



United States Department of the Interior

BUREAU OF LAND MANAGEMENT

Wyoming State Office
P.O. Box 1828
Cheyenne, Wyoming 82003-1828



In Reply Refer To:

JUN 14 2007

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Dear Reader:

Attached for your review and comment is the Draft Resource Management Plan and Environmental Impact Statement (Draft RMP/EIS) for the Bureau of Land Management (BLM), Kemmerer Field Office. This document was prepared by the BLM in cooperation with the Bureau of Reclamation, State of Wyoming, county governments, and conservation districts located in the planning area.

The planning area is located in southwest Wyoming and includes approximately 3.9 million acres of land in Lincoln, Sweetwater, and Uinta counties. Within the Kemmerer planning area, the BLM administers approximately 1.4 million acres of public surface and 1.6 million acres of Federal mineral estate. When approved, the RMP will replace the 1986 Kemmerer RMP.

The Draft RMP/EIS describes and analyzes four alternatives for future management of public lands and resources administered by the BLM. While a preferred alternative is identified, selection of the final plan has not been made. The final decision will be made only after consideration of the comments received on the Draft RMP/EIS.

Your review and comment on the content of this document are critical to the success of this planning effort. If you wish to submit comments on the Draft RMP/EIS, we request that you make them as specific as possible. Comments will be more helpful if they include suggested changes, sources or methodologies, and reference to a section or page number. Comments that contain only opinions or preferences will be considered and included as part of the decision making process, although they will not receive a formal response from the BLM. Comments will be accepted for ninety (90) calendar days following the U.S. Environmental Protection Agency's (EPA) publication of its Notice of Availability in the *Federal Register*. The BLM can best utilize your comments and resource information submissions if received within the review period.

Written comments may be submitted as follows:

1. The Kemmerer RMP revision website at www.blm.gov/rmp/kemmerer/ is designed to allow the commenter to submit comments electronically by resource subject directly into a comment form posted on the website. To facilitate analysis of comments and information submitted, we strongly encourage you to submit comments in an electronic format through the website.

2. Comments may be uploaded in an electronic file directly to the above website. Written comments may be mailed directly, or delivered to, the BLM at:

Kemmerer RMP and EIS
Bureau of Land Management Kemmerer Field Office
312 Hwy 189 N
Kemmerer, WY 83101-9711

3. Written comments may be submitted during the public meetings or hearings which will be held at the following locations on the dates listed:

Cokeville	August 6, 2007	Cokeville City Hall 110 Pine Street	Open House 3:00 p.m. to 7:00 p.m.
Kemmerer	August 7, 2007	Lincoln County Library 519 Emerald Street	Public Meeting 3:00 p.m. to 7:00 p.m.
Rock Springs	August 8, 2007	BLM Rock Springs Office 280 Highway 191 North	Public Meeting 3:00 p.m. to 7:00 p.m.
Evanston	August 9, 2007	Uinta County Library 701 Main Street	Public Meeting 3:00 p.m. to 7:00 p.m.
Lyman	August 10, 2007	Lyman Town Hall 100 E Sage Street	Open House 3:00 p.m. to 7:00 p.m.

Comments, including names and street addresses of respondents, will be available for public review in their entirety at the Kemmerer Field Office during regular business hours (7:45 a.m. to 4:30 p.m.), Monday through Friday, except holidays, and will be published as part of the Proposed RMP and Final EIS. While you can ask us in your comment to withhold from public review your personal identifying information, we cannot guarantee that we will be able to do so. All submissions from organizations or businesses and from individuals identifying themselves as representatives or officials of organizations or businesses will be made available for public inspection in their entirety.

Copies of the Draft RMP and EIS have been sent to affected Federal, State, and local government agencies and to those persons who indicated they wished to receive a copy of the Draft RMP and EIS. Copies of the Draft RMP and EIS are available for public inspection at the following BLM locations.

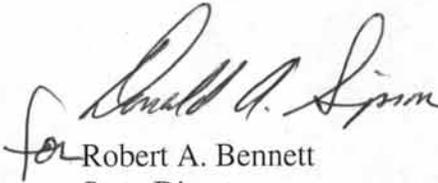
Bureau of Land Management
Wyoming State Office
5353 Yellowstone Road
Cheyenne, Wyoming 82009

Bureau of Land Management
Kemmerer Field Office
312 Hwy 189 N
Kemmerer, Wyoming 83101-9711

BLM thanks our cooperating agencies who have participated in the planning process. We look forward to your continued interest and participation.

For additional information or clarification regarding this document or the planning process, please contact Michele Easley, RMP Project Manager at (307) 828-4524.

Sincerely,


for Robert A. Bennett
State Director

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Draft
Resource Management Plan and
Environmental Impact Statement for the
Kemmerer Field Office Planning Area

Volume 1 of 2
Chapters 1 - 6

U.S. Department of the Interior
Bureau of Land Management
Kemmerer Field Office, Wyoming

July 2007

**Kemmerer Field Office Planning Area
Draft Resource Management Plan and Environmental Impact Statement**

Lead Agency: U.S. Department of the Interior, Bureau of Land Management

Type of Action: Administrative

Jurisdiction: Lincoln, Sweetwater, and Uinta Counties, Wyoming

Abstract: This Draft Resource Management Plan (RMP) and Environmental Impact Statement (EIS) describes and analyzes alternatives for the planning and management of public lands and resources administered by the Bureau of Land Management (BLM), Kemmerer Field Office. The administrative area is located in southwest Wyoming and includes land in most of Lincoln and Uinta counties, and parts of Sweetwater County. Within the Kemmerer planning area, the BLM manages approximately 1.4-million acres of BLM-administered public land surface and 1.6-million acres of federal mineral estate (refer to Maps 1 through 3 in Volume 2).

The BLM is revising the RMP to address the availability of new data and policies, emerging issues, and changing circumstances that have occurred since the Record of Decision for the existing plan was signed in 1986. As part of the RMP revision process, the BLM performed scoping to solicit input from the public and interested agencies on the nature and extent of issues and impacts to be addressed in the Draft EIS. Planning issues identified for this RMP revision focus on energy and mineral development; vegetation and habitat management; land ownership adjustments; access to public lands; transportation; and special designations.

To assist the agency decisionmaker, cooperating agencies, and the public in focusing on appropriate solutions to planning issues, four alternative RMPs are considered in the Draft EIS. **Alternative A** is a continuation of current management (No Action Alternative). Under this alternative, use of public lands and resources continue to be managed under the 1986 Kemmerer RMP, as amended. **Alternative B** emphasizes conservation of physical, biological, and heritage resources, while providing for the smallest level of development. **Alternative C** emphasizes resource development, while providing for the smallest level of conservation of physical, biological, and heritage resources. **Alternative D** is the BLM's Preferred Alternative at this stage in the process (the Draft RMP/EIS). It is not a final agency decision; it is an indication of the agency's preliminary preference because it reflects the best combination of decisions to achieve BLM goals and policies, meets the purpose and need, addresses the key planning issues, and considers the recommendations of cooperating agencies and BLM specialists.

When completed, the RMP revision will provide a set of comprehensive, long-range decisions for: (1) managing resources throughout the planning area and (2) identifying allowable uses on the public land surface and federal mineral estate administered by the BLM. Comments are accepted for 90 days following the date the U.S. Environmental Protection Agency publishes the Notice of Availability for this Draft EIS in the *Federal Register*. Comments should be submitted via the RMP web site at www.blm.gov/rmp/kemmerer. Alternatively, comments can be faxed to 307-828-4539 or mailed to:

Bureau of Land Management, Kemmerer Field Office
Attn: Michele Easley
312 Hwy 189 N
Kemmerer, Wyoming 83101-9711

Telephone: (307) 828-4524

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ACRONYMS AND ABBREVIATIONS

µg/m ³	micrograms per cubic meter	FAA	Federal Aviation Administration
<	less than	FAR	Federal Aviation Regulations
>	greater than	FLPMA	Federal Land Policy and Management Act (43 USC § 1701 et seq.)
§	Section		
°F	degrees Fahrenheit	FY	Fiscal Year
2-D	two-dimensional	G	Global rank: refers to the range-wide status of a species
3-D	three-dimensional		
ACEC	Area of Critical Environmental Concern	GIS	Geographic Information System
AIRFA	American Indian Religious Freedom Act	H ₂ S	hydrogen sulfide
AJE	annual job equivalents	HAP	hazardous air pollutant
AML	abandoned mine land	HABS/HAER	Historic American Buildings Survey/Historic American Engineering Record
AMP	Allotment Management Plan		
AMR	appropriate management response	HMP	Habitat Management Plan
APD	application for permit to drill	HMRRP	Hazard Management and Resource Restoration Program
APHIS	Animal and Plant Health Inspection Service		
AQD	Air Quality Division	I-80	Interstate Highway 80
AQRV	Air Quality-Related Value	ID	Interdisciplinary
AUM	animal unit month	IM	Instruction Memorandum
BA	Biological Assessment	IMPLAN	Impact Analysis for Planning model
BACT	best available control technology	IMPROVE	Interagency Monitoring of Protected Visual Environments
bbls	barrels		
Bcf	billion cubic feet	INNS	Invasive Nonnative Species
BEA	Bureau of Economic Analysis	KSLA	Known Sodium Leasing Area
BLM	Bureau of Land Management	lbs	pounds
BMP	Best Management Practice	LAUs	Lynx Analysis Units
BTU	British Thermal Units	LBA	Lease By Application
CAA	Clean Air Act	MA	Management Area
CASTNet	Clean Air Status & Trends Network	MBF	thousand board feet
CBNG	coalbed natural gas	MCF	thousand cubic feet
CCF	hundred cubic feet	MMB	million barrels
CEQ	Council on Environmental Quality	MMBF	million board feet
CFR	Code of Federal Regulations	MMTA	Mechanically Mineable Trona Area
cfs	cubic feet per second	MOU	Memorandum of Understanding
CO	carbon monoxide	mph	miles per hour
COA	conditions of approval	MSA	Management Situation Analysis
CRMP	Cooperative Resource Management Plan	msl	mean sea level
CSU	controlled surface use	MW	megawatts
CWA	Clean Water Act	N	North
dB	decibel	NAAQS	National Ambient Air Quality Standards
DEQ	Department of Environmental Quality		
DEQAML	Department of Environmental Quality Abandoned Mine Lands	NADP	National Atmospheric Deposition Program
DFC	desired future conditions	NAGPRA	Native American Graves Protection and Repatriation Act
DOE	U.S. Department of Energy		
DOR	U.S. Department of Revenue	NEPA	National Environmental Policy Act (42 USC § 4321 et seq.)
DPS	Distinct Population Segment		
EIS	Environmental Impact Statement	NGL	natural gas liquids
EO	Executive Order	NHPA	National Historic Preservation Act
EPA	U.S. Environmental Protection Agency	NHT	National Historic Trail
EPCA	Energy Policy and Conservation Act	No.	Number
ERMA	Extensive Recreation Management Area	NO ₂	nitrogen dioxide
ESA	Endangered Species Act	NO ₃	nitrate

