse connectivity	22	WY-1202-236	1,993.280	Greater Sage- grouse/Core
3	WY-1202-164	2,250.130	Greater Sage- grouse connectivity	23	WY-1202-238	2,038.180	Greater Sage- grouse/Core
4	WY-1202-165	2,240.000	Greater Sage- grouse connectivity	24	WY-1202-239	2,477.860	Greater Sage- grouse/Core
5	WY-1202-166	1,107.860	Greater Sage- grouse connectivity	25	WY-1202-240	2,080.000	Greater Sage- grouse/Core
6	WY-1202-174	520.010	Greater Sage- grouse connectivity	26	WY-1202-241	2,559.760	Greater Sage- grouse/Core
7	WY-1202-175	640.000	Greater Sage- grouse connectivity	27	WY-1202-242	2,080.000	Greater Sage- grouse/Core
8	WY-1202-179	203.770	Greater Sage- grouse/BFO	28	WY-1202-243	320.000	Greater Sage- grouse/Core
9	WY-1202-180	729.810	Greater Sage- grouse/BFO	29	WY-1202-244	2,272.72	Greater Sage- grouse/Core
10	WY-1202-181	206.870	Greater Sage- grouse/BFO	30	WY-1202-245	2,068.24	Greater Sage- grouse/Core
11	WY-1202-198	2,523.560	Greater Sage- grouse/BFO	31	WY-1202-246	469.100	Greater Sage- grouse/BFO
12	WY-1202-218	240.000	Greater Sage- grouse/Core	32	WY-1202-249	2,405.610	Greater Sage- grouse/Core
13	WY-1202-219	426.310	Greater Sage- grouse/Core	33	WY-1202-250	1,921.560	Greater Sage- grouse/Core
14	WY-1202-220	309.61	Greater Sage- grouse/Core	34	WY-1202-251	2,000.000	Greater Sage- grouse/Core
15	WY-1202-225	2,549.780	Greater Sage- grouse/Core	35	WY-1202-252	2,360.000	Greater Sage- grouse/Core
16	WY-1202-226	1,382.760	Greater Sage- grouse/Core	36	WY-1202-253	1,670.780	Greater Sage- grouse/Core

17	WY-1202-227	1,179.360	Greater Sage-grouse/Core	37	WY-1202-254	1,440.000	Greater Sage-grouse/Core
18	WY-1202-228	2,000.000	Greater Sage-grouse/Core	38	WY-1202-255	80.000	Greater Sage-grouse/BFO
19	WY-1202-229	2,420.470	Greater Sage-grouse/Core	39	WY-1202-470	161.640	Greater Sage-grouse/BFO
20	WY-1202-232	2,160.000	Greater Sage-grouse/Core				
					Total	56,317.60	

1 Seven parcels comprising 4,374.75 Federal mineral acres in Buffalo FO are recommended for
2 deferral pending revision of the Buffalo RMP/EIS. The mitigation measures for Greater Sage-
3 grouse in the current Buffalo RMP do not correspond to the core area strategy outlined in the
4 Governor's Executive Order, 2011-5, and this deferral would reserve decision space for Greater
5 Sage-grouse core areas for the RMP revision, allowing a broader and more comprehensive
6 analysis of range-wide impacts consistent with federal and state conservation goals for the
7 species. The BLM's Land Use Planning Handbook (H-1601 1) states (page 47): "During the
8 amendment or revision process, the BLM should review all proposed implementation actions
9 through the NEPA process to determine whether approval of a proposed action would harm
10 resource values so as to limit the choice of reasonable alternative actions... Even though the
11 current land use plan may allow an action, the BLM manager has the discretion to defer or
12 modify proposed implementation-level actions ... " At that time these parcels would be re-
13 evaluated to determine if they can be offered and, in consideration of the range of alternatives,
14 designated preferred alternative in the Draft EIS.

15 Seven parcels totaling 7,866.57 acres in the Newcastle FO are in a Greater Sage-grouse
16 connectivity area as designated under the Governor's Core Strategy Policy, and are
17 recommended for deferral until completion of the Sage Grouse Amendment for this FO.

18 Twenty-two parcels totaling 44,076.28 acres in Casper FO are in the Greater Sage-grouse core
19 area and meet the criteria of IM WY-2010-013. IM WY-2010-013 directs the BLM to screen
20 each parcel for Greater Sage-grouse core areas. If the parcel is within a core area, the BLM is to
21 indentify if Greater Sage-grouse habitat is present. Under step two of the screen, FOs are
22 directed to use mapped habitat or in cases where mapped habitat is not available, land use plan
23 derived Greater Sage-grouse stipulations, such as a TLS, are to be used as indicators of habitat
24 presence or absence. Step three is to identify if the parcel is within 11 square miles of
25 contiguous, manageable, unleased federal minerals. If the parcel is within this 11 mi², then the
26 BLM's Reservoir Management Group (RMG) is contacted to identify any potential fluid mineral
27 drainage concerns. If there are not any drainage concerns the parcel is recommended for deferral
28 from leasing until the RMP revision or amendment is finalized. The parcels in the Casper FO are
29 recommended for deferral until completion of the Sage Grouse Amendment.

30

31

32

33

1 **Table 2.4 Deferrals due to Lands and Realty (Camp Guernsey Withdrawal or Land**
 2 **Exchange and Table Mountain)**

Number	Parcel Number	Total Mineral Acres	Reason for Deferral
1	WY-1202-002	2009.060	Table Mountain Recreation and Public Purposes (R&PP) Application
2	WY-1202-003	1247.500	Table Mountain R&PP Application
3	WY-1202-069	869.300	Camp Guernsey Transfer Proposal
4	WY-1202-074	1440.340	Camp Guernsey Withdrawal Proposal
5	WY-1202-077	1320.800	Camp Guernsey Withdrawal Proposal
6	WY-1202-107	1060.040	Camp Guernsey Transfer Proposal
7	WY-1202-117	1125.820	Camp Guernsey Withdrawal Proposal
8	WY-1202-120	1279.01	Camp Guernsey Transfer Proposal
9	WY-1202-121	840.68	Camp Guernsey Transfer Proposal
10	WY-1202-123	1320.000	Camp Guernsey Withdrawal Proposal
11	WY-1202-124	1354.800	Camp Guernsey Withdrawal Proposal
12	WY-1202-125	1120.540	Camp Guernsey Withdrawal Proposal
13	WY-1202-138	1103.73	Camp Guernsey Transfer Proposal
14	WY-1202-142	680.000	Camp Guernsey Transfer Proposal
15	WY-1202-148	920.000	Camp Guernsey Transfer Proposal
16	WY-1202-149	1280.000	Camp Guernsey Transfer Proposal
17	WY-1202-150	920	Camp Guernsey Transfer Proposal
18	WY-1202-151	1120.000	Camp Guernsey Transfer Proposal and Camp Guernsey Withdrawal Proposal
19	WY-1202-152	1680.000	Camp Guernsey Transfer Proposal
20	WY-1202-153	1282.160	Camp Guernsey Withdrawal Proposal
21	WY-1202-154	1241.790	Camp Guernsey Withdrawal Proposal
Total		25,215.57	

3 Decision 6051 from the Casper RMP states: “Recreation and Public Purposes; Continue the
 4 existing segregation on 3,468 acres. These lands are segregated from operation of the public
 5 land laws, including the mining laws. Lands leased under the R&PP Act are segregated from
 6 operation of the mining laws.” Therefore parcels WY-1202-002 and WY-1202-003 are deferred
 7 until the R&PP decision.

8 Decision 6061 from the Casper RMP states: “Camp Guernsey; Continue the existing withdrawal
 9 on 5,620 acres and enlarge the withdrawal by 6,230 acres to 11,850 acres. The existing
 10 withdrawal segregates from operation of the public land laws, including the mining and mineral
 11 leasing laws, as will the enlargement.” This withdrawal was established on May 26, 1952 under
 12 Public Land Order 1146 and withdrew these lands for the Wyoming Army National Guard
 13 (Wyoming ANG). The additional 6,000 acre withdrawal has not been processed to date.

14
 15 Therefore parcels WY-1202-074, WY-1202-077, WY-1202-117, WY-1202-123, WY-1202-124,
 16 WY-1202-125, WY-1202-151, WY-1202-153 and WY-1202-154 are partially located within the
 17 Camp Guernsey proposed withdrawal area, as described in Decision 6061 from the Casper RMP
 18 and are recommended for deferral pending implementation of that decision.

19
 20 The Wyoming ANG is also in continued discussions with the BLM, Department of Defense and
 21 Congressional representatives about a possible legislative transfer of lands within the boundaries
 22 of Camp Guernsey. These discussions are ongoing therefore parcels WY-1202-069, WY-1202-

1 107, WY-1202-120, WY-1202-121, WY-1202-138, WY-1202-142, WY-1202-148, WY-1202-
 2 149, WY-1202-150, WY-1202-151 and WY-1202-152 are recommended for deferral until the
 3 details of that transfer have been decided.

4 **Table 2.5 Deferrals due to Cultural Concerns**

Number	Parcel Number	Total Mineral Acres	Reason for Deferral
1	WY-1202-044	1240.00	Contains one historic property within the Spanish Diggings Landscape
2	WY-1202-045	1294.29	Contains one historic property within the Spanish Diggings Landscape
3	WY-1202-047	1054.47	Contains one historic property within the Spanish Diggings Landscape
4	WY-1202-049	1200	Contains one contributing property within the Spanish Diggings Landscape
5	WY-1202-074	1440.34	Contains one historic property within the Spanish Diggings Landscape
6	WY-1202-088	1080.72	Contains seven historic properties within the Spanish Diggings Landscape
7	WY-1202-092	1200.00	Contains one historic property within the Spanish Diggings Landscape
8	WY-1202-095	1192.20	Contains two historic properties within the Spanish Diggings Landscape
9	WY-1202-126	788.05	Contains one historic property within the Spanish Diggings Landscape
Total		10,490.07	16 historic properties within 9 parcels

5 Nine parcels consisting of 10,490.07 mineral acres in the Newcastle and Casper FOs would be
 6 deferred in order to collect and analyze additional cultural resource information. The parcels
 7 contain 16 historic or contributing properties that may be contributing portions of the Spanish
 8 Diggings Landscape and removing the areas from leasing or application of lease stipulations may
 9 be necessary to adequately protect important resource values. Deferrals are necessary in order
 10 for the FOs to complete plan amendments or RMP revisions that adequately address land use
 11 allocations in relation to the sites

12 **2.5 Alternatives C – Offer All Parcels for Sale**

13 Alternative C will offer all 235 parcels for sale and subsequent leasing as compared to
 14 Alternative B, which offered 167 parcels to be leased and the other 68 parcels recommended for
 15 deferral. All other aspects of this alternative are the same as the proposed action. Federal
 16 mineral and Federal surface acres offered and deferred for Alternative C are shown in Table 2.5
 17 below.

18 **Table 2.6 Federal Acres Offered and Deferred in Alternative C**

Alternative C	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Offered	235	249,142	76,074
Deferred	0	0	0

1 **2.6 Alternatives Considered, but Eliminated from Further Analysis**

2 No other action alternatives were considered by the three FO ID teams or the High Plains DO
3 team.

Chapter 3

Affected Environment

3.1 Introduction

This Chapter presents the affected environment (*i.e.*, the physical, biological, social, and economic values and resources) identified in the three FO Interdisciplinary Team Checklists (IDTCs) which can be found in Appendix A, Interdisciplinary Team Checklists, and presented as issues in Chapter 1 (Section 1.6) of this EA. This is also where any mitigation is applied for each parcel based on the decisions from the respective RMP. This Chapter provides the baseline for comparison of alternatives for impacts and consequences described in Chapter 4.

3.2 General Setting

The proposed lease parcels are located in Campbell, Converse, Crook, Goshen, Johnson, Natrona, Niobrara and Platte Counties in Wyoming, and Harlan and Kimball Counties in Nebraska. The area is characterized by somewhat flat rolling prairie with breaks and steep gullies near major hydrologic features.

3.3 Resources/Issues Identified for Analysis

3.3.1 Air Resources

In addition to the air quality information in the RMPs, new information about greenhouse gases (GHGs) and their effects on national and global climate conditions has emerged. On-going scientific research has identified the potential impacts of GHG emissions such as carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), water vapor; and several trace gases on global climate. Through complex interactions on a global scale, GHG emissions cause a net warming effect of the atmosphere, primarily by decreasing the amount of heat energy radiated by the earth back into space. Although GHG levels have varied for millennia (along with corresponding variations in climatic conditions), industrialization and burning of fossil carbon sources have caused GHG concentrations to increase measurably, and may contribute to overall climatic changes.

This EA incorporates an analysis of the contributions of the proposed action to GHG emissions and a general discussion of potential impacts to climate. Air quality and visibility are the other components of air resources, which include applications, activities and management of the air resource. Therefore, the BLM must consider and analyze the potential effects of BLM and BLM-authorized activities on air resources as part of the planning and decision-making process.

3.3.1.1 Air Quality

The U.S. Environmental Protection Agency (EPA) established air quality standards (NAAQS) for criteria pollutants. Criteria pollutants include carbon monoxide (CO), nitrogen dioxide (NO₂), ozone (O₃), particulate matter (PM₁₀ and PM_{2.5}), sulfur dioxide (SO₂), and lead (Pb). Air pollutant concentrations greater than the NAAQS would represent a risk to human health.

1 EPA has delegated regulation of air quality to the State of Wyoming and is administered by the
 2 Wyoming Department of Environmental Quality. Wyoming Ambient Air Quality Standards
 3 (WAAQS) and NAAQS identify maximum limits for concentrations of criteria air pollutants at
 4 all locations to which the public has access. The WAAQS and NAAQS are legally enforceable
 5 standards. Concentrations above the WAAQS and NAAQS represent a risk to human health that,
 6 by law, require public safeguards be implemented. State standards must be at least as protective
 7 of human health as federal standards, and may be more restrictive than federal standards, as
 8 allowed by the Clean Air Act.

9 The counties that lie within the jurisdictional boundaries of the High Plains DO are classified as
 10 in attainment of all state and national ambient air quality standards as defined in the Clean Air
 11 Act of 1977, as amended. Modeling conducted to date by the WYDEQ does not indicate that air
 12 quality is likely to exceed any limits specified by the Clean Air Act in the near future.

13 Various state and federal agencies monitor air pollutant concentrations and visibility throughout
 14 Wyoming. Table 3.1 lists the available air quality monitoring sites within the High Plains DO
 15 and relevant sites nearby. The Wyoming Department of Environmental Quality (DEQ) operates
 16 a PM10 monitors as part of the State and Local Monitoring Site (SLAMS) network). Monitoring
 17 sites include several IMPROVE monitors and BLM administered sites that are part of the
 18 Wyoming Air Resource Monitoring System (WARMS). Atmospheric deposition (wet)
 19 measurements of ammonium, sulfate, and various metals are taken at the Sinks Canyon, South
 20 Pass and Yellowstone Park sites, which the BLM operates as part of the National Acid
 21 Deposition Program (NADP).

Table 3.1 Air Quality Monitoring Sites Within the High Plains DO

County	Site Name	Type of Monitor	Parameter	Operating Schedule	Location	
					Longitude	Latitude
Campbell	Thunder Basin	SPM	O3, NOx & Met	Hourly	-105.3000	44.6720
	South Campbell County	SPM	O3, NOx, PM10 & Met	1/3 (PM10) & hourly (NOx & O3)	-105.5000	44.1470
	Belle Ayr Mine	SPM	NOx & PM2.5	1/3 (PM2.5) & hourly (NOx)	-105.3000	44.0990
	Wright	SPM	PM10	1/6	-105.5000	43.7580
	Gillette	SLAMS	PM10	1/6	-105.5000	44.2880
	Black Thunder Mine	SPM	PM2.5	1/3	-105.2000	43.6770
	Buckskin Mine	SPM	PM2.5	1/3	-105.6000	44.4720
	South Coal	WARMS	PM2.5 & Meteorology		-105.8378	44.9411
	Thunder Basin	IMPROVE	PM2.5, Nitrate, Ammonium, Nitric Acid, Sulfate, Sulfur Dioxide & Meteorology	1/3	-105.2874	44.6634

Johnson	Buffalo	WARMS	PM2.5, Nitrate, Ammonium, Nitric Acid, Sulfate, Sulfur Dioxide & Meteorology	1/3 (PM2.5) & 1/7 (others)	-106.0189	44.1442
	Juniper	WARMS	PM2.5 & Meteorology	1/3 (PM2.5)	-106.2289	44.2103
	Cloud Peak	IMPROVE	PM2.5, Nitrate, Ammonium, Nitric Acid, Sulfate, Sulfur Dioxide & Meteorology	1/3	-106.9565	44.3335
Sheridan	Sheridan - Highland Park	SLAMS	PM10 & PM2.5	1/3 (PM10); 1/3 & 1/6 (PM2.5)	-107.0000	44.8060
	Sheridan - Police Station	SLAMS	PM10 & PM2.5	1/1 (PM10) & 1/3 & 1/6 (PM2.5)	-107.0000	44.8330
	Arvada	SPM	PM10		-106.1000	44.6540
	Sheridan	WARMS	PM2.5, Nitrate, Ammonium, Nitric Acid, Sulfate & Sulfur Dioxide	1/3 (PM2.5) & 1/7 (others)	-106.8472	44.9336
Converse	Antelope Mine	SPM	NOx & PM2.5	1/3 (PM2.5) & hourly (NOx)	-105.4000	43.4270
Weston	Newcastle	WARMS	PM2.5, Nitrate, Ammonium, Nitric Acid, Sulfate, Sulfur Dioxide & Meteorology	1/3 (PM2.5) & 1/7 (others)	-104.1919	43.8731
	Newcastle	NADP	Wet deposition of ammonium, sulfate, metals	Weekly		

1 BLM assessed recent air quality conditions within the High Plains DO boundary by examining
2 data collected by monitors in the area, supplemented by various monitors in neighboring
3 planning areas, as summarized in Table 3.2. The examination of this data indicates that the
4 current air quality for criteria pollutants in the High Plains DO is considered good overall. Based
5 on measurements in the area, visibility in the High Plains DO is considered excellent.