NOI	Notice of Intent	SIP	State Implementation Plan
NO _x	nitrogen oxides	SMCRA	Surface Mining Control and Reclamation Act
nPA	National Programmatic Agreement	SO _x	sulfur oxides
NPS	National Park Service	SRMA	Special Recreation Management Area
NREL	National Renewable Energy Laboratory	SRP	Special Recreational Permits
NRHP	National Register of Historic Places	SWPPP	Storm Water Pollution Prevention Plan
NSO	no surface occupancy	T	Township
NSS	native species status	TCP	Traditional Cultural Property
NWA	National Wilderness Areas	TMA	Travel Management Area
NWR	National Wildlife Refuge	TLS	timing limitation stipulation
OHV	off-highway vehicle	UPRR	Union Pacific Railroad
P&M	Pittsburgh and Midway Coal Mining Company	U.S.	United States
pH	potential of hydrogen	USC	United States Code
planning area	Kemmerer Field Office planning area	USACE	U.S. Army Corps of Engineers
PM	particulate matter	USBR	U.S. Bureau of Reclamation
PM ₁₀	particulate matter less than 10 microns in diameter	USDA	U.S. Department of Agriculture
PM _{2.5}	particulate matter less than 2.5 microns in diameter	USDI	U.S. Department of the Interior
POO	plan of operation	USFS	U.S. Forest Service
PSD	prevention of significant deterioration	USFWS	U.S. Fish and Wildlife Service
Pub. L.	Public Law	USGS	U.S. Geological Survey
R	Range	VOC	volatile organic compound
R&PP	Recreation and Public Purposes (Act)	VRM	visual resource management
RFA	Reasonable Foreseeable Action or Activity	vs.	versus
RFD	Reasonably Foreseeable Development	W	West
RMP	Resource Management Plan	WAAQS	Wyoming Ambient Air Quality Standards
RNA	Research Natural Area	WGFD	Wyoming Game and Fish Department
ROD	Record of Decision	WOGCC	Wyoming Oil and Gas Conservation Commission
ROW	rights-of-way	WSA	Wilderness Study Area
SO ₂	sulfur dioxide	WSR	Wild and Scenic River
SO ₄	sulfate	WUI	wildland-urban interface
SD	Special Designation	WYDOT	Wyoming Department of Transportation
Sec.	Section	WYNDD	Wyoming Natural Diversity Database
SHPO	State Historic Preservation Office	WYPDES	Wyoming Pollutant Discharge Elimination System

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EXECUTIVE SUMMARY

INTRODUCTION

This Draft Environmental Impact Statement (EIS) analyzes the proposed action to revise the existing Kemmerer Resource Management Plan (RMP) for the Kemmerer, Wyoming planning area. The Federal Land Policy and Management Act (43 United States Code [USC] § 1701 et seq.) (FLPMA) requires developing, maintaining, and, as appropriate, revising land use plans for public lands. The purpose, or goal, of the land use plan is to ensure lands administered by the Bureau of Land Management (BLM) are managed in accordance with the FLPMA and the principles of multiple use and sustained yield.

Revising an existing land use plan is a major federal action for the BLM. The National Environmental Policy Act (42 USC § 4321 et seq.) (NEPA) of 1969, as amended, requires federal agencies to prepare an EIS for major federal actions; thus, this Draft RMP and EIS is a combined document. The Draft EIS analyzes the impacts of four alternative RMPs for the planning area, including the No Action Alternative and agency Preferred Alternative. The No Action Alternative reflects current management (the existing plan).

PURPOSE AND NEED

Within the Kemmerer planning area, the BLM manages approximately 1.42-million acres of BLM-administered public land surface and 1.6-million acres of federal mineral estate. Since 1986, the existing plan has served as the framework for managing these BLM-administered lands; however, the existing plan has undergone more than 30 maintenance actions, including updates and amendments, and is in need of revision. Since the Record of Decision (ROD) was signed in 1986 for the existing plan, new data have become available, new policies established, and old policies revised. This, along with emerging issues and changing circumstances, resulted in the need for revision. This new version will address the changing needs of the planning area and select a management strategy that best achieves a combination of the following:

- Employing a community-based planning approach and complying with applicable tribal, federal, and state laws, standards, and implementation plans, as well as BLM policies and regulations.
- Establishing goals and objectives (desired outcomes) for managing resources and resource uses according to the principles of multiple use and sustained yield.
- Identifying land use plan decisions to guide future land-management actions and subsequent site-specific implementation decisions.
- Identifying management actions and allowable uses anticipated to achieve the established goals and objectives and reach desired outcomes.
- Providing comprehensive management direction by making land use decisions for all appropriate resources and resource uses administered by the BLM Kemmerer Field Office.
- Recognizing the nation's needs for domestic sources of minerals, food, timber, and fiber, and incorporating requirements of the Energy Policy and Conservation Act Reauthorization, the Energy Policy Act, the National Fire Plan, the Healthy Forest Restoration Act, and the Healthy Forest Initiative.
- Retaining flexibility to adapt to new and emerging issues and opportunities, and providing for adjustments to decisions over time based on new information and monitoring.
- Striving to be compatible with existing plans and policies of adjacent local, state, tribal, and federal agencies and consistent with federal law, regulations, and BLM policy.

- Providing for compliance with applicable tribal, federal, and state laws, standards, implementation plans, and BLM policies and regulations.

PLANNING ISSUES AND CRITERIA

Planning issues identified through the scoping process and other public outreach efforts focus on conflicts among resources and resource uses. Major issues described and analyzed in this Draft EIS include the following:

Energy and Mineral Resources

- What areas are suitable or not suitable for energy and mineral resource development?
- What level of development should be allowed in areas suitable for energy and mineral resource development?

Vegetation and Habitat Management

- How should soil, water, and vegetation be managed to reduce fuel loads and achieve forest health and healthy rangelands while providing for livestock grazing and fish and wildlife habitats?
- How should special status species conservation strategies be applied given the BLM's requirement for multiple-use management and sustained yield? How will these strategies affect other public land resources?

Land Ownership Adjustments, Access, and Transportation

- What land adjustments are necessary to improve access and management of public lands?
- How should travel be managed to provide access for recreation, commercial uses, and general enjoyment of the public lands while protecting cultural and natural resources?

Special Designations

- What areas, if any, contain unique or sensitive resources requiring special management?

Planning criteria are the standards, rules, and guidelines that help direct the RMP planning process. In conjunction with planning issues, planning criteria ensure the planning process is focused and incorporates appropriate analyses. Planning criteria for the Kemmerer RMP revision also apply to development of the final RMP and are summarized below.

- The revised RMP will recognize valid existing rights.
- Decisions in the revised RMP will comply with all applicable laws and regulations. Decisions may comply, as appropriate, with policy and guidance.
- Planning decisions in the revised RMP will cover BLM-administered public lands, including split-estate lands where the subsurface minerals are severed from the surface right. On split-estate lands, the BLM has legal jurisdiction over one or the other (surface land or subsurface minerals).
- The RMP planning effort will be collaborative and multi-jurisdictional in nature. The BLM will strive to ensure that its management decisions are complementary to its planning jurisdictions and adjoining properties within the boundaries described by law and regulation.

- The environmental analysis will consider a reasonable range of alternatives that focus on the relative values of resources and respond to the issues. Management prescriptions will reflect the principles of multiple use and sustained yield.
- The BLM will consider current scientific information, research, new technologies, and the results of resource assessments, monitoring, and coordination to determine appropriate local and regional management strategies to enhance or restore impaired ecosystems.
- The *Standards for Healthy Rangelands and Guidance for Livestock Grazing Management for the Public Lands Administered by the BLM in the State of Wyoming* (BLM 1998a) will apply to all activities and uses.
- The BLM will provide for public safety and welfare relative to fire, hazardous materials, and abandoned mine lands.
- Visual resource management class designations will be analyzed and modified to reflect present conditions and future needs.
- The BLM will consider current and potential future uses of the public lands through the development of reasonable foreseeable future development and activity scenarios based on historical, existing, and projected levels of use.
- Planning decisions will include the preservation, conservation, and enhancement of cultural, historical, paleontological, and natural components of public land resources, while considering energy development and other activities.
- The BLM will coordinate with tribes to identify sites, areas, and objects important to their cultural and religious heritages.
- Planning decisions will comply with the Endangered Species Act and BLM interagency agreements with the U.S. Fish and Wildlife Service.
- Areas potentially suitable for an Area of Critical Environmental Concern (ACEC) or other special management designations will be identified and, where appropriate, brought forward for analysis in this EIS.
- Waterway segments are classified and determinations of eligibility and suitability will be made in accordance with Section 5(d) of the Wild and Scenic Rivers Act. Appropriate management prescriptions for maintaining or enhancing the outstanding remarkable values and classifications of waterway segments meeting suitability factors will be part of the RMP revision.
- Off-highway vehicle (OHV) use management decisions in the revised RMP will be consistent with the BLM's National OHV Strategy (BLM 2001b).
- A coal lease application—the Haystack Lease by Application—is located in northwestern Uinta County. Coal-screening determinations were made on this area during planning efforts for the Kemmerer RMP (BLM 2004b). No additional coal-screening determinations or coal-planning decisions are anticipated for the Kemmerer Field Office RMP, unless public submissions of coal resource information or surface resource issues indicate a need to update these determinations.

OVERVIEW OF ALTERNATIVES

The BLM conducted a series of four workshops in the Kemmerer Field Office with an Interdisciplinary (ID) Team comprising BLM staff and cooperating agencies. During the initial workshop, the ID Team shared their respective knowledge and expertise and collaborated to identify goals and objectives (desired outcomes) representing a full range of alternatives for each resource. The second workshop narrowed the scope of alternatives to a reasonable range bounded by the planning criteria.

The BLM formulated four action alternatives from the information gathered during the first two workshops; the ID Team reviewed these Action Alternatives during the third workshop. The BLM analyzed the potential impacts of the four action alternatives and the No Action Alternative. Based on this analysis, the similarity among alternatives became apparent and, therefore, the BLM eliminated two of the four action alternatives prior to the fourth workshop. During the fourth workshop, the ID Team considered the No Action Alternative (A) and the two remaining Action Alternatives (B and C) and provided the BLM with recommendations for selecting the Preferred Alternative (D). BLM selected the Preferred Alternative based on the following criteria:

1. Satisfies statutory requirements.
2. Reflects the best combination of decisions to achieve BLM goals and policies.
3. Represents the best solution to the purpose and need.
4. Provides the best approach addressing key planning issues.
5. Considers cooperating agencies and BLM specialists' recommendations.

For approximately 12 months following selection of the Preferred Alternative, the ID Team resolved inconsistencies, clarified intent, and generally refined the alternatives. The Preferred Alternative indicates the Agency's preliminary preference. The Preferred Alternative does not represent a final BLM decision and may change between publication of the Draft and Final EIS based on comments received on the Draft EIS, new information, or changes in BLM policies or priorities.

Including the No Action Alternative (A), the four alternatives analyzed in this Draft EIS represent differing approaches to managing resources and resource uses in the planning area. Each alternative comprises two categories of land use planning decisions: (1) desired outcomes (goals and objectives) and (2) allowable uses and management actions.

Goals and objectives provide overarching direction for BLM actions in meeting the Agency's legal, regulatory, policy, and strategic requirements. Goals are broad statements of desired outcome, but generally are unmeasurable. Objectives are more specific statements of a desired outcome that may include a measurable component. Objectives generally are anticipated to achieve the stated goals.

Allowable uses and management actions are anticipated to achieve the desired outcomes (goals and objectives). Management actions are proactive measures or limitations intended to guide BLM activities in the planning area. Allowable uses are a category of land use decisions that identify where specific land uses are allowed, restricted, or prohibited on BLM-administered surface lands and federal mineral estate in the planning area. Alternatives may include specific management actions to meet goals and objectives and may exclude certain land uses to protect resource values.

For each alternative, the BLM predicted actions and associated surface disturbance acreage for each resource over the life of the plan. For example, for livestock grazing, the BLM predicted the number of infrastructure developments (e.g., springs, wells, pits, reservoirs, fences, and pipelines) and estimated surface disturbance acreage for each alternative. For oil and gas, the BLM predicted the number of wells and estimated acres of surface disturbance for each alternative, as well as for the unconstrained (baseline) scenario. These predicted actions, allowable uses, and management actions form the basis for the impact analysis of alternatives described in Chapter 4. The three Action Alternatives and the No Action Alternative are described in detail in Chapter 2 and summarized in the following section.

Alternative A

The No Action Alternative represents a continuation of current management and provides a baseline from which to identify potential environmental consequences when compared to the Action Alternatives. The No Action Alternative describes current resource and land management direction as represented in the

existing plan and associated maintenance actions, updates, and amendments. Current management addresses resource conflicts on a case-by-case basis. The current designation of the Raymond Mountain ACEC and Raymond Mountain Wilderness Study Area (WSA) do not change, and no Other Management Areas (MAs) are identified if the No Action Alternative is selected. Selection of the No Action Alternative results in no revision to the existing plan at this time and does not meet the purpose and need of the proposed action.

Alternative B

Alternative B emphasizes conservation of physical, biological, and heritage resources with the most constraints on resource uses compared to all other alternatives. Relative to all alternatives, Alternative B conserves the most land area for physical, biological, and heritage resources and places the most constraints on resource uses. For example, Alternative B designates the highest number of ACECs (10) and establishes the most land area for Other Management Areas (MAs) (3), Research Natural Areas (RNAs) (2), Wild and Scenic River waterway segments (13), and Back Country Byways (1). Alternative B also manages contiguous blocks of native vegetation to minimize habitat fragmentation, includes the most restrictions to protect highly erosive soils, and is the most restrictive to OHV use, wind-energy development, and leasing for oil and gas and other solid leasable minerals.

Alternative C

Alternative C emphasizes resource uses (e.g., energy and minerals, grazing, recreation, and forest products) while lessening some resource conservation measures to protect physical, biological, and heritage resource values. Compared to all alternatives, Alternative C conserves the least land area for protecting physical, biological, and heritage resource values; designates no ACECs; identifies the smallest area for special management; is the least restrictive to OHV use; places the fewest constraints on resource uses; and allows the most land area for leasing oil and gas and other solid leasable minerals.

Alternative D (Preferred Alternative)

At this stage in the planning process, Alternative D is the BLM's Preferred Alternative because it reflects the best combination of decisions to achieve BLM goals and policies, meet purpose and need, address the major planning issues, and consider the recommendations of cooperating agencies and BLM specialists.

Alternative D emphasizes a moderate level of protection for physical, biological, and heritage resource values and moderate constraints on resource uses. For example, Alternative D retains the Raymond Mountain ACEC and the Raymond Mountain WSA. Alternative D designates the Bridger Butte ACEC, and two additional ACECs, one for special status plant species habitats and one for cushion plant communities, are considered on a case-by-case basis. Alternative D is a balanced approach to land management that the BLM believes best addresses the issues, management concerns, and purpose and need for revising the existing RMP.

In addition to the four alternatives analyzed in this Draft EIS, several alternatives were considered, but were not carried forward for detailed analysis because they

- Did not fulfill requirements of the FLPMA or other existing laws or regulations.
- Did not fulfill the purpose and need.
- Were already part of an existing plan, policy, requirement, or administrative function.
- Did not fall within the limits of the planning criteria.

ENVIRONMENTAL CONSEQUENCES

Environmental consequences potentially resulting from each of the four alternatives were analyzed relative to meaningful direct, indirect, short-term, long-term, and cumulative impacts. The impacts of each alternative are summarized in Table 2-4 and described in more detail in Chapter 4. Also included in Chapter 4 is a discussion of cumulative impacts that could result from the incremental impact of each alternative when added to other past, present, and reasonably foreseeable future actions.

COOPERATING AGENCIES

As the lead federal agency for the RMP revision, the BLM invited local, state, and federal agencies to participate as cooperating agencies. Lincoln, Sweetwater, and Uinta County Commissioners and conservation districts agreed to participate as cooperating agencies in the RMP revision. The State of Wyoming and the U.S. Bureau of Reclamation also are cooperating agencies. To date, the BLM and cooperating agencies have participated in four workshops to formulate alternatives and multiple meetings to keep cooperating agencies informed and to solicit their inputs. Comments from cooperating agencies on previous administrative drafts were considered when developing this Draft EIS.

COORDINATION WITH NATIVE AMERICANS

The BLM also invited tribes to participate as cooperating agencies and conducted ongoing coordination throughout the RMP revision process. Coordination included letters, multiple phone calls, and face-to-face meetings with interested tribe representatives to identify places and issues of concern regarding the RMP revision.

PUBLIC INVOLVEMENT

The BLM issued a Notice of Intent (NOI), on June 16, 2003, indicating a revision of the existing plan and preparation of this EIS. Issuance of the NOI initiated a 5-month scoping period to solicit input from the public and interested agencies on the nature and extent of issues and impacts to be addressed in the Draft EIS. The BLM conducted three individual public scoping meetings in Evanston, Rock Springs, and Kemmerer, Wyoming, during the 5-month scoping period to identify planning issues and introduce the public to the project and preliminary planning criteria. The BLM also established a project website (www.blm.gov/rmp/kemmerer) to keep the public informed about the RMP revision and to provide an ongoing method for public comment.

THE NEXT STEPS

This Draft EIS, now issued, provides 90 days for public comment. A series of two open houses and three individual public hearings on this Draft EIS are scheduled during the 90-day comment period in Cokeville, Kemmerer, Evanston, Rock Springs, and Lyman, Wyoming. Following the 90-day public comment period and consideration of comments received, the BLM will prepare a Final EIS/Proposed RMP in the winter 2007 with a ROD scheduled for 2008.

READER'S GUIDE TO THIS DOCUMENT

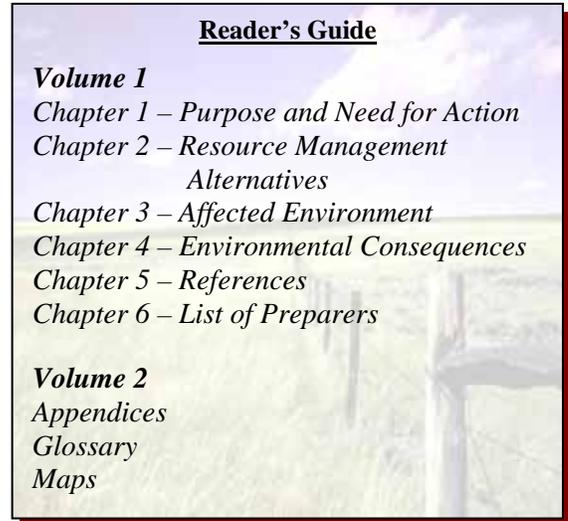
Volume 1

Chapter 1. Purpose and Need for Action. This chapter introduces the Draft EIS, describes the purpose and need to which BLM is responding, provides an overview of the BLM planning process, identifies planning issues and criteria, summarizes consultation and coordination, and identifies topics not addressed by this RMP revision.

Chapter 2. Resource Management Alternatives.