Table 3.2 Air Quality Conditions

Pollutant	Average Time	NAAQS ($\mu\text{g}/\text{m}^3$)	WAAQS ($\mu\text{g}/\text{m}^3$)	Representative Concentrations	
				($\mu\text{g}/\text{m}^3$)	Year
Carbon Monoxide ⁸	1 hour	40,000	40,000	1979	2005
	8 hours	10,000	10,000	931	2005
Nitrogen Dioxide (NO ₂) ⁴	Annual	100	100	0.004	2006
Ozone (O ₃) ⁵	8 hours	147	157	0.079	008
Particulate Matter (PM ₁₀) ⁷	24 hours	150	150		
	Annual	None	50	17	2008
Particulate Matter (PM _{2.5}) ⁴	24 hours	35	35		
	Annual	15	15	4.52	2008

Sulfur Dioxide (SO ₂) ⁶	3 hours	1300 ¹	1300		
	24 hours	365	260		
	Annual	80	60	0.6	2006

Sources: Wyoming DEQ 2004; EPA 2005
¹Secondary standard only, as there is no 3-hour federal primary standard for SO₂.
²Average not to be exceeded more than two times per year.
³Average not to be exceeded more than two times in any 5 consecutive days.
⁴Antelope Site 3, Converse County (56009081942602-1)
⁵To attain this standard, the 3-year average of the fourth-highest daily maximum 8-hour average O₃ concentrations measured at each monitor within an area over each year must not exceed the standard. A year of O₃ data is only considered if valid daily maximums are available for at least 75 percent of the ozone season
⁶Average filter pack concentrations for the Buffalo WARMS site
⁷City County Bldg Center And C Streets, Casper, WY (560250001)
⁸Data collected at Yellowstone National Park in 2005
NAAQS National Ambient Air Quality Standards
PM₁₀ particulate matter less than 10 microns in diameter
WARMS Wyoming Air Resource Monitoring System
ug/m³ micrograms per cubic meter
PM_{2.5} particulate matter less than 2.5 microns in diameter
WAAQS Wyoming Ambient Air Quality Standards

1 **3.3.1.2 Greenhouse Gas Emissions**

2 Greenhouse gases that are included in the US Greenhouse Gas Inventory are: carbon dioxide
3 (CO₂), methane (CH₄), nitrous oxide (N₂O), hydrofluorocarbons (HFCs), perfluorocarbons
4 (PFCs), and sulfur hexafluoride (SF₆). CO₂ and methane (CH₄) are typically emitted from
5 combustion activities or are directly emitted into the atmosphere.

6 Currently, the Wyoming Department of Environmental Quality (WDEQ) Air Quality Division
7 (AQD) does not regulate greenhouse gas emissions, although these emissions are regulated
8 indirectly by various other regulations.

9 Some greenhouse gases such as carbon dioxide occur naturally and are emitted to the atmosphere
10 through natural processes and human activities. Other greenhouse gases (e.g., fluorinated gases)
11 are created and emitted solely through human activities. The primary greenhouse gases that enter
12 the atmosphere as a result of anthropogenic activities include carbon dioxide (CO₂), methane
13 (CH₄), nitrous oxide (N₂O), and fluorinated gases such as hydrofluorocarbons, perfluorocarbons,
14 and sulfur hexafluoride. These synthetic gases are GHGs that are emitted from a variety of
15 industrial processes.

16 Several activities occur within the High Plains DO that may generate greenhouse gas emissions:
17 Oil, gas, and coal development, large fires, livestock grazing, and recreation using combustion
18 engines which can potentially generate CO₂ and methane. Oil and gas development activities
19 can generate carbon dioxide (CO₂) and methane (CH₄). CO₂ emissions result from the use of
20 combustion engines, while methane can be released during processing. Wildland fires also are a
21 source of other GHG emissions, while livestock grazing is a source of methane. A description of
22 the potential greenhouse gas emissions associated with the proposed leasing activities is included
23 in Chapter 4.

24 Of the parcels that have been nominated for the High Plains DO portion of the February 2012
25 Competitive Oil and Gas Lease Sale, all are located within areas defined as having high potential
26 for occurrence of oil and gas (see RMP Reasonably Foreseeable Development scenarios (RFDs))

1 for both Casper and Buffalo). Newcastle does not have an RFD but according to petroleum
 2 engineers and geologists within the BLM, Newcastle FO has the same potential for occurrence as
 3 the other offices as can be seen by the continued interest and development in oil and gas
 4 operations.

5 **3.3.1.3 Visibility**

6 There are several National Parks, National Forests, recreation areas, and wilderness areas within
 7 and surrounding the High Plains DO. Table 3.3 lists areas designated as Class I or Class II
 8 Airsheds. National Parks, National Monuments, and some state designated Wilderness Areas are
 9 designated as Class I. The Clean Air Act “declares as a national goal the prevention of any
 10 future, and the remedying of any existing, impairment of visibility in mandatory Class I Federal
 11 areas . . . from manmade air pollution.” 42 U.S.C. § 7491(a) (1).25. Under the BLM Manual
 12 Section 8560.36, BLM lands, including wilderness areas not designated as Class I, are managed
 13 as Class II, which provides that moderate deterioration of air quality associated with industrial
 14 and population growth may occur.

Table 3.3 National Parks, Wilderness Areas, and National Monuments

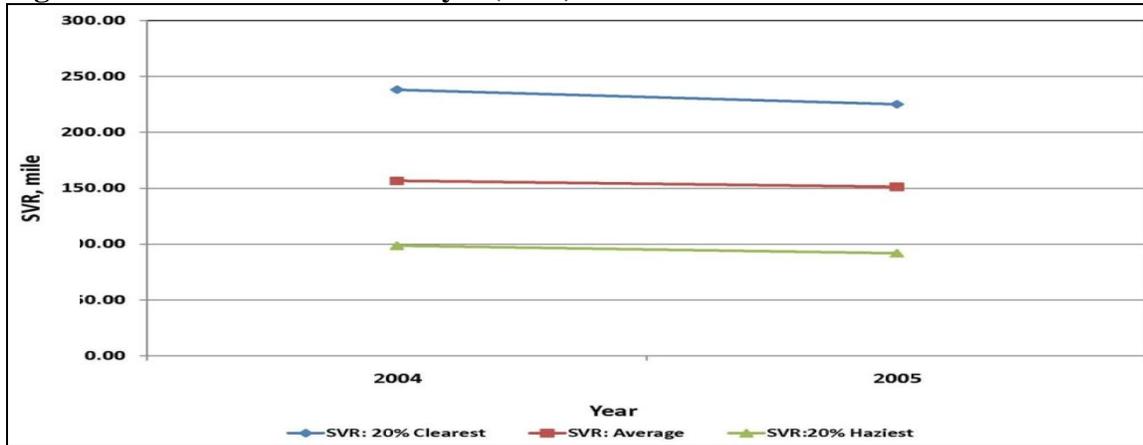
Area Name	Closest Distance to High Plains District (miles)	Direction from the High Plains District	Clean Air Act Status of the Area
Badlands National Park	>100	East	Class I
Bridger Wilderness Area	90	West	Class I
Cloud Peak Wilderness Area	within	---	Class II
Devils Tower National Monument	within	---	Class II
Fitzpatrick Wilderness Area	100	West	Class I
Grand Teton National Park	>100	West	Class I
Jewel Cave National Monument	<20	East	Class II
North Absaroka Wilderness Area	>100	Northwest	Class I
Teton Wilderness Area	>100	Northwest	Class I
Washakie Wilderness Area	>100	Northwest	Class I
Wind Cave National Park	<50	East	Class I
Yellowstone National Park	>100	Northwest	Class I

Source: NPS 2006

15 The BLM works cooperatively with several other federal agencies to measure visibility with the
 16 Inter-Agency Monitoring of Protected Visual Environments (IMPROVE) network. As noted
 17 above, data collected at the Thunder Basin National Grasslands and Cloud Peak Wilderness
 18 IMPROVE monitoring sites have been used indirectly to measure visibility in the High Plains
 19 DO. Figure 3.2 presents visibility data for the Thunder Basin IMPROVE site for the period
 20 2004-2005, and Figure 3.3 presents visibility data for the Cloud Peak IMPROVE site for the
 21 period 2003-2007. The data for the two sites are consistent and show very good to excellent
 22 visibility ranges within the High Plains DO, even for the 20 percent haziest days. Although there

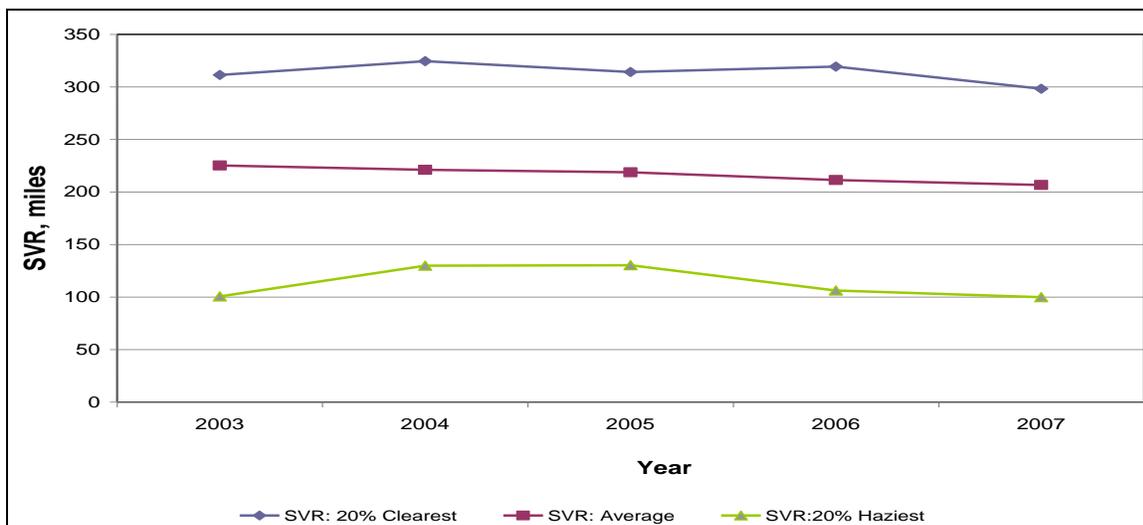
1 are not enough data to discern trends at the Thunder Basin site, the five-year record at the Cloud
2 Peak site does show a very slight degradation of visibility over this time period.

3 **Figure 3.2 Annual Visibility (SVR) for the Thunder Basin IMPROVE site**



4
5 Source: IMPROVE 2009

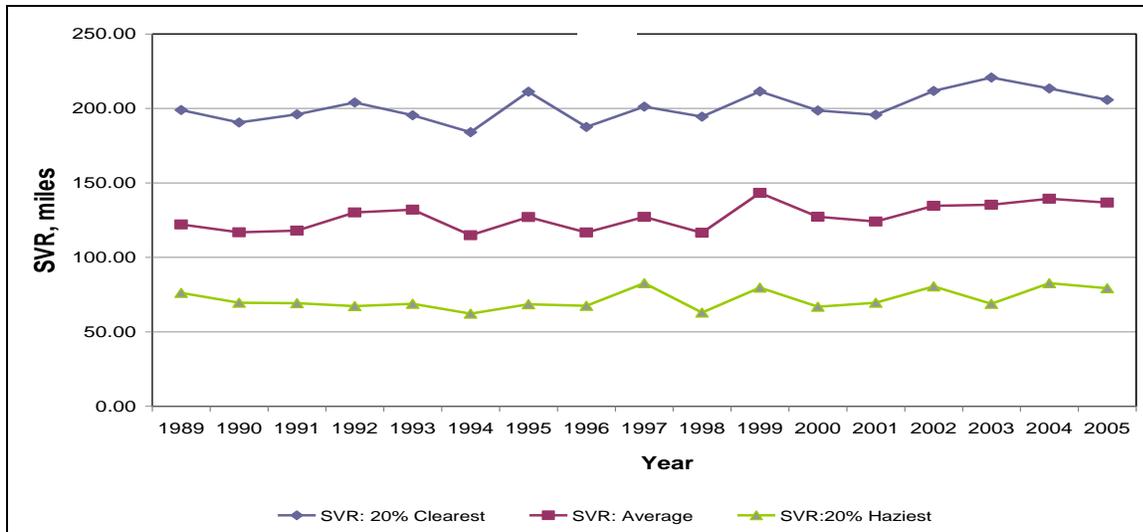
6 **Figure 3.3 Annual Visibility (SVR) for the Cloud Peak IMPROVE site**



7
8 Source: IMPROVE 2009

9 In addition to visibility measurements within the High Plains DO, Figure 3.4 presents visibility
10 estimates SVR for the Badlands National Park site, located east of the High Plains DO, for the
11 period 1989 to 2005. This figure shows the annual average visual range estimates and the
12 estimates for the 20 percent clearest days and 20 percent haziest days. The visibility estimates for
13 the Badlands site are lower than those for the Thunder Basin and Cloud Peak sites, but no real
14 trend in visibility is discernable during this period at the Badlands monitor.

15 **Figure 3.4 Annual Visibility (SVR) for the Badlands National Park IMPROVE site**



1

2 Source: IMPROVE 2009

3 **3.3.2 Cultural and Native American**

4 All parcels addressed in this EA, have the potential to contain historic properties including
 5 prehistoric and historic archaeological sites, TCPs, and sacred sites. File searches performed by
 6 individual field offices revealed that the portions of the parcels have been previously inventoried,
 7 for cultural resources but there are many areas without inventory. Prior inventories in or near the
 8 parcels located site types that include lithic scatters, large habitation sites, quarries, stone circle
 9 sites, cairns, historic trash scatters, homesteading sites, a historic trail, historic inscriptions, and a
 10 historic transmission line. The majority of the sites are not eligible, although numerous historic
 11 properties are present. The most important sites are described below:

12 **Spanish Diggings Landscape:**

13 The Spanish Diggings Landscape is a nationally recognized area studied by
 14 archeologists for decades and is the subject of numerous scholarly articles. It is a
 15 concentration of prehistoric chert and quartzite quarries in an area approximately
 16 36 miles by 36 miles in Goshen, Niobrara, Platte and Converse Counties. The
 17 landscape is loosely defined as a triangular area bound by the north by the
 18 Chicago & North Western railroad from Lusk to Orin, the southwest by the
 19 Chicago, Burlington & Quincy Railroad from Orin to the Platte-Goshen County
 20 line and the southeast from a straight line from the last described point to Lusk.
 21 The site was named by settlers in the 1880's who mistakenly attributed the large
 22 quarry pits to Spaniards in search of gold. The features are strongly associated
 23 with the Hartville Uplift which contains natural outcrops of quartzite and chert.
 24 Scientific investigations imply that the area was utilized for tool stone for over
 25 11,000 years. Quarries are typically on ridges and slopes while associated
 26 workshops occupy ridges, slopes, and valleys. Known sites which may be
 27 associated with the quarrying activity in the area include stone circle sites, cairns,
 28 unusual stone alignments, burials, and camp sites. Archeologists identified

1 material from Spanish Diggings several hundred miles from the source quarries.
2 The quarry landscape covers an area of approximately 650 square miles, and it
3 requires additional research to fully define its actual extent.

4 The Spanish Diggings landscape is in both Casper FO and Newcastle FO areas. In 1980 BLM
5 received fluid mineral lease requests for an area within the landscape referred to as the “Main
6 Quarry” in Platte County. BLM determined that the quarry site is a historic property, but did not
7 make an eligibility determination for the greater extent of the landscape due to what was
8 perceived as an unreasonably large and poorly defined area. BLM leased the fluid minerals
9 beneath the site and attached an NSO stipulation. The portions of the landscape within Niobrara
10 and Platte Counties were later determined to be historic properties (Platte County in 1990,
11 Niobrara County in 2003). The Converse and Goshen County portions of the landscape are
12 currently unevaluated.

13 The following 90 parcels are in or are intersected by the Spanish Diggings Landscape boundary:
14 WY-1202-37, WY-1202-38, WY-1202-39, WY-1202-41, WY-1202-42, WY-1202-43, WY-
15 1202-44, WY-1202-45, WY-1202-46, WY-1202-47, WY-1202-48, WY-1202-49, WY-1202-50,
16 WY-1202-61, WY-1202-62, WY-1202-63, WY-1202-64, WY-1202-65, WY-1202-66, WY-
17 1202-68, WY-1202-69, WY-1202-70, WY-1202-71, WY-1202-72, WY-1202-73, WY-1202-74,
18 WY-1202-75, WY-1202-76, WY-1202-77, WY-1202-78, WY-1202-79, WY-1202-80, WY-
19 1202-81, WY-1202-82, WY-1202-83, WY-1202-84, WY-1202-85, WY-1202-86, WY-1202-87,
20 WY-1202-88, WY-1202-89, WY-1202-90, WY-1202-91, WY-1202-92, WY-1202-93, WY-
21 1202-94, WY-1202-95, WY-1202-105, WY-1202-106, WY-1202-107, WY-1202-108, WY-
22 1202-109, WY-1202-110, WY-1202-111, WY-1202-112, WY-1202-113, WY-1202-114, WY-
23 1202-115, WY-1202-116, WY-1202-117, WY-1202-118, WY-1202-119, WY-1202-120, WY-
24 1202-121, WY-1202-122, WY-1202-123, WY-1202-124, WY-1202-125, WY-1202-126, WY-
25 1202-127, WY-1202-128, WY-1202-138, WY-1202-139, WY-1202-140, WY-1202-141, WY-
26 1202-142, WY-1202-143, WY-1202-144, WY-1202-145, WY-1202-146, WY-1202-147, WY-
27 1202-148, WY-1202-149, WY-1202-150, WY-1202-151, WY-1202-152, WY-1202-153, WY-
28 1202-154, WY-1202-155 and WY-1202-156.

29 There are no decisions from the Newcastle RMP relating to the Spanish Diggings landscape.
30 Decision #5003 from the Casper RMP states:

31 NSO on the 534-acre Spanish Diggings prehistoric quarry (48PL48).

32 The NSO applies to the Main Quarry area and was expanded to 3,937 acres in 2011 as a
33 maintenance action (Plan Change No. 2011-05) resulting from information relating to quarry
34 locations within the landscape that became available after approval of the RMP in 2007.

35 The addition of 3,403 acres to the existing NSO for Spanish Diggings prehistoric quarry
36 (48PL48) is warranted, as these acres have been determined, in consultation with Wyoming State
37 Historic Preservation Officer (SHPO), as eligible for the National Register of Historic Places.

38 This stipulation will be applied to parcels WY-1202-153 and WY-1202-154.

39 Hell Gap Site:

1 The Hell Gap site provided the basis for the chronology of the Early, Middle, and
2 Late Paleoinian period in the Northwest Plains. It is a rare stratified open air
3 archaeological deposit that added significant information about the earliest
4 prehistory of North America. Excavations were performed at the site by Harvard
5 and the University of Wyoming between 1959 and 1966. The site retains intact
6 buried deposits, and investigations by the University of Wyoming are currently
7 ongoing. The site is a historic property and nomination as a National Historic
8 Landmark is currently in preparation by the Wyoming SHPO and University of
9 Wyoming.

10 Decision #5006 from the Casper RMP states:

11 NSO onsite and CSU within 300 feet of the following sites: 48NA227, 48NA940,
12 and 48NA84. The restriction on the Rock Cairn Trail in the South Bighorn
13 Mountains is not carried forward. Additional sites may be found, which will also
14 be NSO.

15 The Casper FO expanded the decision to cover additional sites in 2011 as a maintenance action
16 (Plan Change No. 2011-06) resulting from information that became available after approval of
17 the RMP in 2007.

18 The addition of 2,454 acres to the NSO onsite protection for two Patten Creek sites (48PL32/68)
19 (1,506 acres) and one for Hell Gap site (48GO305) (948 acres) is warranted, as these acres have
20 been determined, in consultation with Wyoming State Historic Preservation Officer (SHPO), as
21 listed on or eligible for the National Register of Historic Places.

22 This stipulation will be applied to parcel WY-1202-65.

23 Patten Creek Site:

24 Patten Creek is listed on the National Register of Historic Places. It is a deeply
25 stratified open air site that contributed significant information about the Archaic
26 period. The Patten Creek and Hell Gap sites established the temporal sequence of
27 prehistoric cultures in the Northwest Plains. Excavation was performed at the site
28 by Harvard and the University of Wyoming. The site retains intact buried
29 deposits, and investigations by the University of Wyoming are currently ongoing.
30 The Patten Creek and Hell Gap sites established the temporal sequence of
31 prehistoric cultures in the Northwest Plains.

32 Decision #5006 from the Casper RMP and Plan Change No. 2011-06 also apply to the Patten
33 Creek site. An NSO will be applied to parcel WY-1202-119.

34 Oregon Trail, Bozeman Trail and Cheyenne-Deadwood Trail:

35 Four National Historic Trails (NHT) and other historic trails of regional and
36 national significance cross the Casper FO. The four NHTs are formally known as
37 the "Oregon-California-Mormon Pioneer-Pony Express Trail," but generically as
38 the Oregon Trail because the routes overlap in many areas. The NHTs are

1 associated with sites such as Fort Caspar and Fort Laramie. These routes were
2 major thoroughfares for westward expansion, military campaigns, and to the gold
3 fields of California, Idaho, and Montana. John Bozeman's shorter route to the
4 Montana mining area was one of the catalysts of the Plains Indian wars in the
5 latter half of the nineteenth century. Additionally, the Texas Trail, the Cheyenne-
6 Deadwood Stage Road, and other historic roads were routes important at a
7 regional level, opening central Wyoming to settlement, commerce, agriculture,
8 industry, and travel. Congress designated the Oregon and Mormon Pioneer trails
9 as NHTs in November 1978. The purpose of that Act was to identify and protect
10 the trails, along with their historic remnants and artifacts, for public use and
11 enjoyment. The Act also directed the Secretary of the Interior to prepare
12 comprehensive management plans and adopt uniform markers for both trails
13 (BLM 1986a).

14 In 1863 John Bozeman scouted a route through the Powder River Basin that
15 would provide a direct overland route for freight traffic and immigrants to the
16 gold fields in western Montana. The later establishment of the Bozeman Trail and
17 the efforts of the United States Army to protect travelers along the route led to
18 "Red Cloud's War" between the United States Army and a combined force of
19 Sioux, Cheyenne, and Arapaho. Although the US Army established several forts
20 along the Bozeman Trail, it never fully succeeded in protecting travelers along the
21 trail. The Fetterman Battle, near Fort Phil Kearney, resulted in the worst defeat of
22 the U.S. Army at the hands of the Plains Indians as Fetterman and his entire
23 command of 80 soldiers were killed. The Army eventually abandoned its
24 occupation of the region with the signing of the second Treaty of Fort Laramie in
25 1868, which closed the Bozeman trail and ceded the area to the Sioux.

26 The Cheyenne to Black Hills Stage Line was a significant route to the Black Hills
27 for mining operations beginning in 1876. During the first year, stagecoaches
28 traveled north of Lusk to Hat Creek Station and then veered NE to enter the
29 southern Black Hills. The following year this route was abandoned and north of
30 Hat Creek the trail extended along the west edge of the Black Hills. Remnants of
31 the trail exist as wagon ruts and swales. The trail was significant as a
32 transportation route from 1877 to 1887 and is a historic property.

33 Decision #5006 from the Casper RMP states:

34 **A. NHTs and Other Historic Trails Where Setting Does Not Contribute to NRHP**
35 **Eligibility.**

36 1. Existing physical features and associated sites will be protected from physical
37 impacts. There will be no surface disturbance on trail traces. As mapped in the
38 Casper Field Office GIS database.

39 2. CSU within ¼ mile or the visual horizon, whichever is closer to ensure that
40 surface-disturbing activities avoid trail remains and the lands immediately
41 surrounding them. The protective zones are as mapped in the Casper Field Office
42 GIS database.

1 3. ROW crossings at previously disturbed areas at right angles.. The setting
2 associated with these historic trails will be managed in accordance with objectives
3 for the VRM Class established for the areas (as mapped in the Casper Field Office
4 GIS database).

5 **B. Where Historic Setting Contributes to NRHP Eligibility**

6 1. Existing physical features and associated sites will be managed so that the trail
7 trace and associated sites will be protected from physical impacts.

8 2. CSU will extend to the viewshed foreground (out to a maximum of 3 miles) or
9 the visual horizon, whichever is closer to ensure that surface-disturbing activities
10 avoid trail remains and the lands immediately surrounding them.

11 The protective zones are as mapped in the Casper Field Office GIS database.

12 Management guidelines are summarized below:

13 • ROW crossings at previously disturbed areas at right angles

14 • Mineral leasing will continue with a CSU stipulation

15 • Fences and range improvements will be permitted if impacts mitigated.

16 3. The historic setting associated with these trails will be managed to maintain the
17 existing character of the landscape. Accordingly, the viewshed foreground (out to
18 a maximum of 3 miles) will be managed as follows:

19 • VRM Class II

20 • Mineral leasing will continue with CSU stipulation.

21 4. NHTs will be managed as VRM Class II until inventories are completed.

22 Segments not contributing overall eligibility will be managed as Class III.

23 The stipulation referenced in B. 2 above will be applied to parcels WY-1202-26, WY-1202-27,
24 WY-1202-28, WY-1202-51, WY-1202-52, WY-1202-101, WY-1202-102, WY-1202-103, WY-
25 1202-105, WY-1202-106, WY-1202-107, WY-1202-111, WY-1202-112, WY-1202-114, WY-
26 1202-115, WY-1202-121, WY-1202-122, WY-1202-138, WY-1202-140, WY-1202-143, WY-
27 1202-147, WY-1202-148, WY-1202-150, WY-1202-153 and WY-1202-154, WY-1202-218,
28 WY-1202-219 and WY-1202-220.

29 The Newcastle RMP contains a decision relating to the Cheyenne-Deadwood Trail (eligible for
30 listing on the NRHP) which states:

31 Areas within 0.25 mile, or the visual horizon, whichever is closer, of significant
32 segments of historic trails that are listed on the NRHP, or that are eligible for
33 listing on the NRHP, are avoidance areas for surface-disturbing activities.

34 This stipulation will be applied to parcels WY-1202-42, WY-1202-44 and WY-1202-48.

35 **3.3.3 Wildlife and Special Status Species (Plants and Animals)**

36 Section 7 of the Endangered Species Act (ESA) requires BLM land managers to ensure that any
37 action authorized, funded, or carried out by the BLM is not likely to jeopardize the continued
38 existence of any threatened or endangered species and that it avoids any appreciable reduction in
39 the likelihood of recovery of affected species. Consultation with the FWS is required on any

1 action proposed by the BLM or another federal agency that affects a listed species or that
2 jeopardizes or modifies critical habitat.

3 The BLM's Special Status Species Policy outlined in BLM Manual 6840, Special Status Species
4 Management, is to conserve listed species and the ecosystems on which they depend and to
5 ensure that actions authorized or carried out by BLM are consistent with the conservation needs
6 of special status species and do not contribute to the need to list any of these species. The
7 BLM's policy is intended to ensure the survival of those plants that are rare or uncommon, either
8 because they are restricted to specific uncommon habitat or because they may be in jeopardy due
9 to human or other actions. The policy for federal candidate species and BLM sensitive species
10 is to ensure that no action that requires federal approval should contribute to the need to list a
11 species as threatened or endangered.

12 Other management direction is based on RMP management objectives, activity level plans, and
13 other aquatic habitat and fisheries management direction, including 50 CFR 17, the BLM's Land
14 Use Planning Handbook, Appendix C, Part E, Fish and Wildlife.

15 The current RMPs have evaluated the need to protect habitat necessary for the success of species
16 identified through these regulations and policies. Three categories of stipulations are used in the
17 following sections. No Surface Occupancy (NSO) is the most stringent. Under an NSO, use or
18 occupancy of the land surface for fluid mineral exploration or development is prohibited to
19 protect identified resource values. Controlled Surface Use (CSU) is less stringent. Under a CSU
20 use and occupancy is allowed (unless restricted by another stipulation) but identified resource
21 values require special operational constraints that may modify the lease rights. CSU is used for
22 operating guidance, not as a substitute for the NSO or Timing stipulations. Timing Limitations
23 (TLS) is the least stringent. TLS prohibits surface use during specified time periods to protect
24 identified resource values. This stipulation does not apply to the operation and maintenance of
25 production facilities unless the findings of analysis demonstrates the continued need for such
26 mitigation and that less stringent, project specific mitigation measures would be insufficient.

27 New information regarding the status of the Greater Sage-grouse has elevated its status to a
28 federal candidate species. Policy was issued by the Wyoming BLM in December 2009 under
29 Information Memoranda 2010-012 and 2010-013; additional policy was issued by the
30 Washington Office BLM under Information Memoranda 2010-071.

31 **3.3.3.1 Bald Eagle**

32 The bald eagle is a large, primarily fish-eating raptor, although it also consumes waterfowl and
33 carrion. Bald eagles nest in sizeable trees adjacent to large bodies of water (lakes, reservoirs,
34 and large rivers). Nests and roost sites have been identified within the High Plains DO; however,
35 not all nests or roosts occur on public lands. Table 3.5 contains a list of parcels with bald eagle
36 stipulations.

37 **Table 3.5 February 2012 Oil and Gas Lease Parcels with Bald Eagle Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-131	1	Newcastle
WY-1202-142	2	Casper
WY-1202-151	2	Casper
WY-1202-152	2	Casper
WY-1202-194	3	Buffalo
WY-1202-196	3	Buffalo
WY-1202-198	3	Buffalo
WY-1202-200	3	Buffalo
WY-1202-201	3	Buffalo

1 The following stipulations apply to table 3.5.

- 2 1. CSU (1) The lease area may now or hereafter contain plants, animals, or their
3 habitats determined to be threatened, endangered, or other special status species.
4 BLM may recommend modifications to exploration and development proposals to
5 further its conservation and management objective to avoid BLM-approved
6 activity that will contribute to a need to list such a species or their habitat. BLM
7 may require modifications to or disapprove proposed activity that is likely to
8 result in jeopardy to the continued existence of a proposed or listed threatened or
9 endangered species or result in the destruction or adverse modification of a
10 designated or proposed critical habitat. BLM will not approve any ground-
11 disturbing activity that may affect any such species or critical habitat until it
12 completes its obligations under applicable requirements of the Endangered
13 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
14 required procedure for conference or consultation; (2) as mapped on the
15 Newcastle Field Office GIS database; (3) protecting *Haliaeetus leucocephalus*
16 (Bald eagle).
- 17 2. CSU (1) Surface occupancy or use within 1/4 mile of the Bald Eagle
18 Concentration Feeding Areas will be restricted or prohibited unless the operator
19 and surface managing agency arrive at an acceptable plan for mitigation of
20 anticipated impacts; (2) as mapped on the Casper Field Office GIS database; (3)
21 protecting Bald Eagle Feeding Areas.
- 22 3. CSU (1) The lease area may now or hereafter contain plants, animals, or their
23 habitats determined to be threatened, endangered, or other special status species.
24 BLM may recommend modifications to exploration and development proposals to
25 further its conservation and management objective to avoid BLM-approved
26 activity that will contribute to a need to list such a species or their habitat. BLM
27 may require modifications to or disapprove proposed activity that is likely to
28 result in jeopardy to the continued existence of a proposed or listed threatened or
29 endangered species or result in the destruction or adverse modification of a
30 designated or proposed critical habitat. BLM will not approve any ground-
31 disturbing activity that may affect any such species or critical habitat until it
32 completes its obligations under applicable requirements of the Endangered
33 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any

1 required procedure for conference or consultation; (2) as mapped on the Buffalo
 2 RMP map; (3) protecting *Haliaeetus leucocephalus* (Bald eagle).

3 **3.3.3.2 Black-tailed Prairie Dog**

4 Black-tailed prairie dogs historically inhabited short grass and mixed-grass prairies throughout
 5 the United States. Habitat loss and fragmentation, disease, and eradication programs remain
 6 serious threats to the species. Many special status wildlife species are found in prairie dog
 7 towns, including the black-footed ferret, and burrowing owl, mountain plover, and swift fox nest
 8 sites. Black-tailed prairie dog habitats generally occur throughout the High Plains District;
 9 however, most suitable habitat, especially arable lands and drainage bottoms, are located on
 10 private and state land. Table 3.6 displays a list of parcels with black-tailed prairie dog
 11 stipulations.

12 **Table 3.6 February 2012 Oil and Gas Lease Parcels with Black-tailed Prairie Dog**
 13 **Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-001	1	Casper
WY-1202-002	1	Casper
WY-1202-003	1	Casper
WY-1202-029	1	Casper
WY-1202-032	1	Casper
WY-1202-033	1	Casper
WY-1202-054	1	Casper
WY-1202-063	1	Casper
WY-1202-065	1	Casper
WY-1202-066	1	Casper
WY-1202-068	1	Casper
WY-1202-70	1	Casper
WY-1202-71	1	Casper
WY-1202-76	1	Casper
WY-1202-170	1	Casper
WY-1202-196	2	Buffalo
WY-1202-198	2	Buffalo
WY-1202-199	2	Buffalo
WY-1202-200	2	Buffalo
WY-1202-201	2	Buffalo

14 The following stipulations apply to Table 3.6.

- 15 1. CSU (1) The lease area may now or hereafter contain plants, animals, or their
 16 habitats determined to be threatened, endangered, or other special status species.
 17 BLM may recommend modifications to exploration and development proposals to
 18 further its conservation and management objective to avoid BLM-approved
 19 activity that will contribute to a need to list such a species or their habitat. BLM

1 may require modifications to or disapprove proposed activity that is likely to
 2 result in jeopardy to the continued existence of a proposed or listed threatened or
 3 endangered species or result in the destruction or adverse modification of a
 4 designated or proposed critical habitat. BLM will not approve any ground-
 5 disturbing activity that may affect any such species or critical habitat until it
 6 completes its obligations under applicable requirements of the Endangered
 7 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
 8 required procedure for conference or consultation; (2) as mapped on the Casper
 9 Field Office GIS database; (3) protecting *Cynomys ludovicianus* (Black-tailed
 10 prairie dog).

- 11 2. CSU (1) The lease area may now or hereafter contain plants, animals, or their
 12 habitats determined to be threatened, endangered, or other special status species.
 13 BLM may recommend modifications to exploration and development proposals to
 14 further its conservation and management objective to avoid BLM-approved
 15 activity that will contribute to a need to list such a species or their habitat. BLM
 16 may require modifications to or disapprove proposed activity that is likely to
 17 result in jeopardy to the continued existence of a proposed or listed threatened or
 18 endangered species or result in the destruction or adverse modification of a
 19 designated or proposed critical habitat. BLM will not approve any ground-
 20 disturbing activity that may affect any such species or critical habitat until it
 21 completes its obligations under applicable requirements of the Endangered
 22 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
 23 required procedure for conference or consultation; (2) as mapped on the Buffalo
 24 RMP map; (3) protecting *Cynomys ludovicianus* (black-tailed prairie dog).