Chapter 2 describes how the four alternatives (A through D) were developed, the components and content of each alternative, and discusses the alternatives considered but eliminated from further consideration. It also presents a comparative summary of impacts of each alternative. Resource discussions in chapters 2, 3, and 4 are organized according to the following eight resource topics:

- 1000** Physical Resources – Air, Soil, and Water
- 2000** Mineral Resources – Locatable, Leasable, and Salable Minerals
- 3000** Fire and Fuels Management – Unplanned/Wildland Fire, Planned/Prescribed Fire, and Stabilization and Rehabilitation
- 4000** Biological Resources – Vegetation, Fish and Wildlife, and Special Status Species
- 5000** Heritage Resources – Cultural, Native American Concerns, and Paleontological
- 6000** Land Resources – Lands and Realty, Renewable Energy, Rights-of-way and Corridors, Livestock Grazing, Recreation, Travel Management, OHV, Visual, and National Historic Trails
- 7000** Special Designations – ACECs, MAs, RNAs, Wild and Scenic Rivers, and Back Country Byways
- 8000** Socioeconomic Resources – Social and Economic Conditions, Health and Safety, and Environmental Justice.



Chapter 3. Affected Environment. This chapter describes the Kemmerer planning area and the existing environmental conditions that could be impacted by the alternatives.

Chapter 4. Environmental Consequences. Chapter 4 forms the scientific and analytic basis for comparing environmental impacts of each alternative, including the No Action Alternative. Impacts are described in terms of direct or indirect and short-term or long-term, when applicable. Potential cumulative and unavoidable impacts and irreversible and irretrievable commitments also are discussed in this chapter.

Chapter 5. References. This chapter provides full citation information for all references cited within the document.

Chapter 6. List of Preparers. Chapter 6 presents the names and qualifications of the people responsible for preparing this EIS.

Volume 2

Appendices. The appendices include documents that support existing resource conditions or situations, substantiate analyses, provide resource management guidance, explain processes, or provide information directly relevant to or support conclusions in the RMP revision. Fifteen appendices, labeled Appendix A to Appendix O, are included.

Glossary. The glossary defines select terms used throughout this document.

Executive Summary

Maps. Maps depict the alternatives by resource. In hardcopy documents, maps can be found on a CD attached to the inside back cover of Volume I. For CD versions of the document, maps are provided as a separate file on the CD. Electronic copies of the maps are also available on the RMP website (www.blm.gov/rmp/kemmerer/).



CHAPTER 1
PURPOSE AND NEED FOR ACTION

Roadmap to Chapter 1

A roadmap is provided at the beginning of each chapter. These diagrams are intended to serve as a quick reference guide for the reader.

1.1 Introduction and Background (Page 1-1)

- ◆ Historical Overview
- ◆ Land Ownership Within the Kemmerer Field Office Planning Area

1.2 Purpose and Need for the Resource Management Plan Revision (Page 1-4)

- ◆ Purpose
- ◆ Need for Revising the Existing Plan

1.3 Planning Process (Page 1-7)

- ◆ Nine-Step Planning Process
- ◆ Resource Management Plan Implementation

1.4 Decision Framework (Page 1-9)

- ◆ Planning Issues
- ◆ Planning Criteria
- ◆ Other Related Plans

1.5 Consultation and Coordination (Page 1-13)

- ◆ Consultation and Coordination
- ◆ Public Involvement

1.6 Topics Not Addressed in This Resource Management Plan Revision (Page 1-22)

1.7 Relevant Statutes, Limitations, and Guidelines (Page 1-22)

- ◆ Environmental Policy
- ◆ Land Use and Natural Resources Management
- ◆ Minerals
- ◆ Air Quality
- ◆ Water Quality
- ◆ Cultural Resources
- ◆ Hazardous Materials
- ◆ Forest Resources
- ◆ Wildlife

CHAPTER 1

PURPOSE AND NEED FOR ACTION

1.1 Introduction and Background

This Draft Resource Management Plan (RMP) and Environmental Impact Statement (EIS) describes and analyzes alternatives for the future management of public lands and resources administered by the Bureau of Land Management (BLM), Kemmerer Field Office. The Kemmerer Field Office Planning Area (planning area) is located in southwestern Wyoming and includes approximately 3.9-million acres of land in most of Lincoln and Uinta counties and part of Sweetwater County (Map A). Within the Kemmerer planning area, the BLM manages approximately 1.4-million acres of BLM-administered public land surface and 1.6-million acres of mineral estate. Current management follows the 1986 Kemmerer RMP (existing plan) (BLM 1986a) which has undergone more than 30 maintenance actions.

County	BLM Surface	BLM Mineral Estate
Lincoln	834,888	922,700
Uinta	404,785	489,269
Sweetwater	184,143	167,172
Sublette	0	0

Federal mineral estate in Sublette County is generally under Forest Service jurisdiction.

1.1.1 Historical Overview

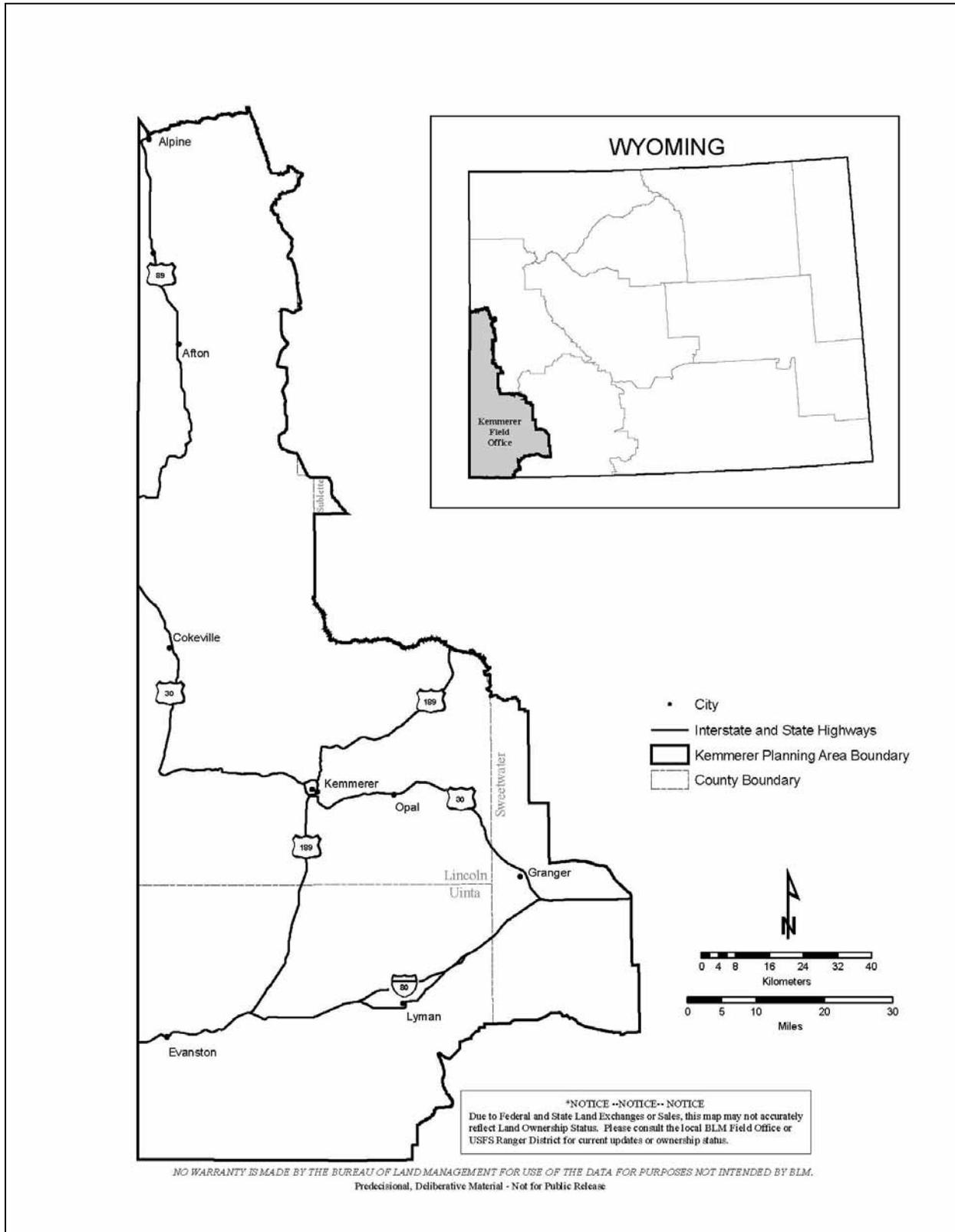
In 1946, the U.S. Grazing Service merged with the General Land Office to form the BLM. The foundation for the BLM dates back to the Land Ordinance of 1785, which established the public domain and led to the creation of the General Land Office. The Northwest Ordinance of 1787 instituted the survey and settlement of lands ceded from the 13 colonies to the federal government and lands later acquired by the government from other countries. While the Nation's westward expansion progressed and the land base expanded, the settlement of western lands was encouraged through the enactment of a variety of laws, including the Homestead acts and the Mining Law of 1872. Over time, the luring of pioneers to settle the west became less necessary and the commercial value of these lands increased. A variety of statutes established to manage mineral, timber, or livestock foraging activities on public lands followed. For example, the Mineral Leasing Act of 1920 allowed leasing, exploration, and production of selected commodities, such as coal, oil, gas, and sodium, on public lands. Another example is the Taylor Grazing Act of 1934, which provided for management of the public rangelands.

After passage of the FLPMA, BLM-administered lands were managed according to the principles of multiple use and sustained yield. Since 1976, the BLM has managed for multiple use and to balance increasing and competing demands for resources on public lands.

1.1.2 Land Ownership Within the Kemmerer Field Office Planning Area

As defined by FLPMA, "... public lands means any land and interest in land owned by the United States within the several States and administered by the Secretary of the Interior through the Bureau of Land Management...." The U.S. Department of the Interior (USDI) BLM Kemmerer Field Office is responsible for managing much of the public land in Lincoln and Uinta counties, and a relatively small acreage in Sweetwater County, Wyoming (refer to Map A).