25 **3.3.3.3 Blowout Penstemon**

26 The blowout penstemon is endangered at the federal level based on its restricted distribution to
 27 open, early-successional habitat and regional endemic range in the Nebraska Sandhills Prairie
 28 and the Great Divide Basin in Wyoming. Habitat for blowout penstemon consists of early
 29 successional sand dunes and blowouts. Critical habitat for the blowout penstemon is not
 30 designated within the High Plains DO, and the species is not known to occur. Table 3.7 contains
 31 a list of parcels with blowout penstemon stipulations.

32 **Table 3.7 February 2012 Oil and Gas Lease Parcels with Blowout Penstemon Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-001	1	Casper
WY-1202-002	1	Casper
WY-1202-003	1	Casper
WY-1202-006	1	Casper
WY-1202-010	1	Casper
WY-1202-011	1	Casper
WY-1202-017	1	Casper
WY-1202-025	1	Casper
WY-1202-029	1	Casper

WY-1202-030	1	Casper
WY-1202-033	1	Casper
WY-1202-053	1	Casper
WY-1202-094	2	Newcastle
WY-1202-095	2	Newcastle
WY-1202-101	1	Casper
WY-1202-103	1	Casper
WY-1202-104	1	Casper
WY-1202-116	1	Casper
WY-1202-117	1	Casper
WY-1202-118	1	Casper
WY-1202-120	1	Casper
WY-1202-121	1	Casper
WY-1202-123	1	Casper
WY-1202-124	1	Casper
WY-1202-125	1	Casper
WY-1202-153	1	Casper
WY-1202-154	1	Casper
WY-1202-156	2	Newcastle
WY-1202-183	1	Casper
WY-1202-208	1	Casper
WY-1202-212	1	Casper
WY-1202-214	1	Casper
WY-1202-218	1	Casper
WY-1202-219	1	Casper
WY-1202-220	1	Casper
WY-1202-224	1	Casper
WY-1202-234	1	Casper
WY-1202-237	1	Casper
WY-1202-259	1	Casper

1 The following stipulations apply to table **3.7**.

- 2 1. CSU (1) The lease area may now or hereafter contain plants, animals, or their
3 habitats determined to be threatened, endangered, or other special status species.
4 BLM may recommend modifications to exploration and development proposals to
5 further its conservation and management objective to avoid BLM-approved
6 activity that will contribute to a need to list such a species or their habitat. BLM
7 may require modifications to or disapprove proposed activity that is likely to
8 result in jeopardy to the continued existence of a proposed or listed threatened or
9 endangered species or result in the destruction or adverse modification of a
10 designated or proposed critical habitat. BLM will not approve any ground-
11 disturbing activity that may affect any such species or critical habitat until it
12 completes its obligations under applicable requirements of the Endangered
13 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
14 required procedure for conference or consultation; (2) as mapped on the Casper

1 Field Office GIS database; (3) protecting *Penstemon haydenii* (Blowout
2 penstemon).

- 3 2. CSU (1) The lease area may now or hereafter contain plants, animals, or their
4 habitats determined to be threatened, endangered, or other special status species.
5 BLM may recommend modifications to exploration and development proposals to
6 further its conservation and management objective to avoid BLM-approved
7 activity that will contribute to a need to list such a species or their habitat. BLM
8 may require modifications to or disapprove proposed activity that is likely to
9 result in jeopardy to the continued existence of a proposed or listed threatened or
10 endangered species or result in the destruction or adverse modification of a
11 designated or proposed critical habitat. BLM will not approve any ground-
12 disturbing activity that may affect any such species or critical habitat until it
13 completes its obligations under applicable requirements of the Endangered
14 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
15 required procedure for conference or consultation; (2) as mapped on the
16 Newcastle Field Office GIS database; (3) protecting *Penstemon haydenii*
17 (Blowout penstemon).

18 **3.3.3.4 Greater Sage-grouse**

19 The Greater Sage-grouse is a candidate species for listing under provisions of the ESA as
20 determined by the FWS and documented in a March 5, 2010 Federal Register notice declaring
21 that listing of the Greater Sage-grouse was warranted but precluded. Greater Sage-grouse are
22 distributed in sagebrush habitat throughout the High Plains DO. Nesting and brood-rearing
23 habitat is sometimes associated with the lek and sometimes found at a distance from the lek in
24 sagebrush habitat. Within the High Plains DO there are approximately 3,624,598 acres of
25 Greater Sage-grouse core areas (using version 3) that occur on public, private, state, and other
26 federal lands. Greater Sage-grouse core areas designated by the state of Wyoming have been
27 established to help conserve Greater Sage-grouse populations and associated habitats. The BLM
28 is currently in the process of refining management policy for the core area strategy. These
29 remaining suitable sagebrush habitat areas could be productive for Greater Sage-grouse;
30 however, fragmentation and degradation might limit the distribution and abundance of Greater
31 Sage-grouse. The Wyoming Game and Fish Department (WGFD) have identified core areas
32 which represent these relatively productive areas and have suggested special management for
33 these areas.

34 There are many sources of habitat fragmentation, all of which may affect the Greater Sage-
35 grouse. Industrial development, livestock grazing, mining, gravel pit operations, oil and gas
36 activity, land exchanges and disposal, vegetation manipulation, fuel reduction projects, and other
37 activities may cause an artificial component to a natural habitat condition. Structures such as
38 power lines, towers, and industrial disruptive activities may cause avoidance and abandonment
39 of habitat. Livestock grazing, fuels treatments, and weed infestations are factors which may
40 cause habitat degradation depending upon severity, intensity, and design. West Nile virus, which

1 recently has had lethal effects on in parts of Wyoming, could become an important factor in
 2 Greater Sage-grouse survival.

3 Greater Sage-grouse have been declining across the west, which has prompted several petitions
 4 to list them as threatened under the ESA, including a recent petition that led to the March 5, 2010
 5 finding by the FWS of warranted for listing but precluded. Population levels throughout the High
 6 Plains DO declined during the mid 1990s. Since 2004, the levels have remained constant or
 7 slightly increased. Population growth has varied throughout the High Plains DO based on
 8 specific local conditions, with some areas showing little change while other areas have had a
 9 recent increase in lek count numbers. Table 3.8 contains a list of parcels with Greater Sage-
 10 grouse stipulations.

11 **Table 3.8 February 2012 Oil and Gas Lease Parcels with Greater Sage-grouse Stipulations**

Parcel Number	Stipulation(s)	Within Core Area	Field Office
WY-1202-86	4 and 6	NO	Casper
WY-1202-103	4 and 6	NO	Casper
WY-1202-125	4 and 6	NO	Casper
WY-1202-126	7	NO	Newcastle
WY-1202-127	7 and 9	NO	Newcastle
WY-1202-128	7	NO	Newcastle
WY-1202-130	7	NO	Newcastle
WY-1202-132	7	NO	Newcastle
WY-1202-134	4 and 6	NO	Casper
WY-1202-135	4, 5 and 6	NO	Casper
WY-1202-136	4 and 6	NO	Casper
WY-1202-137	4 and 6	NO	Casper
WY-1202-162	7 and 9	NO, [in Connectivity Habitat]	Newcastle
WY-1202-163	7 and 9	NO, [in Connectivity Habitat]	Newcastle
WY-1202-164	7 and 9	NO, [in Connectivity Habitat]	Newcastle
WY-1202-165	7 and 9	NO, [in Connectivity Habitat]	Newcastle
WY-1202-166	7 and 9	NO	Newcastle
WY-1202-170	4 and 6	YES	Casper
WY-1202-174	7 and 9	NO, [in Connectivity Habitat]	Newcastle
WY-1202-178	1	NO	Buffalo
WY-1202-179	1 and 3	YES	Buffalo
WY-1202-180	1 and 3	YES	Buffalo
WY-1202-181	1 and 3	YES	Buffalo
WY-1202-190	4 and 6	NO	Casper
WY-1202-198	1 and 3	YES	Buffalo
WY-1202-199	1	NO	Buffalo
WY-1202-209	4 and 6	NO	Casper
WY-1202-210	4 and 6	YES	Casper

WY-1202-211	4, 5, and 6	YES	Casper
WY-1202-213	4 and 6	YES	Casper
WY-1202-214	4 and 6	YES	Casper
WY-1202-218	4 and 6	YES	Casper
WY-1202-219	4 and 6	YES	Casper
WY-1202-221	4 and 6	YES	Casper
WY-1202-222	4 and 6	YES	Casper
WY-1202-223	4 and 6	YES	Casper
WY-1202-225	4, 5, and 6	YES	Casper
WY-1202-226	4, 5, and 6	YES	Casper
WY-1202-227	4 and 6	YES	Casper
WY-1202-228	4 and 6	YES	Casper
WY-1202-229	4 and 6	YES	Casper
WY-1202-232	4 and 6	YES	Casper
WY-1202-233	4 and 6	YES	Casper
WY-1202-236	4 and 6	YES	Casper
WY-1202-237	4 and 6	NO	Casper
WY-1202-238	4 and 6	YES	Casper
WY-1202-239	4 and 6	YES	Casper
WY-1202-240	4, 5, and 6	YES	Casper
WY-1202-241	4, 5, and 6	YES	Casper
WY-1202-242	4 and 6	YES	Casper
WY-1202-243	4 and 6	YES	Casper
WY-1202-246	1 and 3	YES	Buffalo
WY-1202-249	4, 5, and 6	YES	Casper
WY-1202-250	4 and 6	YES	Casper
WY-1202-251	4, 5, and 6	YES	Casper
WY-1202-252	4 and 6	YES	Casper
WY-1202-253	4, 5, and 6	YES	Casper
WY-1202-254	4 and 6	YES	Casper
WY-1202-255	1 and 3	YES	Buffalo
WY-1202-262	4 and 6	YES	Casper
WY-1202-470	1 and 3	YES	Buffalo

1 The following stipulations apply to **Table 3.8**.

- 2 1. TLS (1) Mar 15 to Jul 15; (2) as mapped on the Buffalo Field Office GIS
3 database; (3) protecting nesting Greater Sage-grouse.
4 2. CSU (1) Surface occupancy or use within 1/4 mile of a Greater Sage-grouse
5 strutting/dancing ground will be restricted or prohibited unless the operator and
6 surface managing agency arrive at an acceptable plan for mitigation of anticipated

1 impacts; (2) as mapped on the Buffalo Field Office GIS database; (3) protecting
2 Greater Sage-grouse breeding habitat.

- 3 3. CSU (1) The lease area may now or hereafter contain plants, animals, or their
4 habitats determined to be threatened, endangered, or other special status species.
5 BLM may recommend modifications to exploration and development proposals to
6 further its conservation and management objective to avoid BLM-approved
7 activity that will contribute to a need to list such a species or their habitat. BLM
8 may require modifications to or disapprove proposed activity that is likely to
9 result in jeopardy to the continued existence of a proposed or listed threatened or
10 endangered species or result in the destruction or adverse modification of a
11 designated or proposed critical habitat. BLM will not approve any ground-
12 disturbing activity that may affect any such species or critical habitat until it
13 completes its obligations under applicable requirements of the Endangered
14 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
15 required procedure for conference or consultation; (2) as mapped on the Buffalo
16 RMP map; (3) protecting *Centrocercus urophasianus* (Greater Sage-grouse).
- 17 4. TLS (1) Mar 15 to Jul 15; (2) as mapped on the Casper Field Office GIS
18 database; (3) protecting nesting Greater Sage-grouse.
- 19 5. CSU (1) Surface occupancy or use within 1/4 mile of a Greater Sage-grouse
20 strutting/dancing ground will be restricted or prohibited unless the operator and
21 surface managing agency arrive at an acceptable plan for mitigation of anticipated
22 impacts; (2) as mapped on the Casper Field Office GIS database; (3) protecting
23 Greater Sage-grouse breeding habitat.
- 24 6. CSU (1) The lease area may now or hereafter contain plants, animals, or their
25 habitats determined to be threatened, endangered, or other special status species.
26 BLM may recommend modifications to exploration and development proposals to
27 further its conservation and management objective to avoid BLM-approved
28 activity that will contribute to a need to list such a species or their habitat. BLM
29 may require modifications to or disapprove proposed activity that is likely to
30 result in jeopardy to the continued existence of a proposed or listed threatened or
31 endangered species or result in the destruction or adverse modification of a
32 designated or proposed critical habitat. BLM will not approve any ground-
33 disturbing activity that may affect any such species or critical habitat until it
34 completes its obligations under applicable requirements of the Endangered
35 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
36 required procedure for conference or consultation; (2) as mapped on the Casper
37 Field Office GIS database; (3) protecting *Centrocercus urophasianus* (Greater
38 Sage-grouse).
- 39 7. TLS (1) Mar 15 to Jul 15; (2) as mapped on the Newcastle Field Office GIS
40 database; (3) protecting nesting Greater Sage-grouse.
- 41 8. CSU (1) Surface occupancy or use within 1/4 mile of a Greater Sage-grouse
42 strutting/dancing ground will be restricted or prohibited unless the operator and
43 surface managing agency arrive at an acceptable plan for mitigation of anticipated

1 impacts; (2) as mapped on the Newcastle Field Office GIS database; (3)
 2 protecting Greater Sage-grouse breeding habitat.

- 3 9. CSU (1) The lease area may now or hereafter contain plants, animals, or their
 4 habitats determined to be threatened, endangered, or other special status species.
 5 BLM may recommend modifications to exploration and development proposals to
 6 further its conservation and management objective to avoid BLM-approved
 7 activity that will contribute to a need to list such a species or their habitat. BLM
 8 may require modifications to or disapprove proposed activity that is likely to
 9 result in jeopardy to the continued existence of a proposed or listed threatened or
 10 endangered species or result in the destruction or adverse modification of a
 11 designated or proposed critical habitat. BLM may recommend modifications to
 12 exploration and development proposals to further its conservation and
 13 management objective to avoid BLM-approved activity that will contribute to a
 14 need to list such a species or their habitat. BLM may require modifications to or
 15 disapprove proposed activity that is likely to result in jeopardy to the continued
 16 existence of a proposed or listed threatened or endangered species or result in the
 17 destruction or adverse modification of a designated or proposed critical habitat.
 18 BLM will not approve any ground-disturbing activity that may affect any such
 19 species or critical habitat until it completes its obligations under applicable
 20 requirements of the Endangered Species Act as amended, 16 U.S.C. § 1531 et
 21 seq., including completion of any required procedure for conference or
 22 consultation; (2) as mapped on the Newcastle Field Office GIS database; (3)
 23 protecting *Centrocercus urophasianus* (Greater Sage-grouse).

24 **3.3.3.5 Raptors**

25 Raptors include eagles, hawks, owls, falcons, and vultures. Ten species of diurnal raptors and
 26 five species of owls are known or suspected to occur within the High Plains DO. Nine of the 10
 27 raptor species breed in Wyoming; the remaining species—the rough-legged hawk—is a winter
 28 resident. Four of the owl species are year-round residents in the state, while the snowy owl is a
 29 winter resident only. Raptors can be found collectively in all vegetative types in the High Plains
 30 DO. Table 3.9 contains a list of parcels with raptor stipulations.

31 **Table 3.9 February 2012 Oil and Gas Lease Parcels with Raptor Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-006	1	Casper
WY-1202-096	3	Newcastle
WY-1202-097	3&4	Newcastle
WY-1202-098	3	Newcastle
WY-1202-099	3& 4	Newcastle
WY-1202-100	3& 4	Newcastle
WY-1202-106	1	Casper
WY-1202-107	1	Casper

WY-1202-123	1	Casper
WY-1202-124	1	Casper
WY-1202-125	1	Casper
WY-1202-131	3	Newcastle
WY-1202-160	3& 4	Newcastle
WY-1202-161	3& 4	Newcastle
WY-1202-164	3& 4	Newcastle
WY-1202-166	4	Newcastle
WY-1202-167	1	Casper
WY-1202-168	1	Casper
WY-1202-177	1	Casper
WY-1202-180	6	Buffalo
WY-1202-182	1	Casper
WY-1202-183	1	Casper
WY-1202-184	1	Casper
WY-1202-186	1	Casper
WY-1202-188	1	Casper
WY-1202-191	1	Casper
WY-1202-192	1	Casper
WY-1202-193	1	Casper
WY-1202-201	6	Buffalo
WY-1202-202	1	Casper
WY-1202-203	1	Casper
WY-1202-206	1	Casper
WY-1202-209	1, 2 and 3	Casper
WY-1202-211	1	Casper
WY-1202-213	1	Casper
WY-1202-221	1	Casper
WY-1202-222	1, 2 and 3	Casper
WY-1202-225	1	Casper
WY-1202-226	1	Casper
WY-1202-230	1	Casper
WY-1202-231	1	Casper
WY-1202-232	1	Casper
WY-1202-233	1	Casper
WY-1202-234	1	Casper
WY-1202-238	1	Casper
WY-1202-239	1	Casper
WY-1202-245	1	Casper
WY-1202-246	6	Buffalo
WY-1202-248	1	Casper
WY-1202-249	1	Casper
WY-1202-250	1	Casper
WY-1202-251	1, 2 and 3	Casper
WY-1202-252	1, 2 and 3	Casper

WY-1202-253	1	Casper
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1 The following stipulations apply to table 3.9.