Map A. Kemmerer Field Office Planning Area



The BLM-administered surface land in the planning area exists in various configurations. Within Lincoln County, large contiguous areas of BLM-administered lands are intermingled with state and private lands. Southeastern Lincoln, most of Uinta, and almost all of the Kemmerer planning area lands in Sweetwater County are affected by the “checkerboard” land ownership pattern. There are no Kemmerer Field Office BLM-administered surface lands in Sublette County. Throughout the planning area, there are also intermingled mineral ownerships, as well as federal minerals under privately owned surface, usually referred to as split-estate land. The scattered surface land pattern and varied mineral ownerships, along with split-estate lands, strongly impact management options. Tables 1-1 and 1-2 contain summaries of the surface and mineral ownership and administrative relationships for the planning area. The BLM leases oil and gas, coal, and trona, and records mining claims on lands administered by other federal agencies. However, the approved RMP will not include planning and management decisions for (1) lands or minerals privately owned or owned by the State of Wyoming or local governments or (2) lands and minerals administered by other federal agencies (see Maps 1 and 2 in Volume 2).

Table 1-1. Acreage of Surface Land Within Each Jurisdiction of the Kemmerer Planning Area

Agency	Lincoln County	Uinta County	Sweetwater County	Sublette County
Bureau of Land Management	834,888	404,785	184,143	0
U.S. Bureau of Reclamation	8,034	0	12,147	0
Department of Defense	0	0	0	0
National Park Service	8,340	0	0	0
State of Wyoming	95,698	51,320	8,093	13
U.S. Fish and Wildlife Service	0	0	1,870	0
U.S. Forest Service	758,965	37,561	80	13,172
Other federal agencies	0	0	0	0
Other (water and private lands)	562,203	742,258	198,718	0
Bankhead Jones Act (USDA)	0	0	0	0

Source: BLM 2006a

Due to the variation in Geographic Information System data layers, values in this table are approximate and not additive.

USDA U.S. Department of Agriculture

Table 1-2. Acreage of Subsurface Mineral Ownership Within Each Jurisdiction of the Kemmerer Planning Area

Agency	Mineral Ownership			
	Lincoln County	Uinta County	Sweetwater County	Sublette County ¹
Bureau of Land Management	922,700	489,269	167,172	0
Other (federal, state, and private)	1,351,585	748,220	238,432	13,187

Source: BLM 2006a

¹Federal mineral estate in Sublette County occurs under lands managed by the USFS and generally falls under USFS jurisdiction.

Due to the variation in Geographic Information System data layers, values in this table are approximate and not additive.

USFS U.S. Forest Service

1.2 Purpose and Need for the Resource Management Plan Revision

Council on Environmental Quality (CEQ) regulations (40 Code of Federal Regulation [CFR] 1502.13) require the purpose and need of an EIS to “briefly specify the underlying purpose and need to which the agency is responding in proposing the alternatives including the proposed action.” The purpose and need section of this EIS provides a context and framework for establishing and evaluating the reasonable range of alternatives described in Chapter 2.

1.2.1 Purpose

FLPMA sets forth the policy for periodically projecting the present and future use of public lands and their resources using the land use planning process. Section 1712 of the FLPMA establishes the BLM’s land use planning requirements. BLM Handbook H-1601-1, *Land Use Planning Handbook*, provides guidance for implementing the BLM land use planning requirements established by FLPMA and the regulations in 43 CFR 1600 (BLM 2005a).

The purpose, or goal, of the land use plan is to ensure BLM-administered lands are managed in accordance with the FLPMA and the principles of multiple use and sustained yield. The purpose of revising the existing plan is to address the growing needs of the planning area and to select a management strategy that best achieves a combination of the following.

- Employ a community-based planning approach to collaborate with federal, state, and local cooperating agencies.
- Establish goals and objectives (desired outcomes) for management of resources and resource uses within the approximately 1.4-million surface acres and 1.6-million acres of federal mineral estate administered by the BLM Kemmerer Field Office in accordance with the principles of multiple use and sustained yield.
- Identify land use plan decisions to guide future land-management actions and subsequent site-specific implementation decisions.
- Identify management actions and allowable uses anticipated to achieve the established goals and objectives and reach desired outcomes.
- Provide comprehensive management direction by making land use decisions for all appropriate resources and resource uses administered by the BLM Kemmerer Field Office.
- Provide for compliance with applicable tribal, federal, and state laws, standards, implementation plans, and BLM policies and regulations.
- Recognize the Nation’s needs for domestic sources of minerals, food, timber, and fiber, and incorporate requirements of the Energy Policy Act of 2005 (USC 2005).
- Retain flexibility to adapt to new and emerging issues and opportunities and to provide for adjustments to decisions over time based on new information and monitoring.
- Strive to be compatible with existing plans and policies of overlapping local, state, tribal, and federal agencies and consistent with federal law, regulations, and BLM policy.

The purpose of the land use plan is to ensure BLM-administered lands are managed in accordance with FLPMA and the principles of multiple use and sustained yield.

1.2.2 Need for Revising the Existing Plan

BLM identified the need, or requirement, to revise the existing plan through a formal evaluation of the existing plan (BLM 2001a), consideration of the Management Situation Analysis (MSA) (BLM 2003a), examination of issues identified during the public scoping process and through collaboration with cooperating local, state, and federal agencies. Since the Record of Decision (ROD) was signed (April 1986) for the existing plan, new data have become available, new laws and regulations have been passed, new policies have been established, and old policies have been revised. This, along with emerging issues and changing circumstances, resulted in the need to revise the existing plan. In addition, the existing plan's decisions no longer serve as a useful guide for resource management in the Kemmerer planning area. For example, the Energy Policy Act of 2005 (USC 2005), coupled with the Nation's growing demand for domestic energy, resulted in different priorities than were foreseen when the existing plan was established in 1986. These and other select examples of new data, new and revised policies, and emerging issues and changing circumstances, demonstrate the need to revise the existing plan.

Specifically, the existing plan's decisions no longer serve as a useful guide for resource management in the Kemmerer planning area; hence, the need to revise the existing plan.

New Data

Monitoring, availability of new information, and advances in science and technology provide new data to consider in the revision of the existing plan. Select new data can be found in the following documents and sources:

- BLM Assessing the Potential for Renewable Energy on Public Lands (BLM 2003b)
- BLM Evaluation of the Kemmerer RMP (BLM 2001a)
- BLM Mineral Occurrence and Development Potential Report (BLM 2004a)
- BLM MSA (BLM 2003a)
- BLM Wyoming Statewide Biological Assessments for Species Regulated by the Endangered Species Act (ESA) published between 2004 and 2005
- Coal Screening Summary Report, Kemmerer Field Office Planning Area (BLM 2004b)
- Cultural Class I Regional Overview (BLM 2004c)
- Energy Policy and Conservation Act (EPCA) Scientific Inventory of Onshore Federal Lands Oil and Gas Resources and Reserves and the Extent and Nature of Restrictions or Impediments to their Development (USDI 2003)
- Final Reasonable Foreseeable Development Scenario for Oil and Gas, Kemmerer Field Office (BLM 2006b)
- Final Programmatic EIS on Wind Energy Development on BLM-Administered Lands in the Western United States (BLM 2005b)
- Visual Resource Inventory (BLM 2003h)
- Wyoming Greater Sage-Grouse Conservation Plan (Wyoming Sage Grouse Working Group 2003) and Conservation Assessment of Greater Sage-Grouse and Sagebrush Habitats (Connelly et al. 2004)

New and Revised Laws and Policies

Numerous laws and policies either have been revised or developed since the ROD for the existing plan was signed in 1986. Some of the more important and relevant law and policy changes since 1986 to consider when revising the existing plan include the following:

- BLM National Management Strategy for Motorized Off-Highway Vehicle (OHV) Use on Public Lands (BLM 2001b)
- Umbrella Memorandum of Understanding Between Wyoming Game and Fish Department and U.S. Department of the Interior Bureau of Land Management (Wyoming) for Management of the Fish and Wildlife Resources on the Public Lands (WGFD and BLM 1990)
- BLM Instruction Memoranda (IM), including, but not limited to,
 - Washington Office IM-2002-034 – Guidance on Fire Management, Prescribed Fire, and National Fire Plan (BLM 2002a)
 - Washington Office IM-2002-196 – Additional Guidance on Right-of-Way Management in Land Use Planning (BLM 2002b)
 - Washington Office IM-2003-137 – Integration of the Energy Policy Conservation Act Inventory Results into Land Use Planning and Energy Use Authorizations (BLM 2003d)
 - Washington Office IM-2006-73 – Weed-Free Seed Use on Lands Administered by the Bureau of Land Management (BLM 2006c)
 - Washington Office IM-2005-024 – National Sage-Grouse Habitat Conservation Strategy (BLM 2005c)
- Energy Policy Act of 2005 (USC 2005)
- EPCA Reauthorization of 2000 (EPCA 2000)
- Executive Orders (EOs)
 - EO 13007 (Indian Sacred Sites)
 - EO 13112 (Invasive Species)
 - EO 13175 (Consultation and Coordination with Indian Tribal Governments)
 - EO 13186 (Migratory Birds)
 - EO 13211 (Actions Concerning Regulations That Significantly Affect Energy Supply, Distribution or Use)
 - EO 13212, as amended by 13302 (Actions to Expedite Energy-Related Projects)
- Handbook H-1601-1, *Land Use Planning Handbook* (BLM 2005a)
- Healthy Forests Restoration Act of 2003 (USC 2003)
- Manual 6840 – Special Status Species (BLM 2001d)
- Manual H-8410-1, BLM Visual Resource Inventory, Section V. Visual Resource Classes and Objectives (BLM 2003e)
- National Fire Plan (USFS 2000)
- Onshore Oil and Gas Operations; Federal and Indian Oil and Gas Leases; Onshore Oil and Gas Order Number 1, Approval of Operations (USDI 2007a)
- Surface Operating Standards and Guidelines for Oil and Gas Exploration and Development, The Gold Book (BLM and USFS 2006)

- Rights-of-Way, Principles and Procedures; Rights-of-Way Under the Federal Land Policy and Management Act and the Mineral Leasing Act; Final Rule published April 22, 2005, in the *Federal Register* (USDI 2005a)
- *Standards for Healthy Rangelands and Guidelines for Livestock Grazing Management for Public Lands Administered by the BLM in the State of Wyoming* (BLM 1998a)
- Wyoming Weed and Pest Control Act Designated List –Designated Noxious Weeds and Declared List of Weeds and Pests (Wyoming Weed and Pest Council 2005a; 2005b; 2006; 2007)
- Wyoming Weed Management Strategic Plan (Wyoming State Weed Team 2003)

Emerging Issues and Changing Circumstances

Emerging issues and changes in local, regional, and national circumstances to consider when revising the existing plan include the following:

- Increasing and conflicting demands on the planning area’s resources and resource uses
- Increasing complexity of resource management issues
- Increasing energy prices and interest in energy (including wind) exploration and development
- Changes in the legal status of plants and wildlife potentially occurring in the planning area
- Growing Wildland-Urban Interface (WUI) areas and fire management
- Changes in the National Historic Trail setting as it relates to adjacent development
- Urbanization of rural areas and the WUI
- Addressing habitat fragmentation given BLM’s requirement for multiple use management and sustained yield
- Public access to public lands
- Spreading of invasive nonnative species on public lands
- Increasing use of OHVs on public lands
- Increasing interest in travel management and energy related corridors.

The BLM uses a nine-step planning process when developing and revising RMPs.

1.3 Planning Process

Revision of an existing plan is a major federal action for the BLM. NEPA requires federal agencies to prepare an EIS for major federal actions that significantly affect the quality of the human environment; thus, this EIS accompanies the revision of the existing plan. This EIS analyzes the impacts of four alternative RMPs for the planning area, including the No Action Alternative. The No Action Alternative reflects current management (the existing plan). NEPA requires an analysis of a No Action Alternative.

1.3.1 Nine-Step Planning Process

The BLM uses a nine-step planning process (see Figure 1-1) when developing and revising RMPs as required by 43 CFR 1600 and planning program guidance in the BLM Handbook H-1601-1, *Land Use Planning Handbook* (BLM 2005a). BLM manages federal land under Multiple Use, consistent with laws, regulations, and policies governing the administration of public land, in consultation with Native American tribes, coordination with state and local governments, and considering the views of the general public.

As depicted in Figure 1-1, the planning process is issue-driven (Step 1). The BLM utilized the public scoping process to identify planning issues to direct (drive) the revision of the existing plan (see Kemmerer Field Office Final Scoping Report (BLM 2004d). In addition to public involvement, input from the RMP Interdisciplinary (ID) Team provided clarification and refinement of planning issues. The

scoping process was also used to introduce the public to preliminary planning criteria, which set limits to the scope of the RMP revision (Step 2).

As appropriate, the BLM collected data to address planning issues and to fill data gaps identified during public scoping (Step 3). Using these data, the planning issues, and the planning criteria, the BLM conducted an MSA (Step 4) to describe current management and identify management opportunities for addressing the planning issues. Management opportunities identified in the MSA were used to help formulate alternatives to address planning issues. Current management reflects management under the existing plan and management that would continue through selection of the No Action Alternative.

Results of the first four steps of the planning process clarified the purpose and need and identified planning issues that need to be addressed by the RMP revision. Planning issues are described in more detail in the Planning Issues section.

During alternative formulation (Step 5), the BLM collaborated with cooperating agencies to identify goals and objectives (desired outcomes) for resources and resource uses in the planning area. These desired outcomes addressed the key planning issues, were constrained by the planning criteria, and incorporated the management opportunities identified by the BLM.

The details of alternatives were developed through the formulation of management actions and allowable uses anticipated to achieve the goals and objectives. The alternatives represent a reasonable range for managing resources and resource uses within the planning area. Chapter 2 of this document describes and summarizes the alternatives.

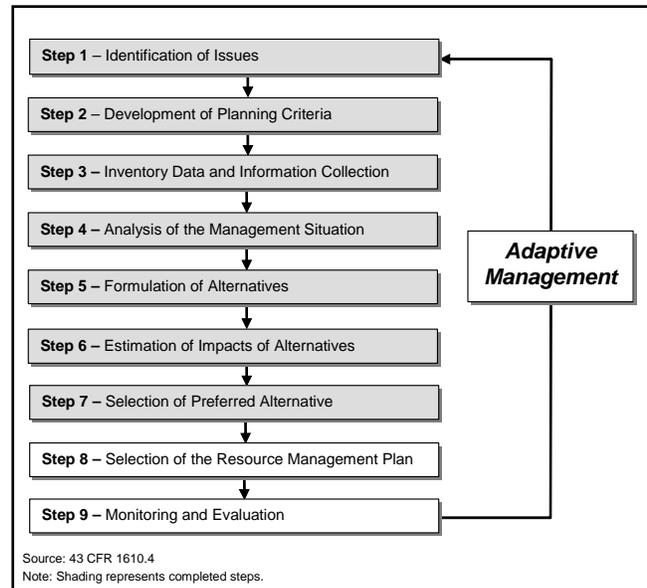
This EIS also includes an analysis of the impacts of each alternative in Chapter 4 (Step 6). With input from cooperating agencies and BLM specialists, and consideration of planning issues, planning criteria, and the impacts of alternatives, the BLM selected a Preferred Alternative from among alternatives A through C (Step 7). The Preferred Alternative (Alternative D) is the fourth alternative and is analyzed in Chapter 4 of this Draft EIS.

Step 8 of the land use planning process will occur following receipt and consideration of public comments on the Draft EIS. Step 9 – Monitoring and Evaluation, occurs when the selected RMP is being implemented.

1.3.2 Resource Management Plan Implementation

After issuing the Approved Plan and ROD, an Implementation Strategy will be developed. The Implementation Strategy will include an annual coordination meeting between BLM and the Cooperating Agencies in the RMP revision. The annual coordination meeting will include an update on

Figure 1-1. Nine-Step Planning Process



An RMP provides basic program direction with the establishment of goals, objectives, and allowable uses.

implementation of the plan, foreseeable activities for the upcoming year, and opportunities for continued collaboration with the RMP cooperators. Additional coordination meetings could be held as needed.

Planning and decisionmaking for the management of BLM-administered lands is a tiered, ongoing process. Documents produced during each successive tier are progressively more detailed in terms of their identification of specific measures to be undertaken and impacts that may occur. For example:

- The RMP provides an overall vision of the future (goals and objectives) and includes measurable steps, anticipated management actions, and allowable uses to achieve that vision.
- Upon approval of the RMP, subsequent implementation decisions are carried out by developing activity-level or project-level plans.

At each tier, a more detailed NEPA analysis may occur. In general, a planning-level EIS is prepared at the RMP tier and a more site-specific EIS or Environmental Assessment is prepared at the implementation tier. The activity- or project-level plans will reflect the management direction and vision articulated in the revised RMP. These subsequent plans may require additional public review and environmental compliance documentation. Only the first of these tiers, the RMP, is involved in the present document. As a result, activity- and project-level plans are not considered further in this document.

The RMP provides basic program direction with the establishment of goals, objectives, and allowable uses. The RMP focuses on what resource conditions, uses, and visitor experiences should be achieved and maintained over time. Since this involves considering natural processes with long-term timeframes, the RMP must take a long-term view.

1.4 Decision Framework

As described in the previous section, identifying the planning issues and developing planning criteria are the first steps in defining the scope of the RMP revision. The planning issues and planning criteria provide the framework in which RMP decisions are made. RMP decisions refer to what is established or determined by the final RMP. For example, the BLM received several nominations (issues) for Areas of Critical Environmental Concern (ACECs) during the scoping process for the RMP revision. These issues fall within one of the planning criteria (see Planning Criteria section), the need to identify and analyze areas potentially suitable for ACEC designation. The RMP revision will establish (decide) whether any ACEC will be designated within the planning area. In this example, the land use planning decision is referred to as *special designation*. The RMP provides guidance for land use planning decisions according to the following categories:

- Physical, biological, and heritage resources
- Resource uses and support
- Special designations

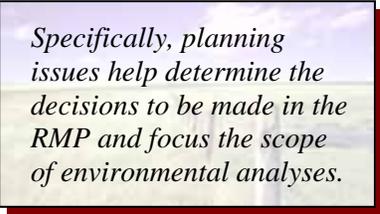
In the context of these categories, the planning team develops management strategies aimed at providing viable options for addressing planning issues. The management strategies provide the building blocks from which general management scenarios and, eventually, the more detailed resource management alternatives, are developed. The resource management alternatives reflect a reasonable range of management options that fall within limits set by the planning criteria. The planning issues and planning criteria used to revise the existing plan are described in the following sections.

1.4.1 Planning Issues

The BLM conducted an early and open scoping process to determine the scope of issues to be addressed in this EIS. As part of the scoping process, the BLM solicited comments and issues from the public, organizations, tribal governments, and federal, state, and local agencies, as well as from BLM specialists. The BLM's *Land Use Planning Handbook* defines planning issues as "...disputes or controversies about existing and potential land and resource allocations, levels of resource use, production, and related management practices" (BLM 2005a). Issues identified during the scoping and RMP revision process for this EIS comprise two categories:

- Issues within the scope of the EIS and used to develop alternatives or otherwise addressed in the EIS.
- Issues outside the scope of the EIS or that could require policy, regulatory, or administrative actions.

Planning issues determined to be within the scope of the EIS are used to develop one or more of the alternatives or are addressed in the analysis section of the EIS. Key planning issues serve as the rationale for alternative development. For this EIS, as planning issues were refined, the BLM collaborated with cooperating agencies to develop a reasonable range of alternatives designed to address and (or) resolve key planning issues. The reasonable range of alternatives provides various scenarios for how the BLM can address key planning issues in the management of resources and resource uses in the planning area. The key planning issues identified for developing alternatives in this EIS are listed below:



Specifically, planning issues help determine the decisions to be made in the RMP and focus the scope of environmental analyses.

Energy and Mineral Resources

- What areas are suitable or not suitable for energy and mineral resource development?
- What level of development should be allowed in areas suitable for energy and mineral resource development?