- 2 1. TLS (1) Feb 1 to Jul 31; (2) as mapped on the Casper Field Office GIS database;
3 (3) protecting nesting Raptors.
- 4 2. TLS (1) Feb 1 to Jul 31; (2) as mapped on the Casper Field Office GIS database;
5 (3) protecting nesting Raptors within 1/2 mile to 1 mile of an Artificial Nesting
6 Structure (ANS).
- 7 3. NSO (1) as mapped on the Casper Field Office GIS database (2) protecting an
8 Artificial Nesting Structure (ANS) up to 1/2 mile.
- 9 4. TLS (1) Feb 1 to Jul 31; (2) as mapped on the Newcastle Field Office GIS
10 database; (3) protecting nesting Raptors.
- 11 5. CSU Raptor(1) Surface occupancy or use between Feb 1 and Jul 31 within a
12 radius of up to 1 mile of occupied or active raptor nest sites will be restricted or
13 prohibited unless the operator and surface managing agency arrive at an
14 acceptable plan for mitigation of anticipated impacts; (3) protecting raptor nesting
15 habitat as mapped on the Newcastle Field Office GIS database.
- 16 6. TLS (1) Feb 1 to Jul 31; (2) as mapped on the Buffalo RMP map; (3) protecting
17 nesting Raptors.

18 3.3.3.6 Sharp-tailed Grouse

19 The sharp-tailed grouse are a small upland game bird that occupies grassland habitats dominated
20 by native grasslands and woody draws. They are located within the northern portions of the
21 Buffalo FO and the southern parts of the Casper FO. Table 3.10 contains a list of parcels with
22 sharp-tailed grouse stipulations.

23 **Table 3.10 February 2012 Oil and Gas Lease Parcels with Sharp-tailed Grouse Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-180	1	Buffalo
WY-1202-181	1&2	Buffalo

24 The following stipulations apply to table 3.10.

- 25 1. TLS (1) Mar 1 to Jun 30; (2) as mapped on the Buffalo Field Office GIS database;
26 (3) protecting nesting sharp-tailed grouse.
- 27 2. CSU (1) Surface occupancy or use within 1/4 mile of a sharp-tailed grouse
28 strutting/dancing ground will be restricted or prohibited unless the operator and
29 surface managing agency arrive at an acceptable plan for mitigation of anticipated
30 impacts; (2) as mapped on the Buffalo Field Office GIS database; (3) protecting
31 sharp-tailed grouse breeding habitat.

32 3.3.3.7 Ute ladies' Tresses

1 The Ute ladies'-tresses is threatened at the federal level. Also a BLM sensitive species, the Ute
 2 ladies'-tresses, is a local endemic known to occur in Converse, Goshen, and Niobrara counties
 3 (Fertig 2001b). More than 50 percent of the continental range of this species occurs in
 4 Wyoming. Habitat for this perennial orchid includes riparian and wet meadow habitats. Table
 5 3.11 contains a list of parcels with Ute ladies' tresses stipulations.

6 **Table 3.11 February 2012 Oil and Gas Lease Parcels with Ute Ladies' Tresses Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-004	2	Newcastle
WY-1202-014	1	Casper
WY-1202-022	2	Newcastle
WY-1202-31	1	Casper
WY-1202-032	1	Casper
WY-1202-035	2	Newcastle
WY-1202-036	2	Newcastle
WY-1202-037	2	Newcastle
WY-1202-038	2	Newcastle
WY-1202-039	1	Casper
WY-1202-061	1	Casper
WY-1202-065	1	Casper
WY-1202-078	2	Newcastle
WY-1202-079	2	Newcastle
WY-1202-085	1	Casper
WY-1202-124	2	Newcastle
WY-1202-126	2	Newcastle
WY-1202-132	2	Newcastle
WY-1202-155	2	Newcastle
WY-1202-156	2	Newcastle
WY-1202-157	2	Newcastle
WY-1202-158	2	Newcastle
WY-1202-203	1	Casper

7 The following stipulations apply to table 3.11.

- 8 1. CSU (1) The lease area may now or hereafter contain plants, animals, or their
 9 habitats determined to be threatened, endangered, or other special status species.
 10 BLM may recommend modifications to exploration and development proposals to
 11 further its conservation and management objective to avoid BLM-approved
 12 activity that will contribute to a need to list such a species or their habitat. BLM
 13 may require modifications to or disapprove proposed activity that is likely to
 14 result in jeopardy to the continued existence of a proposed or listed threatened or
 15 endangered species or result in the destruction or adverse modification of a
 16 designated or proposed critical habitat. BLM will not approve any ground-
 17 disturbing activity that may affect any such species or critical habitat until it
 18 completes its obligations under applicable requirements of the Endangered
 19 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
 20 required procedure for conference or consultation; (2) as mapped on the Casper

1 Field Office GIS database; (3) protecting *Spiranthes diluvialis* (Ute ladies'-
2 tresses).

- 3 2. CSU (1) The lease area may now or hereafter contain plants, animals, or their
4 habitats determined to be threatened, endangered, or other special status species.
5 BLM may recommend modifications to exploration and development proposals to
6 further its conservation and management objective to avoid BLM-approved
7 activity that will contribute to a need to list such a species or their habitat. BLM
8 may require modifications to or disapprove proposed activity that is likely to
9 result in jeopardy to the continued existence of a proposed or listed threatened or
10 endangered species or result in the destruction or adverse modification of a
11 designated or proposed critical habitat. BLM will not approve any ground-
12 disturbing activity that may affect any such species or critical habitat until it
13 completes its obligations under applicable requirements of the Endangered
14 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
15 required procedure for conference or consultation; (2) as mapped on the
16 Newcastle Field Office GIS database; (3) protecting *Spiranthes diluvialis* (Ute
17 ladies'-tresses)

18 3.3.3.8 Big Game

19 Winter range is a crucial factor in the health and survival of big game herds. The availability of
20 good winter range where big game can find shelter and adequate food means all the difference
21 between strong populations or a herd weakened by starvation and at increased risk for disease
22 and predation. Disturbance of animals on winter range by people and motor vehicles and the
23 loss of winter range from development can heavily impact big game animals during winter.
24 Table 3.12 contains a list of parcels with stipulations to alleviate impacts to big game herds.

25 **Table 3.12 February 2012 Oil and Gas Lease Parcels with Big Game Crucial Winter Range**
26 **Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-218	1	Casper
WY-1202-219	1	Casper
WY-1202-220	1	Casper
WY-1202-223	1	Casper
WY-1202-234	1	Casper
WY-1202-237	1	Casper

- 27 1. TLS (1) Nov 15 to Apr 30; (2) as mapped on the Casper Field Office GIS
28 database; (3) protecting big game on crucial winter range.

29 3.3.3.9 Preble's Meadow Jumping Mouse

30 The Preble's meadow jumping mouse is a subspecies of meadow jumping mouse, endemic to
31 Colorado and Wyoming. It is found nowhere else in the world. It is listed as Threatened under
32 the Endangered Species Act in Colorado, but was removed from Endangered Species Act

1 protections in Wyoming on July 10, 2008. In the High Plains DO it is known to occur in Platte,
2 Goshen, and Converse counties.

3 Typical habitat for Preble's is comprised of well-developed plains riparian vegetation with
4 adjacent, relatively undisturbed grassland communities and a nearby water source. These riparian
5 areas include a relatively dense combination of grasses, forbs, and shrubs. Preble's are known to
6 regularly range outward into adjacent uplands to feed and hibernate. Table 3.13 contains a list
7 of parcels with Preble's meadow jumping mouse stipulations.

8 **Table 3.13 February 2012 Oil and Gas Lease Parcels with Preble's Meadow Jumping**
9 **Mouse Stipulations**

Parcel Number	Stipulation(s)	Field Office
WY-1202-001	1	Casper
WY-1202-003	1	Casper
WY-1202-010	1	Casper
WY-1202-055	1	Casper

- 10 1. CSU (1) The lease area may now or hereafter contain plants, animals, or their
11 habitats determined to be threatened, endangered, or other special status species.
12 BLM may recommend modifications to exploration and development proposals to
13 further its conservation and management objective to avoid BLM-approved
14 activity that will contribute to a need to list such a species or their habitat. BLM
15 may require modifications to or disapprove proposed activity that is likely to
16 result in jeopardy to the continued existence of a proposed or listed threatened or
17 endangered species or result in the destruction or adverse modification of a
18 designated or proposed critical habitat. BLM will not approve any ground-
19 disturbing activity that may affect any such species or critical habitat until it
20 completes its obligations under applicable requirements of the Endangered
21 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
22 required procedure for conference or consultation; (2) as mapped on the Casper
23 Field Office GIS database; (3) *Zapus hudsonius preblei* (Preble's meadow
24 jumping mouse).

25 **3.3.3.10 Water Depletion in Platte Drainage Affecting Species**

26 The Casper RMP Biological Assessment outlines concerns and conservation measures for the
27 cumulative effects of Platte River water depletions on Platte River species such as the whooping
28 crane, interior least tern, piping plover, Eskimo curlew, pallid sturgeon, western prairie fringed
29 orchid, and designated critical habitats of the whooping crane and piping plover. Table 3.14
30 contains a list of parcels with stipulations to reduce depletion of water affecting species in the
31 Platte River watershed.

32 **Table 3.14 February 2012 Oil and Gas Lease Parcels with Platte River Drainage System**
33 **Water Depletion Stipulations**

Parcel Number	Stipulation(s)	Field Office
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WY-1202-001	1	Casper
WY-1202-002	1	Casper
WY-1202-003	1	Casper
WY-1202-005	1	Casper
WY-1202-006	1	Casper
WY-1202-010	1	Casper
WY-1202-011	1	Casper
WY-1202-026	1	Casper
WY-1202-027	1	Casper
WY-1202-028	1	Casper
WY-1202-035	2	Newcastle
WY-1202-036	2	Newcastle
WY-1202-037	2	Newcastle
WY-1202-038	2	Newcastle
WY-1202-044	2	Newcastle
WY-1202-045	2	Newcastle
WY-1202-046	2	Newcastle
WY-1202-047	2	Newcastle
WY-1202-051	1	Casper
WY-1202-052	1	Casper
WY-1202-053	1	Casper
WY-1202-054	1	Casper
WY-1202-055	1	Casper
WY-1202-059	1	Casper
WY-1202-060	1	Casper
WY-1202-078	2	Newcastle
WY-1202-079	2	Newcastle
WY-1202-087	2	Newcastle
WY-1202-088	2	Newcastle
WY-1202-089	2	Newcastle
WY-1202-090	2	Newcastle
WY-1202-091	2	Newcastle
WY-1202-092	2	Newcastle
WY-1202-093	2	Newcastle
WY-1202-094	2	Newcastle
WY-1202-095	2	Newcastle
WY-1202-107	1	Casper
WY-1202-124	2	Newcastle
WY-1202-126	2	Newcastle
WY-1202-127	2	Newcastle
WY-1202-128	2	Newcastle
WY-1202-138	1	Casper
WY-1202-140	1	Casper
WY-1202-142	1	Casper
WY-1202-146	1	Casper
WY-1202-147	1	Casper
WY-1202-149	1	Casper
WY-1202-151	1	Casper
WY-1202-152	1	Casper

WY-1202-153	1 and 2	Casper/Newcastle
WY-1202-154	1 and 2	Casper/Newcastle
WY-1202-155	2	Newcastle
WY-1202-156	2	Newcastle
WY-1202-158	2	Newcastle

1 1 CSU (1) The lease area may now or hereafter contain plants, animals, or their
2 habitats determined to be threatened, endangered, or other special status species.
3 BLM may recommend modifications to exploration and development proposals to
4 further its conservation and management objective to avoid BLM-approved
5 activity that will contribute to a need to list such a species or their habitat. BLM
6 may require modifications to or disapprove proposed activity that is likely to
7 result in jeopardy to the continued existence of a proposed or listed threatened or
8 endangered species or result in the destruction or adverse modification of a
9 designated or proposed critical habitat. BLM will not approve any ground-
10 disturbing activity that may affect any such species or critical habitat until it
11 completes its obligations under applicable requirements of the Endangered
12 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
13 required procedure for conference or consultation; (2) as mapped on the Casper
14 Field Office GIS database; (3) Species affected by water depletions from the
15 Platte River system.

16 2 CSU (1) The lease area may now or hereafter contain plants, animals, or their
17 habitats determined to be threatened, endangered, or other special status species.
18 BLM may recommend modifications to exploration and development proposals to
19 further its conservation and management objective to avoid BLM-approved
20 activity that will contribute to a need to list such a species or their habitat. BLM
21 may require modifications to or disapprove proposed activity that is likely to
22 result in jeopardy to the continued existence of a proposed or listed threatened or
23 endangered species or result in the destruction or adverse modification of a
24 designated or proposed critical habitat. BLM will not approve any ground-
25 disturbing activity that may affect any such species or critical habitat until it
26 completes its obligations under applicable requirements of the Endangered
27 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
28 required procedure for conference or consultation; (2) as mapped on the
29 Newcastle Field Office GIS database; (3) Species affected by water depletions
30 from the Platte River system.

31 3.3.3.11 Whooping Crane

32 Whooping cranes are designed as endangered species and are protected under the Endangered
33 Species Act. Whooping cranes migrate through Nebraska twice a year on the way to their
34 summer range in central Canada and their winter range on the Texas coast. To allow for latitude
35 to protect against any conflict with migrating whooping cranes, the following stipulation is
36 applied to lease parcel number WY-1202-471:

1 CSU (1) The lease area may now or hereafter contain plants, animals, or their
2 habitats determined to be threatened, endangered, or other special status species.
3 BLM may recommend modifications to exploration and development proposals to
4 further its conservation and management objective to avoid BLM-approved
5 activity that will contribute to a need to list such a species or their habitat. BLM
6 may require modifications to or disapprove proposed activity that is likely to
7 result in jeopardy to the continued existence of a proposed or listed threatened or
8 endangered species or result in the destruction or adverse modification of a
9 designated or proposed critical habitat. BLM will not approve any ground-
10 disturbing activity that may affect any such species or critical habitat until it
11 completes its obligations under applicable requirements of the Endangered
12 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
13 required procedure for conference or consultation; (2) as mapped on the
14 Newcastle Field Office GIS database; (3) protecting *Grus americana* (Whooping
15 crane).

16 **3.3.3.12 Colorado Butterfly Plant**

17 The Colorado butterfly plant is a member of the Evening primrose family and is currently listed
18 as Threatened, in Nebraska, and federally, giving it protection under the Endangered Species
19 Act. The plant is found in southeastern Wyoming, north central Colorado, and extreme western
20 Nebraska. The Colorado butterfly plant is typically found in wetlands habitats along meandering
21 stream channels on the high plains. On October 18, 2000, the Colorado butterfly plant was
22 designated as Threatened on the Endangered Species list. To allow for needed protect for the
23 plant, the following stipulation is applied to lease parcel number WY-1202-472:

24 CSU (1) The lease area may now or hereafter contain plants, animals, or their
25 habitats determined to be threatened, endangered, or other special status species.
26 BLM may recommend modifications to exploration and development proposals to
27 further its conservation and management objective to avoid BLM-approved
28 activity that will contribute to a need to list such a species or their habitat. BLM
29 may require modifications to or disapprove proposed activity that is likely to
30 result in jeopardy to the continued existence of a proposed or listed threatened or
31 endangered species or result in the destruction or adverse modification of a
32 designated or proposed critical habitat. BLM will not approve any ground-
33 disturbing activity that may affect any such species or critical habitat until it
34 completes its obligations under applicable requirements of the Endangered
35 Species Act as amended, 16 U.S.C. § 1531 et seq., including completion of any
36 required procedure for conference or consultation; (2) as mapped on the
37 Newcastle Field Office GIS database; (3) protecting *Gaura neomexicana* spp.
38 *coloradensis* (Colorado butterfly plant).

39 **3.3.4 Soils**

1 The soils on the proposed lease parcels are varied and complex, reflecting changes in geology,
2 landscape, elevation and aspect. Great differences can occur within short distances. The
3 distribution and occurrence of soils is dependent on a number of factors including the interaction
4 of relief (slope), parent material (geology), living organisms, climate, and time.

5
6 Steep slopes are an indicator for special resource conditions. Slope gradient is the difference in
7 elevation between two points, expressed as a percentage of the difference between those points.
8 Slope is a component in determining water erosion potential, slumping, mass wasting, and
9 landslide potential. A soil's stability is greatly affected by the slope on which it occurs. In
10 general, the greater the slope, the greater the potential for slumping, landslides and water erosion.

11
12 Interdisciplinary teams for Buffalo, Casper, and Newcastle reviewed the proposed lease parcels
13 for any special resource conditions of which potential bidders should be made aware. Parcel
14 WY-1202-195 was field visited by the Buffalo FO ID team on May 13, 2011. The Buffalo FO
15 Specialists verified that 60% of the parcel has slopes greater than 25%, erosive features, and
16 slumping soils. The Buffalo FO Specialists also found that Parcel WY-1202-195 possesses
17 unique landscape characteristics which include sensitive geologic formations, extremely limiting
18 soil conditions, badland formations, and rock-outcrops. Page 18 of the 1985 Buffalo RMP
19 prohibits surface disturbance or occupancy on slopes of more than 25% unless the prohibition is
20 waived by the authorized officer. Although Lease Notice 1 will be applied to all parcels in the
21 February 2012 Lease Sale, the ID Team recommended that the following CSU be applied to
22 Parcel WY-1202-195:

23 CSU (1) Surface occupancy or use within slopes > 25% will be restricted or
24 prohibited unless the operator and surface managing agency arrive at an
25 acceptable plan for mitigation of anticipated impacts; (2) as mapped on the
26 Buffalo RMP map; (3) protecting soils.

27 Leasing is an administrative activity and would have no direct impact on soils. At the APD
28 submission stage, site specific impacts to soil would be analyzed. Soil compaction resulting from
29 surface-disturbing activities and associated development can reduce infiltration, increase runoff,
30 and hamper reclamation.