Vegetation and Habitat Management

- How should soil, water, and vegetation be managed to reduce fuel loads and achieve forest health and healthy rangelands while providing for livestock grazing and fish and wildlife habitat?
- How should special status species conservation strategies be applied given the BLM's requirement for multiple use management and sustained yield? How will these strategies affect other public land resources?

Land Ownership Adjustments, Access, and Transportation

- What land adjustments are necessary to improve access and management of public lands?
- How should travel be managed to provide access for recreation, commercial uses, and general enjoyment of the public lands while protecting cultural and natural resources?

Special Designations

- What areas, if any, contain unique or sensitive resources requiring special management?

In addition to key planning issues, other issues, themes, and positions were identified during the scoping process. Those issues determined to be outside the scope of the EIS or that could require policy,

regulatory, or administrative actions to address were not used to develop alternatives and were not carried forward in this EIS. For example, issues that should be addressed by other agencies or by industry were considered outside the scope of this EIS. Similarly, issues related to the conflicting rights of split-estate could require policy, regulatory, or administrative actions and were not addressed in detail in this EIS.

Items that were considered but not carried forward for detailed study in the EIS because they were outside the scope of the RMP revision, could not be acted upon or did not require action, or because they required the BLM to exceed its authority, are summarized below:

- The BLM should consult, work, and coordinate with or recognize specific organizations, agencies, and (or) authorities.
- The BLM should analyze impacts from specific actions or activities that will occur or be addressed during subsequent RMP implementation decisions.
- The BLM should conduct site-specific analyses, inventories, or surveys, or adopt specific measures or mandates.
- The BLM should adopt or otherwise ensure the RMP revision is compatible with specific plans outside of BLM's authority.
- The BLM should adopt or require site-specific stipulations, resource protection measures, or technologies.

Planning criteria are the standards, rules, and guidelines that help to guide the RMP planning process.

For a detailed description of all issues identified during scoping, please refer to the Kemmerer Field Office Final Scoping Report (BLM 2004d). The scoping report is available on the Kemmerer RMP website at www.blm.gov/rmp/kemmerer/.

1.4.2 Planning Criteria

Planning criteria are the standards, rules, and guidelines that help to guide the RMP planning process. These criteria influence all aspects of the planning process, including inventory and data collection, developing planning issues to be addressed, formulating alternatives, estimating impacts, and selecting the Preferred Alternative. In conjunction with the planning issues, planning criteria ensure that the planning process is focused and incorporates appropriate analyses. Planning criteria are developed from appropriate laws, regulations, and policies. The criteria also help to guide the final plan selection and are used as a basis for evaluating the responsiveness of the planning options.

Planning criteria used in this RMP revision are as follows:

- The revised RMP will recognize valid existing rights.
- Decisions in the revised RMP will comply with all applicable laws and regulations. Decisions will comply, as appropriate, with policy and guidance.
- Planning decisions in the revised RMP will cover BLM-administered public lands, including split-estate lands where the subsurface minerals are severed from the surface right, and the BLM has legal jurisdiction over one or the other.
- The RMP planning effort will be collaborative and multi-jurisdictional in nature. The BLM will strive to ensure that its management decisions are complementary to its planning jurisdictions and adjoining properties within the boundaries described by law and regulation.

- The environmental analysis will consider a reasonable range of alternatives that focus on the relative values of resources and respond to the issues. Management prescriptions will reflect the principles of multiple use and sustained yield.
- The BLM will consider best available scientific information, research, new technologies, and the results of resource assessments, monitoring, and coordination to determine appropriate local and regional management strategies that will enhance or restore impaired ecosystems.
- The *Standards for Healthy Rangelands and Guidance for Livestock Grazing Management for the Public Lands Administered by the BLM in the State of Wyoming* will apply to all activities and uses (BLM 1998a).
- The BLM will provide for public safety and welfare relative to fire, hazardous materials, and abandoned mine lands.
- Visual resource management class designations will be analyzed and modified to reflect present conditions and future needs.
- The BLM will consider current and potential future uses of the public lands through the development of reasonable foreseeable future development and activity scenarios based on historical, existing, and projected levels of use.
- Planning decisions will include the preservation, conservation, and enhancement of cultural, historical, paleontological, and natural components of public land resources, while considering energy development and other activities.
- The BLM will coordinate with tribes to identify sites, areas, and objects important to their cultural and religious heritages.
- Planning decisions will comply with the ESA and BLM interagency agreements with the U.S. Fish and Wildlife Service (USFWS).
- Areas potentially suitable for ACEC or other special management designations will be identified and, where appropriate, brought forward for analysis in the EIS.
- Waterway segments are classified and determinations of eligibility and suitability will be made in accordance with Section 5(d) of the Wild and Scenic Rivers Act. Appropriate management prescriptions for maintaining or enhancing the outstanding remarkable values and classifications of waterway segments meeting suitability factors will be part of the RMP revision.
- OHV use management decisions in the revised RMP will be consistent with the BLM's National OHV Strategy (BLM 2001b).
- A coal lease application, the Haystack Lease by Application, is located in northwestern Uinta County. Coal-screening determinations were made on this area during planning efforts for the Kemmerer RMP (BLM 2004b). No additional coal-screening determinations or coal-planning decisions are anticipated for the Kemmerer Field Office RMP, unless public submissions of coal resource information or surface resource issues indicate a need to update these determinations.

1.4.3 Other Related Plans

BLM planning policies require that the BLM review approved or adopted resource plans of other federal, state, local, and tribal governments and, where practicable, be consistent with those plans. Table 1-3 identifies plans that are related to the management of land and resources that apply to this RMP revision.

Table 1-3. Plans Related to the Management of Land and Resources That Apply to the Kemmerer Resource Management Plan Revision

Related Plans	Related Plans
Lincoln County Comprehensive Plan (Lincoln County Commissioners 2005)	Bridger-Teton National Forest Land and Resource Management Plan (USFS 1990)
Uinta County Comprehensive Plan (Uinta County Commissioners 2004)	Green River Resource Management Plan (BLM 1997a)
Sweetwater County Comprehensive Plan (Sweetwater County Commissioners 2002)	Pinedale Field Office Resource Management Plan (BLM 1988a)
Sweetwater County Conservation District Land and Resource Use Plan and Policy (Sweetwater County Conservation District 2005)	Strategic Habitat Plan (WGFD 2001)
Revised Forest Plan Wasatch-Cache National Forest (USFS 2003)	WGFD Herd Unit Plans (WGFD 2006a, WGFD 2006b)
A Comprehensive Wildlife Conservation Strategy for Wyoming (WGFD 2005)	Programmatic Environmental Impact Statement (EIS) and Plan Amendments for Oil Shale and Tar Sands Resources Leasing on Lands Administered by the BLM in Colorado, Utah, and Wyoming (In Preparation) (USDI 2005b)

WGFD Wyoming Game and Fish Department

In addition, Section 368 of the Energy Policy Act of 2005 (designation of West-wide energy corridors) is being implemented through the current development of an interagency Programmatic EIS. The Final EIS will provide plan amendment decisions that will address numerous energy corridor related issues, including the utilization of existing corridors (enhancements and upgrades), identification of new corridors, supply and demand considerations, and compatibility with other corridor and project planning efforts. It is likely that the identification of corridors in the Final Programmatic EIS will affect the Kemmerer planning area, and the approved Programmatic EIS would subsequently amend the Kemmerer RMP.

1.5 Consultation and Coordination

This section describes specific actions taken by the BLM to consult and coordinate with tribes, government agencies, and interest groups, and to involve the interested general public during preparation of the EIS. A Notice of Intent (NOI) published in the *Federal Register* on June 16, 2003, formally announced the intent of the BLM to revise the existing plan and prepare the associated EIS. Publication of the NOI initiated the scoping process and invited participation of affected and interested agencies, organizations, and the public in determining the scope and issues to be addressed by alternatives and analyses in the EIS. Additional detail regarding actions taken by the BLM to involve the public and consult and coordinate with tribes, government agencies, and interest groups is provided in Appendix C.

1.5.1 Consultation and Coordination

This section documents the consultation and coordination efforts undertaken by the BLM throughout the process of revising the RMP and developing the Draft EIS. The FLPMA (43 United States Code [USC] 1712) directs the BLM to coordinate planning efforts with Native American tribes, other federal departments, and agencies of the state and local governments as part of its land use planning process. The BLM is directed to integrate NEPA requirements with other environmental review and consultation requirements to reduce paperwork and delays (40 CFR 1500.4-5). The BLM accomplished coordination with other agencies and consistency with other plans through ongoing communications, meetings, and collaborative efforts with the ID Team, which includes BLM specialists and federal, state, and local agencies.

Cooperating Agencies

The Kemmerer Field Office extended cooperating agency status to the State of Wyoming, Lincoln County, Uinta County, Sweetwater County, U.S. Bureau of Reclamation (USBR), various conservation districts, and tribal governments. The BLM invited these entities to participate because they have jurisdiction either by law or by special expertise. A list of the cooperating agencies that have actively participated in cooperators' meetings leading up to the development of the RMP revision and Draft EIS include the following.

Local Governments

- Lincoln County Commissioners
- Lincoln Conservation District
- Uinta County Commissioners
- Uinta Conservation District
- Sweetwater County Commissioners
- Sweetwater County Conservation District

Federal Government

- USDI USBR

State of Wyoming

- State Planning Coordinator's Office
- Department of Agriculture
- State Historic Preservation Office
- Game and Fish Department
- Office of State Lands and Investments
- Department of Environmental Quality

The BLM formally invited the cooperating agencies to participate in developing the alternatives and to provide existing data and other information relative to their agency responsibilities, goals, mandates, and expertise. Cooperating agencies provided input during the initial scoping process on issues of special expertise or legal jurisdiction. In addition, cooperating agencies participated in a series of alternative formulation workshops, reviewed draft information and documents, and periodically met with BLM management and resource specialists throughout the revision process to discuss planning issues and provide input to the process. Table 1-4 lists these meetings and workshops.