31 **3.3.5 Coal**

32 Parcel WY-1202-187 has been nominated over existing federal coal lease WYW-0321780 at
33 Antelope Mine. The following controlled surface use stipulation will be applied to Parcel WY-
34 1202-187:

35 Surface use or occupancy shall not be allowed by oil and gas lessee(s), operating
36 rights holder(s), and/or oil and gas operator(s) on this Federal oil and gas lease to
37 conduct any oil and gas operation, including drilling for, removing, or disposing
38 of oil and/or gas contained in the Federal coal leases WYW-0321780 unless a
39 plan for mitigation of anticipated impacts is developed between the oil and gas
40 and the coal lessees, and the plan is approved by the Authorized Officer; (2) as
41 mapped on Casper Field Office GIS database; (3) for the purpose of protecting the
42 first in time valid existing rights of the coal lessee, the Authorized Officer

1 reserves the right to alter or modify any oil and gas operations on the lands
2 described in this lease ensuring: a.) the orderly development of the coal resource
3 by surface and/or underground mining methods; b.) coal mine worker safety;
4 and/or c.) coal production rates or recovery of the coal resource. The oil and gas
5 lessee(s), operating rights holder(s), and/or oil and gas operator(s) of this Federal
6 oil and gas lease shall not hold the United States as lessor, coal lessee(s), sub-
7 lessee(s), and/or coal operator(s) liable for any damage or loss of the oil and gas
8 resource, including the venting of coal bed methane gas, caused by coal
9 exploration or mining operations conducted on Federal coal leases WYW-
10 0321780.

11 **3.3.6 Paleontology**

12 Fossils generally are considered to be scientifically noteworthy if they are unique, unusual, rare,
13 diagnostically or stratigraphically important, or add to the existing body of knowledge in a
14 specific area of science. Most paleontological resources occur in sedimentary rock formations.
15 Although experienced paleontologists generally can predict which formations may contain
16 fossils and what types of fossils may be found based on the age of the formation and its
17 depositional environment, predicting the exact location where fossils may be found is not
18 possible. The BLM utilizes the Potential Fossil Yield Classification (PFYC) system to classify
19 the potential to discover or impact important paleontological resources. PFYC is based on the
20 likelihood of geologic formations to contain important paleontological resources using a scale of
21 1 (very low potential) to 5 (very high potential). The PFYC is intended to help determine
22 management and mitigation approaches for leasing and surface-disturbing activities. The
23 potential for mitigation efforts is typically aimed at higher-potential formations (class 4 and 5).

24 The Upper Cretaceous Lance Formation (PFYC Class 5) can contain a diverse extinct fauna
25 including tyrannosaurs and other theropods, ankylosaurs, hadrosaurs and other ornithomimids,
26 ceratopsians, and pachycephalosaurs, and pterosaurs, as well as a variety of mammals, reptiles,
27 amphibians birds, and fish. Portions of the formation are exposed within each of the three field
28 offices and there have been numerous significant finds within the Newcastle FO.

29 The following stipulation will be applied to leases in the Newcastle FO which occur within the
30 Lance Creek Formation:

31 CSU (1) Surface occupancy or use may be restricted or prohibited if
32 paleontological sites exist unless paleontological sites are avoided or the operator
33 and surface managing agency arrive at an acceptable plan for mitigation of
34 anticipated impacts; (2) as mapped on the Newcastle Field Office GIS database;
35 (3) protecting Lance Creek Fossil Area paleontological values.

36 This stipulation is based on two decisions from the Newcastle RMP relating to mitigation of
37 paleontological resources (see Newcastle FO RMP, page 14). The stipulation has also been
38 applied to numerous parcels since at least August of 1998. The stipulation will be applied to 8
39 parcels: WY-1202-22, WY-1202-23, WY-1202-24, WY-1202-96, WY-1202-97, WY-1202-98,
40 WY-1202-99 and WY-1202-100.

1 **3.3.7 Visual Resources Management**

2 The lease parcels within the High Plains DO are located in an area managed under Visual
3 Resource Management (VRM) Class II, III, and IV objectives. Approximately 66 parcels are
4 located in Class II, and the rest are located in III and IV, with the majority in VRM Class IV. The
5 scenic quality rating units contain different landscapes exhibiting high and low degrees of natural
6 elements of form, line, color and texture. All rating units contain landscape modifications that
7 impair the natural scenic quality.

8 The following parcels in the Casper FO are in VRM Class II:

9 WY-1202-018, WY-1202-026, WY-1202-027, WY-1202-028, WY-1202-035, WY-1202-037,
10 WY-1202-039, WY-1202-040, WY-1202-051, WY-1202-052, WY-1202-053, WY-1202-054,
11 WY-1202-055, WY-1202-056, WY-1202-058, WY-1202-059, WY-1202-060, WY-1202-067,
12 WY-1202-101, WY-1202-102, WY-1202-103, WY-1202-104, WY-1202-105, WY-1202-106,
13 WY-1202-107, WY-1202-110, WY-1202-111, WY-1202-112, WY-1202-113, WY-1202-114,
14 WY-1202-115, WY-1202-118, WY-1202-120, WY-1202-121, WY-1202-122, WY-1202-134,
15 WY-1202-135, WY-1202-136, WY-1202-138, WY-1202-139, WY-1202-140, WY-1202-141,
16 WY-1202-142, WY-1202-143, WY-1202-144, WY-1202-145, WY-1202-146, WY-1202-147,
17 WY-1202-148, WY-1202-149, WY-1202-150, WY-1202-151, WY-1202-152, WY-1202-153,
18 WY-1202-154, WY-1202-238, WY-1202-239, WY-1202-240, WY-1202-241, WY-1202-242,
19 WY-1202-244, WY-1202-245, WY-1202-249, WY-1202-251, WY-1202-252, & WY-1202-254.

20 These parcels have the following stipulation applied:

21 CSU (1) Surface occupancy or use will be restricted or prohibited unless the operator
22 and surface managing agency arrive at an acceptable plan for mitigation of anticipated
23 impacts; (2) as mapped on the Casper Field Office GIS database; (3) protecting Class I
24 and/or Class II Visual Resource Management Areas.

25 **3.3.8 Surface Water Resources**

26 Surface water hydrology within the area is typically determined by geology, precipitation, and
27 water erosion. Factors that affect surface water resources include livestock grazing management,
28 private, commercial and industrial development, recreational use, drought, and vegetation control
29 treatments. Parcels WY-1202-002, WY-1202-003, WY-1202-006, WY-1202-010, WY-1202-
30 028, WY-1202-031, WY-1202-032, WY-1202-034, WY-1202-036, WY-1202-039, WY-1202-
31 040, WY-1202-052, WY-1202-054, WY-1202-055, WY-1202-139, WY-1202-142, WY-1202-
32 144, WY-1202-145, WY-1202-146, WY-1202-153, WY-1202-154, WY-1202-235, and WY-
33 1202-248 in the Casper FO have the following stipulations applied:

34 NSO (1) As mapped on the Casper Field Office GIS database; (2) protecting Class I
35 and Class II waters within 500 feet.

36 CSU (1) Surface occupancy or use within 500 feet to 1/4 mile of Class I and Class II
37 waters may be restricted or prohibited unless the operator and surface managing agency

1 arrive at an acceptable plan for mitigation of anticipated impacts; (2) as mapped on the
2 Casper Field Office GIS database; (3) protecting Class I and Class II waters.

3 Parcels WY-1202-012, WY-1202-013, WY-1202-014, WY-1202-016, WY-1202-033, WY-
4 1202-037, WY-1202-051, WY-1202-053, WY-1202-106, WY-1202-107, and WY-1202-149 in
5 the Casper FO have the following stipulation applied:

6 CSU (1) Surface occupancy or use within 500 feet to 1/4 mile of Class I and Class II
7 waters may be restricted or prohibited unless the operator and surface managing agency
8 arrive at an acceptable plan for mitigation of anticipated impacts; (2) as mapped on the
9 Casper Field Office GIS database; (3) protecting Class I and Class II waters.

10 **3.3.9 Recreation**

11 Recreational use of the available parcels and the surrounding areas is typically for hunting,
12 fishing, camping, sightseeing, driving for pleasure, off-highway vehicle use, and other
13 recreational activities. In the national survey of fishing, hunting and wildlife-associated
14 recreation for activities in 2006, expenditures from fishing and hunting significantly increased. In
15 Wyoming, more than 320,000 people participated in fishing and hunting in 2006. Additionally,
16 716,000 people participated in some form of wildlife watching (USFWS 2006 National Survey
17 of Fishing, Hunting, and Wildlife Associated Recreation). The total number of hunting and
18 fishing recreation use days in Wyoming in 2008 was 3,683,371. Based on the number of
19 recreation days and average expenditure per day, hunters, anglers, and trappers expended
20 approximately \$685 million in pursuit of their sport (WGFD Annual Report 2008). Non-
21 consumptive users provided about \$420 million through wildlife watching, wildlife photography,
22 etc. In total, wildlife associated recreation accounted for over \$1 billion dollars in income to the
23 state for the year 2008 (WGFD Annual Report 2008).

24 Parcel WY-1202-145 in the Casper FO has the following stipulation applied:

25 NSO (1) as mapped on the Casper Field Office GIS database (2) protecting the
26 Guernsey SP Except RecFacility.

27 Parcels WY-1202-146, WY-1202-153 and WY-1202-154 have the following stipulation applied:

28 NSO (1) as mapped on the Casper Field Office GIS database (2) protecting the Glendo
29 SP Except RecFacility.

30

Chapter 4

ENVIRONMENTAL IMPACTS

4.1 Introduction

As previously stated, the issuance of oil and gas leases is an administrative action. Nominated leases are reviewed and stipulations are attached (see Chapter 3) to ensure that leasing is in conformance with the approved land use plan. On-the-ground impacts would occur only after a nominated parcel is sold, a subsequent lease is issued, and the lessee applies for and receives approval to conduct activities on the lease.

The BLM cannot determine at the leasing stage whether or not a proposed parcel will actually be sold and, if it is sold and a lease is issued, whether or not the lease would be explored or developed. Because well location(s) cannot be determined at this point, the impacts discussed in this chapter are not site-specific. Additional site-specific NEPA analysis would be conducted at the time an APD or facility application is submitted and would provide site-specific analysis for that well location or facility. Additional conditions of approval (mitigation) may be applied at that time.

According to the Tenth Circuit Court of Appeals, site-specific NEPA analysis at the leasing stage may not be possible absent concrete development proposals. Whether such site-specific analysis is required depends upon a fact-specific inquiry. Often, where environmental impacts remain unidentifiable until exploration can narrow the range of likely drilling sites, filing an APD may be the first useful point at which a site-specific environmental analysis can be undertaken (*Park County Resource Council, Inc. v. U.S. Department of Agriculture*, 10th Cir., April 17, 1987). In addition, the Interior Board of Land Appeals (IBLA) has ruled that, "BLM is not required to undertake a site-specific environmental review prior to issuing an oil and gas lease when it previously analyzed the environmental consequences of leasing the land. . . ." (*Colorado Environmental Coalition, et. al, IBLA 96-243, decided June 10, 1999*). However, when site-specific impacts are reasonably foreseeable at the leasing stage, NEPA requires the analysis and disclosure of such reasonably foreseeable site-specific impacts (*N.M ex rel. Richardson v. BLM*, 565 F.3d 683, 718-19 (10th Cir. 2009)). BLM has not received any development proposals concerning the lease parcels addressed in this EA.

4.2 Direct and Indirect Impacts

Direct effects are caused by the action and occur at the same time and place. Indirect effects are caused by the action and occur later in time or farther removed in distance but are still reasonably foreseeable.

4.2.1 Air Resources

4.2.1.1 Air Quality

4.2.1.1.1 Alternative A – No Action

1 Under the No Action Alternative, none of the 235 parcels (249,142 Federal mineral acres and
2 76,074 Federal surface acres) in the High Plains DO would be offered for sale. No oil and gas
3 development would occur on these parcels. Ongoing oil and gas development would continue on
4 surrounding federal, private, and state leases.

5 A decision not to offer the 235 subject parcels for sale would not affect existing uses of these
6 parcels. The parcels are used primarily for livestock grazing, with some dispersed recreation
7 such as hunting and hiking. These uses typically entail vehicle travel for access and that would
8 be expected to continue at current rates.

9 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
10 from this sale at some point in the future, as long as the area remains open to fluid mineral
11 leasing.

12 **4.2.1.1.2 Alternative B – Proposed Action**

13 Offering 167 parcels for competitive sale would have no direct impacts to air quality. Any
14 potential effects to air quality would occur when the leases were sold and subsequently
15 developed. APD permitting trends within the High Plains DO varies among the three field
16 offices. A comparison of parcels with Federal mineral and Federal surface acres is found in
17 Table 4.1 below:

18 **Table 4.1 Comparison of Parcels Offered in Alternatives A, B, and C**

Offered	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Alternative A	0	0	0
Alternative B	167	158,559	24,639
Alternative C	235	249,142	76,074

19 Over the last 10 years including 2010, leasing federal oil and gas mineral estate has resulted in a
20 total of 13,436 APDs approved in the Buffalo FO, 882 APDs in Casper FO, and 327 APDs in the
21 Newcastle FO. A total of 14,645 APDs have been approved in the High Plains DO over these
22 last ten years for an annual average of 1,465 APDs; 1,344 APDs per year in Buffalo FO, 88
23 APDs per year in Casper FO and 33 APDs per year in Newcastle FO. As of 2010, there are over
24 39,000 producing wells in the High Plains DO consisting of: Buffalo FO with over 31,000,
25 Casper FO with over 5,000 and Newcastle FO with over 3,000. Coalbed natural gas
26 development accounts for a large proportion of the APDs approved within the High Plains DO,
27 specifically within the Buffalo FO, since the late 1990s.

28 Potential impacts of development could include increased air borne soil particles associated with
29 the construction of new well pads, pipelines, or roads, exhaust emissions from drilling
30 equipment, compressors, vehicles, dehydration and separation facilities, and volatile organic
31 compounds during drilling or production activities. The amount of increased emissions cannot be
32 quantified since it is unknown how many wells might be drilled, the types of equipment needed
33 if a well were to be completed successfully (e.g. compressor, separator, dehydrator), or what
34 technologies may be employed by a given company for drilling any new wells. The degree of

1 impact would also vary according to the characteristics of the geologic formations from which
2 production would occur. Emissions of all regulated pollutants under the Clean Air Act would be
3 evaluated by the WDEQ and, in some instances, by the BLM at the time that a specific
4 development project is proposed.

5 It is not known whether the petroleum resources specific to the leases in the Proposed Action are
6 gas or oil, or a combination thereof. The density of drilling locations depends upon the
7 technology feasible and available (vertical, directional, or horizontal), and the geology of the
8 hydrocarbon-bearing zone. As a result, the specific numbers of wells that could potentially be
9 drilled as a result of the sale of the nominated parcels and subsequent issuance of leases is
10 unknown. However, the RFD (Reasonable Foreseeable Development) considers these
11 assumptions and, on a field office-wide basis, is still valid for both the Buffalo and Casper FOs.
12 Newcastle FO did not have an RFD for their RMP.

13 **4.2.1.1.3 Alternative C – Offer All Parcels for Sale**

14 Under Alternative C, all 235 parcels would be offered for competitive sale in February and
15 subsequent leases would be issued with the aforementioned stipulations. However, the larger
16 acreage under Alternative C could increase the opportunity for surface-disturbing activities,
17 drilling and production. The potential for impacts are similar to, but have a higher impact to air
18 quality when compared to Alternative B.

19 **4.2.1.2 Green House Gas Emissions**

20 **4.2.1.2.1. Alternative A – No Action**

21 Under the No Action Alternative, none of the 235 parcels (249,142 Federal mineral acres and
22 76,074 Federal surface acres) parcels in the High Plains DO would be offered for sale. No oil
23 and gas development would occur on these parcels. Ongoing oil and gas development would
24 continue on surrounding federal, private, and state leases.

25 A decision not to offer the 235 subject parcels for sale would not affect existing uses of these
26 parcels. The parcels are used primarily for livestock grazing, with some dispersed recreation
27 such as hunting and hiking. These uses typically entail vehicle travel for access, and that would
28 be expected to continue at current rates.

29 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
30 from sale at some point in the future, as long as the area remains open to fluid mineral leasing.

31 **4.2.1.2.2. Alternative B – Proposed Action**

32 Offering 167 parcels for competitive sale would have no direct impacts to greenhouse gas
33 emissions. Any potential effects to greenhouse gas emissions would occur when the leases were
34 sold and subsequently developed. APD permitting trends within the High Plains DO varies

1 among the three field offices. A comparison of parcels with Federal mineral and surface acres is
2 found in Table 4.2 below.

3 **Table 4.2 Comparison of Parcels Offered in Alternatives A, B, and C**

Offered	Number Parcels	Federal Mineral Acres	Federal Surface Acres
Alternative A	0	0	0
Alternative B	167	158,559	24,639
Alternative C	235	249,142	76,074

4 In regard to future development, the assessment of GHG emissions and climate change is in its
5 formative phase. While it is not possible to accurately quantify potential GHG emissions in the
6 affected areas as a result of making the proposed tracts available for leasing, some general
7 assumptions can be made: issuing the proposed tracts may contribute to new wells being drilled.

8 The Center for Climate Strategies (CCS) prepared the Wyoming Greenhouse Gas Inventory and
9 Reference Case Projection 1990-2020 (Inventory) for the WDEQ through an effort of the
10 Western Regional Air Partnership (WRAP). This *Inventory* report presented a preliminary draft
11 GHG emissions inventory and forecast from 1990 to 2020 for Wyoming. This report provides an
12 initial comprehensive understanding of Wyoming's current and possible future GHG emissions.
13 The information presented provides the state with a starting point for revising the initial
14 estimates as improvements to data sources and assumptions are identified.

15 The *Inventory* report discloses that activities in Wyoming accounted for approximately 56
16 million metric tons (mmt) of *gross* carbon dioxide equivalent (CO₂e) emissions in 2005, an
17 amount equal to 0.8% of total US gross GHG emissions. These emission estimates focus on
18 activities in Wyoming and are *consumption-based*; they exclude emissions associated with
19 electricity that is exported from the state. Wyoming's gross GHG emissions increased 25% from
20 1990 to 2005, while national emissions rose by only 16% from 1990 to 2004. Annual
21 sequestration (removal) of GHG emissions due to forestry and other land-uses in Wyoming are
22 estimated at 36 mmtCO₂e in 2005. Wyoming's per capita emission rate is more than four times
23 greater than the national average of 25 mtCO₂e/yr. This large difference between national and
24 state per capita emissions occurs in most of the sectors – Wyoming's emission per capita
25 considerably exceeds national emissions per capita for electricity, industrial, fossil fuel
26 production, transportation, industrial process, and agriculture. The state's strong fossil fuel
27 production and other industries with high fossil fuel consumption intensity, large agriculture
28 industry, and large distances could be the reasons for the higher per capita intensity in Wyoming.
29 This phenomenon is primarily the result of a low population base (small denominator). Between
30 1990 and 2005, per capita emissions in Wyoming increased, mostly due to increased activity in
31 the fossil fuel industry, while national per capita emissions have changed relatively little.

32 Wyoming's gross GHG emissions are expected to continue to grow to 69 mmtCO₂e by 2020,
33 56% above 1990 levels. As shown in figure ES-3 of the Inventory, demand for electricity is
34 projected to be the largest contributor to future emissions growth, followed by emissions
35 associated with transportation. Although GHG emissions from fossil fuel production had the
36 greatest increase by sector from 1990 to 2005, the growth from this sector is projected to decline

1 due to the assumption that carbon dioxide emissions from venting at processing plants would
2 decrease.

3 As of 2010, there were approximately 59,500 producing oil and gas wells in the state and
4 approximately 39,500 producing wells in the High Plains DO. The Buffalo FO had over 31,000,
5 the Casper FO over 5,000, and the Newcastle FO over 3,000. As of that same time,
6 approximately 30,500 producing oil and gas wells in Wyoming were federal with about 18,000
7 wells within the High Plains DO. The Buffalo FO had over 12,500, the Casper FO over 4,000,
8 and the Newcastle FO almost 1,500. This accounted for approximately 59 percent of the total
9 federal wells in Wyoming and 66 percent of the total wells. Therefore, based on the above
10 information, GHG emissions from all wells within the High Plains DO amounted to
11 approximately 12.94 metric tons (mt) annually ($19.6 \text{ mt} \times 0.66 = 12.94 \text{ mt}$) assuming steady
12 production and emission venting.

13 Based on this emission factor, each potential well that may be drilled on these parcels, if leased,
14 could emit approximately 0.00059 mt of CO₂e. It is unknown what the drilling density may be
15 for these parcels, if they were to be developed. Therefore, it is impossible to predict what level
16 of emissions could occur from development at this stage under the Proposed Action Alternative.

17 **4.2.1.2.3. Alternative C – Offer All Parcels for Sale**

18 Under this alternative, all 235 parcels within the High Plains DO would be offered for sale in
19 February, and subsequent leases would be issued with the appropriate stipulations (Appendix C,
20 Lease Lists). Offering all 235 parcels for leasing under Alternative C could increase the
21 opportunity for surface disturbing activities, drilling, and production. The potential for
22 greenhouse gas emissions would be similar to, but have a higher probability of occurring in
23 larger amounts when compared to Alternative B.

24 **4.2.1.3. Visibility**

25 **4.2.1.3.1. Alternative A – No Action**

26 Under the no action alternative, none of 235 parcels in the High Plains DO would be offered for
27 sale. No oil and gas development would occur on these parcels. Ongoing oil and gas
28 development would continue on surrounding federal, private, and state leases.

29 A decision not to offer the 235 subject parcels for sale would not affect existing uses of these
30 parcels. The parcels are used primarily for livestock grazing, with some dispersed recreation
31 such as hunting and hiking. These uses typically entail vehicle travel for access, and that would
32 be expected to continue at current rates.

33 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
34 from sale at some point in the future, as long as the area remains open to fluid mineral leasing.

35 **4.2.1.3.2. Alternative B – Proposed Action**

1 Offering 167 parcels for competitive sale would have no direct impacts to visibility. Any
2 potential effects to visibility would occur when the leases were sold and subsequently developed
3 particularly during construction. Data collection for visibility would continue.

4 **4.2.1.3.3. Alternative C – Offer All Parcels for Sale**

5 Offering all 235 parcels for leasing under Alternative C could increase the opportunity for
6 surface disturbing activities, drilling, and production. The potential for visibility impacts are
7 similar to, but have a higher probability of occurring in larger amounts when compared to
8 Alternative B.

9 **4.2.1.4. Mitigation Measures for Air Resources**

10 Best management practices (BMPs) such as those used to reduce fugitive dust emissions, air
11 quality, and greenhouse gas emissions would help mitigate effects to these resources. Further
12 analysis at the APD and facility application stages of development may examine possible
13 mitigations to alleviate site-specific impacts.

14 The BLM holds regulatory jurisdiction over portions of natural gas and petroleum systems
15 identified in the EPA's Inventory of US Greenhouse Gas Emissions and Sinks: *1990-2006*
16 document. Exercise of this regulatory jurisdiction has led to development of BMPs designed to
17 reduce emissions from field production and operations. Analysis and approval of future
18 development on the lease parcels would include applicable and reasonable BMPs as conditions
19 of approval (COAs) in order to reduce or mitigate GHG emissions. Additional measures
20 developed at the project development stage could be incorporated as COAs in the approved
21 APD.

22 Such mitigation measures may include, but are not limited to:

- 23 • Flare hydrocarbon and gases at high temperatures in order to reduce emissions of
- 24 incomplete combustion through the use of multi-chamber combustors;
- 25 • “Green” (flareless) completions;
- 26 • Water dirt roads during periods of high use in order to reduce fugitive dust emissions;
- 27 • Require that vapor recovery systems be maintained and functional in areas where
- 28 petroleum liquids are stored;
- 29 • Installation of liquids gathering facilities or central production facilities to reduce the
- 30 total number of sources and minimize truck traffic;
- 31 • Use of natural gas fired or electric drill rig engines;
- 32 • Use selective catalytic reducers on diesel-fired drilling engines; and,
- 33 • Re-vegetate areas of the pad not required for production facilities to reduce the amount of
- 34 dust.

35 According to Inventory of US Greenhouse Gas Emissions and Sinks: 1990-2006 by the EPA,
36 data shows that adoption by industry of the BMP proposed by the EPA's Natural Gas Energy
37 Star program has reduced emissions from oil and gas exploration and development. The BLM

1 would work with industry to facilitate the use of the relevant BMPs for operations proposed on
2 federal mineral leases where such mitigation is consistent with agency policy.

3 **4.2.1.5. Residual Impacts**

4 No residual impacts would continue from offering and issuing the leases. Any proposed
5 development activities would be reviewed when an APD or other facility application is received.
6 At the time of approval, further mitigation may be applied to reduce adverse impacts.

7 **4.2.1.6. Monitoring and/or Compliance**

8 Monitoring by the stations listed above would continue, as would data collection at the Thunder
9 Basin National Grasslands and Cloud Peak Wilderness IMPROVE monitoring sites. Monitoring
10 and compliance are an integral part of lease administration. As development increases,
11 monitoring and compliance increases as well as future APDs, facility applications are approved.
12 Site-specific review would help in application of these requirements.

13 **4.2.2. Cultural Resources**

14 **4.2.2.1 Alternative A – No Action**

15 Under the No Action Alternative, none of the 235 parcels (249,142 Federal mineral acres and
16 76,074 Federal surface acres) parcels in the High Plains DO would be offered for sale. No oil
17 and gas development would occur on these parcels. Ongoing oil and gas development would
18 continue on surrounding federal, private, and state leases. A decision not to offer the 235 subject
19 parcels for sale would not impact cultural resources. Selection of the No Action Alternative
20 would not preclude the re-nomination of a deleted parcel from sale at some point in the future, as
21 long as the area remains open to fluid mineral leasing.

22 **4.2.2.2. Alternative B – Proposed Action**

23 Under this alternative, 167 parcels (158,559 Federal mineral acres and 24,639 Federal surface
24 acres) would be offered for lease with eight parcels deferred because of cultural resource
25 concerns.

26 Deferral of parcels WY-1202-044, WY-1202-045, WY-1202-047, WY-1202-049, WY-1202-
27 074, WY-1202-088, WY-1202-092, WY-1202-095 and WY-1202-126 would allow for the
28 collection and analysis of additional resource information. The parcels contain known sites
29 associated with the Spanish Diggings landscape and removing the areas from leasing or
30 establishing protective lease stipulation may be necessary to adequately protect resource values.
31 The parcels would be deferred until plan amendments or revisions to each FOs RMP address
32 land use allocations related to the site specific sites.

1 Parcels WY-1202-37, WY-1202-38, WY-1202-39, WY-1202-41, WY-1202-42, WY-1202-43,
2 WY-1202-44, WY-1202-45, WY-1202-46, WY-1202-47, WY-1202-48, WY-1202-49, WY-
3 1202-50, WY-1202-61, WY-1202-62, WY-1202-63, WY-1202-64, WY-1202-65, WY-1202-66,
4 WY-1202-68, WY-1202-69, WY-1202-70, WY-1202-71, WY-1202-72, WY-1202-73, WY-
5 1202-74, WY-1202-75, WY-1202-76, WY-1202-77, WY-1202-78, WY-1202-79, WY-1202-80,
6 WY-1202-81, WY-1202-82, WY-1202-83, WY-1202-84, WY-1202-85, WY-1202-86, WY-
7 1202-87, WY-1202-88, WY-1202-89, WY-1202-90, WY-1202-91, WY-1202-92, WY-1202-93,
8 WY-1202-94, WY-1202-95, WY-1202-105, WY-1202-106, WY-1202-107, WY-1202-108, WY-
9 1202-109, WY-1202-110, WY-1202-111, WY-1202-112, WY-1202-113, WY-1202-114, WY-
10 1202-115, WY-1202-116, WY-1202-117, WY-1202-118, WY-1202-119, WY-1202-120, WY-
11 1202-121, WY-1202-122, WY-1202-123, WY-1202-124, WY-1202-125, WY-1202-126, WY-
12 1202-127, WY-1202-128, WY-1202-138, WY-1202-139, WY-1202-140, WY-1202-141, WY-
13 1202-142, WY-1202-143, WY-1202-144, WY-1202-145, WY-1202-146, WY-1202-147, WY-
14 1202-148, WY-1202-149, WY-1202-150, WY-1202-151, WY-1202-152, WY-1202-153, WY-
15 1202-154, WY-1202-155 and WY-1202-156 are within the Spanish Diggings landscape.
16 Currently unidentified quarry features and other sites associated with the landscape may be
17 located in these parcels. Although the landscape is a historic property in Platte and Niobrara
18 Counties, cultural resources inventory prior to APD approval can identify areas within the
19 landscape that do not necessitate protection or avoidance and may be adequate areas for well
20 locations. Any areas that contribute to the significance of the landscape would be identified and
21 avoided or mitigated when the lease holder proposes surface disturbing activity associated with
22 the APD phase. The cultural resources special lease stipulation attached to each lease will allow
23 the BLM the flexibility to modify or deny any impact that cannot be mitigated.

24 The FOs will consider site specific impacts to historic properties resulting from possible future
25 actions on the remaining leases. Proposed impacts would be avoided or mitigated in consultation
26 with the Wyoming SHPO, tribes and interested parties through compliance with Section 106 of
27 the NHPA. FOs will consult with interested tribes if potential TCPs or sacred sites are identified
28 during the cultural resource inventory.

29 **4.2.2.3. Alternative C – Offer All Parcels for Sale**

30 Under Alternative C, all 235 parcels (249,142 Federal mineral acres and 76,074 Federal surface
31 acres) would be offered for competitive sale in February, and subsequent leases would be issued.
32 It is possible that an operator may propose impacts to the site in parcels WY-1202-044, WY-
33 1202-045, WY-1202-047, WY-1202-049, WY-1202-074, WY-1202-088, WY-1202-092, WY-
34 1202-095 and WY-1202-126 that may be impossible to mitigate. Other cultural resources may
35 be impacted under this alternative, but impacts would be avoided or mitigated as discussed above
36 in Alternative B.

37 **4.2.2.4. Mitigation Measures**

38 If necessary, additional mitigation may be required at the APD stage when all cultural resources
39 potentially affected by a project are located, and specific impacts are known.

1 **4.2.2.5. Residual Impacts**

2 No residual impacts would occur from the offering the parcels for sale and issuing the leases.
3 The FO may apply mitigation to reduce adverse impacts.

4 **4.2.2.6. Monitoring and/or Compliance**

5 After leasing, when a project is constructed in an area with a high potential for buried cultural
6 material, archaeological monitoring may be included as a condition of approval. Monitoring may
7 also be required if development would occur near a sensitive site. Construction monitoring is
8 performed by a qualified archeologist working in unison with construction crews. If buried
9 cultural resources are located by the archeologist, construction is halted and the BLM consults
10 with the Wyoming SHPO on mitigation or avoidance. Tribes occasionally recommend tribal
11 monitors for construction projects. Individual field offices consider applying such
12 recommendations as conditions of approval to the drilling permits at the APD stage.

13 **4.2.3. Wildlife and Special Status Species (Plant and Animal)**

14 **4.2.3.1 Alternative A – No Action**

15 Under the No Action Alternative, none of the 235 parcels nominated in the High Plains DO
16 would be offered for sale. No oil and gas development would occur on these parcels. Ongoing
17 oil and gas development would continue on surrounding federal, private, and state leases.

18 A decision to not offer for sale the 235 subject parcels would not affect existing uses of these
19 parcels. These parcels are used primarily for livestock grazing, with some dispersed recreation
20 such as hunting and hiking. These uses typically entail vehicle travel for access, and that would
21 be expected to continue at current rates.

22 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
23 from sale at some point in the future, as long as the area remains open to fluid mineral leasing.

24 Impacts to Greater Sage-grouse core areas/connectivity habitats would continue from those
25 activities associated with current land uses, such as private and state surface or mineral
26 development, recreation, and agriculture.

27 Greater Sage-grouse core areas/connectivity habitats were identified by the Wyoming
28 Governor’s Sage-Grouse Implementation Team (SGIT) in consultation with the BLM.
29 Approximately 80,797 Federal mineral acres of Greater Sage-grouse core areas/connectivity
30 habitats would not be developed.

31 **4.2.3.2. Alternative B – Proposed Action**

1 Under this alternative, 167 parcels would be offered for sale while 68 parcels would be deferred.
2 Thirty-six parcels would be deferred because of Greater Sage-grouse concerns.

3 All parcels were screened against the Greater Sage-grouse core area screens (see Appendix D,
4 Field Office Screens, for specific parcel determinations). IM WY-2010-013 directs the BLM to
5 screen each parcel for Greater Sage-grouse core areas. If the parcel is within a core area the BLM
6 is to identify if Greater Sage-grouse habitat is present. Under step two of the screen, FOs are
7 directed to use mapped habitat or in cases where mapped habitat is not available, land use plan
8 derived Greater Sage-grouse stipulations, such as a TLS, are to be used as indicators of habitat
9 presence or absence. Step three is to identify if the parcel is within 11 square miles of
10 contiguous, manageable, unleased federal minerals. If the parcel is within this 11 mi², then the
11 BLM's Reservoir Management Group (RMG) is contacted to identify any potential fluid mineral
12 drainage concerns. If there are not any drainage concerns the parcel is recommended for deferral
13 from leasing until the RMP revision or amendment is finalized. Please refer to the Greater Sage-
14 grouse core area screens in Appendix D Field Office Screens, to see which parcels fall within
15 core area and meet the manageability criteria. Post-lease projects within core would be analyzed
16 as directed by IM WY-2010-012 or current guidance.

17 Approximately 28,943 acres within Greater Sage-grouse core areas would be leased with the
18 standard terms and conditions as well as site-specific resource protection stipulations attached.
19 These are listed in Chapter 3 as well as Appendix C, Parcels Lists.

20 Eighty-nine parcels are not located within a Greater Sage-grouse core area or suitable habitat as
21 established by the criteria set in the Buffalo, Casper, or Newcastle RMPs, IM WY-2010-012, and
22 IM WY-2010-013. Suitable habitat defined by the above named documents includes planning
23 derived protection buffers as habitat where habitat is not currently mapped.

24 Fifteen parcels are either partially or entirely located within suitable Greater Sage-grouse nesting
25 habitat as established by the criteria set in the Buffalo, Casper, and Newcastle RMPs, IM WY-
26 2010-012, and IM WY-2010-013. However, the parcels are not located within a Greater Sage-
27 grouse core area. These parcels are recommended to be offered for lease with appropriate
28 stipulations because the parcels do not fit the first screening criteria outlined in IM WY-2010-13.

29 Seven parcels are recommended for deferral pending revision of the Buffalo RMP. This deferral
30 would preserve decision space (to comply with 40 CFR 1506.1) in the upcoming RMP revision
31 for any alternatives involving Greater Sage-grouse core areas and Greater Sage-grouse
32 connectivity habitat, in case an alternative is developed that would make core areas unavailable
33 to leasing.

34 The BLM's Land Use Planning Handbook (H-1601 1) states (page 47) that, "During the
35 amendment or revision process, the BLM should review all proposed implementation actions
36 through the NEPA process to determine whether approval of a proposed action would harm
37 resource values so as to limit the choice of reasonable alternative actions. . . Even though the
38 current land use plan may allow an action, the BLM manager has the discretion to defer or
39 modify proposed implementation-level actions" Parcels comprising approximately 4,374.75
40 acres within Greater Sage-grouse core areas would be deferred until the Draft EIS is released, at

1 which time these parcels would be re-evaluated to determine if they can be offered, in
2 consideration of the range of alternatives and designated preferred alternative in the Draft EIS.

3 Seven parcels totaling 7,866.57 acres in the Newcastle FO are in a connectivity area as
4 designated under the Governor's Core Strategy Policy, and will be deferred at this time.

5 At the time development activities are proposed, BLM would conduct a site-specific review of
6 the proposal and the current Greater Sage-grouse habitat boundaries (such as the Wyoming
7 Governor's core areas). The BLM may require additional avoidance and/or impact minimization
8 measures in order to manage Greater Sage-grouse habitat in support of Wyoming's Greater
9 Sage-grouse conservation strategy and the WGFD's Greater Sage-grouse objectives. These
10 measures may include, but are not limited to, disturbance density limitations and surface use and
11 timing restrictions in proximity to certain habitats (*e.g.*, severe winter relief habitat, Greater
12 Sage-grouse leks, etc.). Restrictions and prohibitions for surface use activities may be applied
13 for distances and time periods more restrictive than current RMP stipulation guidance if
14 supported by site-specific NEPA analysis of a development proposal. Such restrictions could be
15 applied as COAs for exploration and development activities associated with the lease. These
16 measures may be necessary to meet BLM policy goals for managing Greater Sage-grouse habitat
17 and populations as special status species as directed in BLM Manual 6840.

18 The BLM is currently amending six RMPs across the state. Within the High Plains DO, the
19 Casper and Newcastle RMPs are currently being amended. These RMP amendments will
20 provide for public input including scoping and comments. The goal of the RMP amendments is
21 to implement a species conservation strategy consistent with the Wyoming Governor's Executive
22 Order 2011-5 and BLM policy under the ESA

23 Well-pad, road, and pipeline development into areas currently devoid of surface disturbance
24 could result in habitat fragmentation for some species. This habitat component could affect a
25 variety of species, including Greater Sage-grouse, mule deer, antelope, and elk. Post lease
26 development on the parcels could result in short-term and long-term losses of wildlife habitat.
27 Short-term habitat loss would include all initial surface disturbance associated with the project
28 and typically would be on-going until those portions of a well pad not needed for production
29 operations, road disturbance outside the running surface or ditches, and the pipeline disturbance
30 are reclaimed. Long-term habitat loss would include those areas needed for production
31 operations for the life of the well.

32 Some species of wildlife are more sensitive to noise and disturbance than other species, while
33 other species habituate to types of noise or disruption. On the other hand, certain magnitudes
34 and frequency of noise may interrupt wildlife communication and adversely impact wildlife.
35 Depending on the intensity and frequency of occurrence of the disruption, additional disruption
36 during critical periods (*e.g.*, winter) can impact wildlife survival and productivity.

37 Surface disturbing and/or disruptive activities from February 1 to July 31, may cause impacts to
38 nesting raptors, if present. The primary impact would be from nesting disturbance which could
39 result in nest abandonment and/or increased chick mortality. Raptors such as ferruginous hawks,
40 golden eagles, and bald eagles are more sensitive to vehicular traffic than are others. Site-specific
41 wildlife surveys are typically required at the APD stage.

1 Sharp-tailed grouse inhabit grassland habitats within the High Plains DO area and are anticipated
2 to be impacted by actions affecting this vegetative type. Surface disturbing and/or disruptive
3 activities from March 1 to June 15, may cause negative impacts to strutting or nesting grouse if
4 present in the project area. The impacts would be from nesting disturbance which could result
5 in nest abandonment or nest destruction from surface -disturbing or disruptive activities. Site-
6 specific wildlife surveys are typically required at the APD stage.

7 Impacts from surface-disturbing activities are anticipated for black-tailed prairie dogs. Surface
8 disturbance is anticipated to have localized adverse impacts to prairie dog habitats including
9 temporary and permanent loss of habitats, fragmentation, and degradation of habitat. Reductions
10 in prairie dog populations may affect other grassland species associated with prairie dog towns,
11 including mountain plover, burrowing owl, swift fox, and black-footed ferret. Site-specific
12 mitigation measures to help protect black-tailed prairie dogs and associated habitats would be
13 developed at the APD stage, if necessary.

14 Surface-disturbing activities, such as well pad construction, road construction, and other
15 mechanized disturbance, could impact potential habitats for special status plants, including
16 undocumented populations. Such activities fragment habitats and alter plant community
17 characteristics, which can isolate or adversely affect populations of special status plants. Long-
18 term impacts such as habitat fragmentation and isolation of populations are difficult to mitigate;
19 however, short-term impacts from surface disturbance are mitigated by reclamation and weed
20 control. If habitat is present, site-specific surveys for all sensitive or threatened and endangered
21 plants may be required at the APD stage.

22

23 **4.2.3.3. Alternative C – Offer All Parcels for Sale**

24 Under this alternative, all 235 parcels (249,142 Federal mineral acres and 76,074 Federal surface
25 acres) located within the High Plains DO would be available for competitive sale in February,
26 and subsequent leases would be issued with the stipulations detailed in Appendices C.

27 Under Alternative C, approximately 80,797 acres of Greater Sage-grouse core areas/connectivity
28 habitats would be available for oil and gas exploration and development activities. The potential
29 for impacts are similar to, but have a higher probability of occurring and at a greater intensity, as
30 under Alternative B. Without conformance with the Wyoming Greater Sage-grouse core area
31 conservation strategy, it is possible that the Greater Sage-grouse could eventually be listed as a
32 T&E species.

33 Impacts associated with other plant and animal species would be the same as those described
34 under Alternative B.

35 **4.2.3.4. Mitigation Measures**

1 Adding stipulations for parcels within the Buffalo, Casper, and Newcastle RMP's for mapped
2 habitat are recommended to ensure continued population and habitat objectives for the Greater
3 Sage-grouse. Additional mitigation and/or COAs for any species would be identified at the
4 development stage to further reduce impacts associated with oil and gas development.

5 **4.2.3.5. Residual Impacts**

6 No residual impacts would occur from the offering and issuing the leases. If a lease is
7 developed, there would be heavy construction equipment working. Due to the extent of work
8 and the surface disturbance and disruptive activities caused by construction activities, it is
9 possible that wildlife populations and habitats could be impacted by these activities. These
10 activities would be further analyzed during the site-specific review conducted when an APD or
11 other facility application is received. At the time of approval, further mitigation may be applied
12 to reduce adverse impacts.

13 **4.2.3.6. Monitoring and/or Compliance**

14 Continued monitoring and compliance is an integral part of lease administration. When a project
15 is constructed in area with suitable species' habitat, wildlife and T&E surveys and/or monitoring
16 may be required as a condition of approval. Surveys are performed by a qualified wildlife
17 biologist working in unison with the operator. Coordination with the WGFD on mitigation or
18 avoidance criteria is conducted before surface disturbance or disruptive activities were to take
19 place, in some instances. Individual field offices may consider applying WGFD
20 recommendations as conditions of approval to the drilling permits at the APD stage.

21 Consultation with the FWS under section 7 of the ESA would take place at the APD stage, if
22 necessary.

23 **4.2.4. Soils**

24 **4.2.4.1. Alternative A – No Action**

25 Under the No Action Alternative, none of the 235 parcels (249,142 Federal mineral acres and
26 76,074 Federal surface acres) parcels in the High Plains DO would be offered for sale. No oil
27 and gas development would occur on these parcels. Ongoing oil and gas development would
28 continue on surrounding federal, private, and state leases.

29 A decision not to offer the 235 subject parcels for sale would not affect existing uses of these
30 parcels. The parcels are used primarily for livestock grazing, with some dispersed recreation
31 such as hunting and hiking. These uses typically entail vehicle travel for access, and that would
32 be expected to continue at current rates.

33 Selection of the No Action Alternative would not preclude the re-nomination of a deleted parcel
34 from sale at some point in the future, as long as the area remains open to fluid mineral leasing.

1 **4.2.4.2. Alternative B – Proposed Action**

2 Offering 167 parcels (158,559 Federal mineral acres and 24,639 Federal surface acres) for
3 competitive sale would have no direct impacts to soils. Any potential effects to soils would occur
4 when the leases were sold and subsequently developed particularly during construction.

5 **4.2.4.3. Alternative C – Offer All Parcels for Sale**

6 Offering all 235 parcels (249,142 Federal mineral acres and 76,074 Federal surface acres) for
7 leasing under Alternative C could increase the opportunity for surface disturbing activities,
8 drilling, and production. The potential for impacts to soil are similar to, but have a higher
9 probability of occurring in larger amounts when compared to Alternative B.

10 **4.2.4.4. Mitigation Measures**

11 Mitigation and/or Conditions of Approval (COAs) will be identified at the development stage to
12 further reduce impacts associated with oil and gas development. Many impacts to soils can be
13 avoided or mitigated through proper design, construction, maintenance, and implementation of
14 best managements practices required in the Conditions of Approval (COAs).

15 **4.2.4.5. Residual Impacts**

16 No residual impacts will occur from the offering the parcels for sale and issuing the leases. If
17 lease exploration or development is proposed, the activities would be reviewed prior to permit
18 approval. At the time of approval, further mitigation may be applied to reduce adverse impacts.

19 **4.2.4.6. Monitoring and/or Compliance**

20 Monitoring and compliance will occur at the APD development stage.

21 **4.2.5. Paleontology Resources**

22 **4.2.5.1 Alternative A – No Action**

23 Under the No Action Alternative, none of the 235 parcels (249,142 Federal mineral acres and
24 76,074 Federal surface acres) parcels in the High Plains DO would be offered for sale. No oil
25 and gas development would occur on these parcels. Ongoing oil and gas development would
26 continue on surrounding federal, private, and state leases. A decision not to offer the 235 subject
27 parcels for sale would not impact paleontological resources. Selection of the No Action
28 Alternative would not preclude the re-nomination of a deleted parcel from sale at some point in
29 the future, as long as the area remains open to fluid mineral leasing.

30 **4.2.5.2. Alternative B – Proposed Action**

1 Under this alternative, 167 parcels (158,559 Federal mineral acres and 24,639 Federal surface
2 acres) would be offered for lease with no parcels deferred for paleontological resources issues.
3 Lease stipulations requiring inventory prior to surface disturbance would be added to 8 parcels.
4 The FOs would consider site specific impacts during the APD phases. Proposed impacts would
5 be avoided or mitigated.

6 **4.2.5.3. Alternative C – Offer All Parcels for Sale**

7 Under Alternative C, all 235 parcels (249,142 Federal mineral acres and 76,074 Federal surface
8 acres) would be offered for competitive sale in February, and subsequent leases would be issued.
9 Lease stipulations requiring inventory prior to surface disturbance would be added to 8 parcels.
10 The FOs would consider site specific impacts during the APD phases. Proposed impacts would
11 be avoided or mitigated.

12 **4.2.5.4. Mitigation Measures**

13 Mitigation may be required at the APD stage when all paleontological resources potentially
14 affected by a project are located, and specific impacts are known.

15 **4.3. Cumulative Impacts Analysis**

16 The cumulative impacts assessment area for this EA is the High Plains DO which consists of
17 Buffalo FO, Casper FO, and Newcastle FO. Analysis of cumulative impacts for RFD scenarios
18 of oil and gas wells on public lands is presented in the respective RMPs. Potential development
19 of all available federal minerals in the field office, including those parcels listed in the Proposed
20 Action, was included as part of the analysis.

21 Under Alternative A, the No Action Alternative, there would be no cumulative impacts to any of
22 the resources listed above except for those activities on state and private lands or other BLM
23 authorized activities.

24 As of 2010, there were over 59,000 producing oil and gas wells in the state and over 39,000
25 producing wells in the High Plains DO. The Buffalo FO had over 31,000, Casper FO, over
26 5,000, and the Newcastle FO over 3,000. At that same time, over 30,000 producing oil and gas
27 wells in Wyoming were federal with over 18,000 wells within the High Plains DO. The Buffalo
28 FO had over 12,500, the Casper FO over 4,000, and the Newcastle FO with almost 1,500. When
29 compared to the total GHG emission estimates from the number of federal oil and gas wells in
30 the state, the average number of oil and gas wells drilled annually within the High Plains DO and
31 probable GHG emission levels represent an incremental contribution to the total regional and
32 global GHG emission levels. As oil and natural gas production technology continues to improve
33 in the future, it could be assumed that GHG emissions may be reduced.

34 Estimating the current level of emissions and projecting future production of oil and gas is
35 difficult to forecast with the mix of drivers: economics, resource supply, demand, and regulatory
36 procedures. The assumptions used for the projections are based on recent trends or state
37 production trends in the near-term, and Annual Energy Outlook 2006 (AEO 2006) growth rates

1 through 2020. These assumptions do not include any significant changes in energy prices,
2 relative to today's prices. Large price swings, resource limitations, or changes in regulations
3 could significantly change future production and the associated GHG emissions. Other
4 uncertainties include the volume of GHGs vented from gas processing facilities in the future, any
5 commercial oil shale or coal-to-liquids production, and potential emissions-reducing
6 improvements in oil and gas production, processing, and pipeline technologies.

7 For cultural resources, Wildlife, Threatened and Endangered, and Sensitive Species Resources
8 the cumulative impact of 167 more parcels leased would be an incremental increase to the
9 overall total parcels currently leased in the State. Any development would require APD and
10 facility applications to then analyze the impacts for proposed development. That analysis may
11 include surveys for these resources. Cumulative impacts would be further considered and, if
12 necessary, mitigated.

13 Under Alternative C, there would be an incremental increase when compared to cumulative
14 impacts for Alternative B due to the addition of 68 more parcels. Again, any development would
15 require APD and facility applications to then analyze the impacts for that development. That
16 analysis would include surveys for cultural resources, paleontological resources, wildlife, T&E,
17 and sensitive species resources. Cumulative impacts would be further analyzed in detail and
18 mitigated for at this time.

19

Chapter 5

Consultation and Coordination

5.1. Introduction

The issues identified in Chapter 1 (Section 1.6) are analyzed in detail in Chapter 4. The Interdisciplinary Team Checklist in Appendix A and the rationale for issues that were considered but not analyzed further (Section 1.7) were identified through the public and agency involvement process described in Sections 5.2 and 5.3.

5.2. Persons, Groups, and Agencies Consulted

Table 5.1

List of all Persons, Agencies and Organizations Consulted for Purposes of this EA

Name	Purpose and Authorities for Consultation or Coordination	Findings and Conclusions
Joe Sandrini	Wyoming Game and Fish Department – Biologist	See project file
Bud Stewart	Wyoming Game and Fish Department – Dept. Energy Development Biologist	See project file
John Emmerich	Wyoming Game and Fish Department – Deputy Director	See project file
Justin Binfet	Wyoming Game and Fish Department – Biologist	See project file

5.3. Summary of Public Participation

Public participation was initiated when this EA was entered into the High Plains District Office NEPA tracking database in July 2011. A press release announcing the availability of the EA for comments was e-mailed to local media on July 27, 2011. The press release stated that the comment period for the EA would run until August 26, 2011. In addition, informational postcards were mailed to affected landowner and Native American tribes on or about July 28, 2011. As required by the BLM leasing policy, where parcels are split estate, a notification letter soliciting EA review and comments was sent to the surface owner based on the surface owner information provided by the party submitting the Expressions of Interest (EOI).

5.3.1. Comment Analysis

The High Plains DO received XX comment letters resulting in XX comments on the EA. XX letters consisted of actual comments on the EA and one was a recommendation for selection of Alternative B. A summary of the comments and responses to those comments are attached to this EA under Appendix F, Comments and Responses.

5.3.2. List of Commentors

5.3.3. Response to Public Comment:

1 See Appendix F, Comments and Responses, for specific responses to comments.

2 **5.4. List of Preparers**

3 **Table 5.4 List of Preparers**

Name	Title	Responsible for the Following Section(s) of this Document
Mike Robinson	DO Resource Advisor, Energy, Lands, & Minerals.	Project Manager
G.L. "Buck" Damone III	Buffalo FO, Lead Archaeologist	Cultural Resources, Paleontology
Donald Brewer	Buffalo FO, Wildlife Biologist	Wildlife, Threatened and Endangered Species and Special Status Species
Shane Gray	Casper FO, Wildlife Biologist	Wildlife, Threatened and Endangered Species and Special Status Species
John Kelley	Buffalo FO, Planning and Environmental Coordinator	FO Reviews
Kathleen Lacko	Casper FO, Planning and Environmental Coordinator	NEPA, FO Reviews
Andrea Meeks	Solid Mineral Specialist	Coal Reviews
George Soehn	DO Resource Advisor, Renewable Resources	Overall Reviews
Debby Green	Buffalo FO, Natural Resource Specialist	Buffalo FO Lead
David Korzilius	Casper FO, Natural Resource Specialist	Casper FO Lead
Rod Randall	Newcastle FO, Physical Scientist	Newcastle FO Lead
Alice Tratebas	Newcastle FO Archaeologist	Archaeology
Nathaniel West	Newcastle FO Wildlife Biologist	Wildlife, Threatened and Endangered Species and Special Status Species
Allison Barnes	Buffalo FO Outdoor Recreation Planner	Wilderness, Recreation
Jude Carino	Casper FO, Archaeologist	Cultural Resources, Paleontology
Dora Ridenour	Casper FO, Archaeologist	Cultural Resources, Paleontology

4 **5.5. List of Reviewers**

Name	Title	Responsible for the Following Section(s) of this Document

5