Section 7 Consultation

The Kemmerer Field Office contacted the USFWS regarding Section 7 of the ESA. The BLM sent a letter to the USFWS concerning the Section 7 consultations, presenting the approach for consultation and the process of Programmatic Species-Specific Section 7 Consultations on Wyoming BLM RMPs. The USFWS provided the following species lists to the Kemmerer Field Office for evaluating BLM Section 7 responsibilities:

- List of Endangered, Threatened, and Candidate species for the Bureau of Land Management, Kemmerer Field Office, dated March 17, 2004
- Endangered, Threatened, Proposed and Candidate Species, and Designated Critical Habitat in Wyoming State, dated March 23, 2004

Consultation letters between the USFWS and the Kemmerer Field Office are located in Appendix C. The Kemmerer Field Office will continue consultation with the USFWS through completion of the final biological assessment and final RMP.

Table 1-4. Meetings with Cooperating Agencies

Date	Location	Type of Meeting
January 28, 2004	Kemmerer, Wyoming	Meeting with Shoshone-Bannock Tribes for an Overview of the RMP Process
February 2-6, 2004	Kemmerer, Wyoming	Workshop #1: Alternative Development (All Cooperating Agencies)
February 23-27, 2004	Kemmerer, Wyoming	Workshop #2: Alternative Formulation (All Cooperating Agencies)
April 12, 2004	Kemmerer, Wyoming	Meeting with Shoshone-Bannock Tribes Technical Staff and Business Council
June 29-30, 2004	Kemmerer, Wyoming	Field Manager's Meeting with Shoshone-Bannock and Eastern Shoshone Tribes
December 13-15, 2004	Kemmerer, Wyoming	Workshop #3: Cooperators' Input for the Preferred Alternative (All Cooperating Agencies)
April 20-21, 2005	Kemmerer, Wyoming	Field Manager's Open House Meeting with Cooperators
May 11, 2005	Kemmerer, Wyoming	Cooperating Agency Work Session
September 14-15, 2005	Kemmerer, Wyoming	Workshop #4: Preferred Alternative Formulation (All Cooperating Agencies)
September 26-30, 2005	Kemmerer, Wyoming	Cooperating Agency Work Session
October 31 - November 2, 2006	Kemmerer, Wyoming	Review of comments on Preliminary Draft RMP/EIS Version 1

Native American Interests

Consultation with Native American tribes is part of the NEPA scoping process and a requirement of FLPMA. The Kemmerer Field Office took multiple steps to contact the tribes and include them in the scoping process. On September 12, 2003, the BLM sent letters to the following tribes inviting them to be a part of the planning process through consultation and public scoping meetings, as well as requesting information to be considered in the planning process:

- Eastern Shoshone Tribes
- Northern Arapaho Tribes
- Northern Ute Tribes
- Shoshone-Bannock Tribes

Following the scoping process, the BLM sent a letter to each of the above-listed tribes on November 21, 2003, requesting specific information to identify areas of special concern for the tribes and presenting the opportunity for meetings or field trips with representatives from the tribes. Representatives from the Kemmerer Field Office followed these letters with telephone calls to each tribe. In the letters and during the follow-up telephone calls, the BLM stressed the need for the tribes to review and comment on the Draft EIS.

Representatives of the Kemmerer Field Office met with members of the Shoshone-Bannock tribes several times to solicit input from the tribes concerning the RMP revision. A meeting with Shoshone-Bannock Technical Staff on January 28, 2004, included the BLM giving an overview of the RMP process, a description of land use planning procedures, and a PowerPoint presentation outlining some of the major issues that will be addressed in the RMP. A similar meeting was held on April 12, 2004; however, on this occasion, the BLM presentation was given before a larger group of representatives from the Shoshone-Bannock tribe, representing several technical staff departments and including four of the seven Business Council members. Members of the Shoshone-Bannock and Eastern Shoshone tribes met with representatives from the Kemmerer Field Office on June 29 and 30, 2004, to discuss the RMP revision. The tribes received maps of the general locations of cultural and spiritual interest to the tribes, as well as a tour of the planning area. Native American consultation letters can be found in Appendix C.

1.5.2 Public Involvement

The BLM decisionmaking process is conducted in accordance with the requirements of the CEQ regulations implementing NEPA, and the USDI and BLM policies and procedures implementing NEPA. NEPA and the associated regulatory and policy framework require federal agencies to involve the interested public in their decisionmaking.

In accordance with CEQ scoping guidance, the BLM provided avenues for public involvement as an integral part of revising the RMP and preparing the Draft EIS. CEQ scoping guidance defines scoping as the “process by which lead agencies solicit input from the public and interested agencies on the nature and extent of issues and impacts to be addressed and the methods by which they will be evaluated” (CEQ 1981). The scoping report, which summarizes issues identified during the scoping process, is available on the Kemmerer RMP website at www.blm.gov/rmp/kemmerer/.

The intent of the scoping process is to provide an opportunity for the public, tribes, other government agencies, and interest groups to scope the planning process and to identify planning issues to be addressed by alternatives or analyzed in the EIS. In general, public involvement assists the agencies through the following.

- Broadening the information base for decisionmaking.
- Informing the public about the Draft EIS and proposed RMP and the potential impacts associated with various management decisions.
- Ensuring that public needs and viewpoints are brought to the attention of the agency.

Scoping Period

Publication of the NOI on June 16, 2003, announced the BLM’s intention to revise the Kemmerer RMP and prepare a Draft EIS. Scoping for the RMP revision and Draft EIS took place from June 16, 2003, to November 26, 2003. BLM resource management regulations require a 30-day scoping period; however, the Kemmerer revision scoping period remained open for 5 months.

The BLM utilized the public scoping process to identify planning issues to direct (drive) the formulation of alternatives and to frame the scope of analysis in the EIS. The scoping process also was used to introduce the public to preliminary planning criteria, which set limits to the scope of the RMP revision. Approximately 54 comment letters were received during the scoping period. The scoping report provides a general summary of the issues found in these letters.

Scoping Notice

The BLM prepared a public scoping notice and mailed the notice to 779 federal, state, and local agencies, interest groups, and members of the public on October 27, 2003. In the scoping notice, the BLM solicited

written comments on the RMP revision process, issues, and impacts and invited the public to a series of three public scoping meetings held throughout the planning area. The scoping notice served to remind the public of the opportunity to view the Summary of the MSA, the project schedule, and other relevant project information on the Kemmerer RMP website. In addition, the scoping notice provided general information on the planning area, background information on the planning process, and dates and locations scheduled for the public scoping meetings.

Scoping Meetings

Public scoping meetings were held in Kemmerer, Evanston, and Rock Springs, Wyoming, on November 17, 18, and 19, 2003, respectively (Table 1-5). The BLM structured the meetings in an open-house format, with two formal presentations made by the Kemmerer Field Office Assistant Manager for Resources. Resource specialists and other representatives of the BLM were on hand to personally address questions and provide information to meeting participants. The BLM provided four fact sheets, a summary of the MSA, and a series of four display boards at each scoping meeting. The BLM encouraged attendees to comment using a variety of media, including written comment forms, flip charts, planning area maps, and a computer kiosk.

Table 1-5. Public Involvement, Coordination, and Consultation Meetings (2003)

Date	Location	Type of Meeting
November 17, 2003	Kemmerer, Wyoming	Public Scoping Meeting
November 18, 2003	Evanston, Wyoming	Public Scoping Meeting
November 19, 2003	Rock Springs, Wyoming	Public Scoping Meeting

Opportunities to Comment

The BLM provided a variety of avenues through which the public could comment during the scoping period. These avenues are listed below.

- **Mail** – The NOI and the scoping notice invited interested parties to submit comments by mail to the Kemmerer Field Office.
- **E-mail** – The NOI provided the following e-mail address for submitting comments electronically: krmpwymail@blm.gov.
- **Online** – The Kemmerer RMP revision website at www.blm.gov/rmp/kemmerer/ was launched on November 3, 2003. The website provides history about the project, a project schedule, a document library, a mailing-list screen, and a comment screen. During the comment period, the public could enter their comments on the website and submit them electronically. The capability to submit comments via the website will continue through the 90-day comment period for the Draft EIS.
- **Telephone** – The scoping notice and all four fact sheets provided a phone number so interested parties could call and leave oral comments.
- **In Person at the Scoping Meetings** – The BLM provided the public the opportunity to comment at all three public meetings. Comment methods included a computer kiosk, through which interested individuals could type their comments; comment forms that could be filled out and submitted at the meetings or mailed in at a later date; and flip charts for expressing comments and concerns to share with the BLM and with other members of the public.

Consultation and Coordination

Mailing List

The project mailing list for public scoping was initially developed from the Kemmerer Field Office mailing list, but was updated throughout the planning process. The BLM encouraged scoping meeting participants to add their names to the mailing list. Some individuals added their names and addresses to the project mailing list by registering on the project website, as well as through personally contacting the BLM. Currently, the Kemmerer Field Office mailing list includes 845 addresses.

Newsletters

Periodic newsletters have been and are being developed and distributed to keep the public informed of the Kemmerer RMP revision process. The January 2004 newsletter provided basic background information on the project, including the purpose and need for updating the RMP and issues that the plan may address. The newsletter also extended an invitation to the public to be involved in the process, advertised the Kemmerer RMP revision website, and summarized public scoping comments.

A second newsletter (summer 2006) described the development of the alternatives, the process of selecting a preferred alternative, announced the schedule of the Draft EIS, and offered avenues for public involvement. A third newsletter was distributed in June 2007, prior to the release of the Draft EIS, to announce the publication of the Draft EIS and to provide details on how to provide comments.

Website

The Kemmerer RMP revision website is located at www.blm.gov/rmp/kemmerer/. The site serves as a virtual repository for documents related to the development of the RMP revision, including announcements, bulletins, and documents. These documents are available in Adobe Portable Document Format (PDF) to ensure that they are available to the widest range of interested parties. The website gives the public the opportunity to submit their comments for consideration as part of the planning process. The website also offers the public an opportunity to be added to the project mailing list.

Future Public Involvement

Public participation will continue throughout the remainder of the planning process. Members of the public will have the opportunity to comment on the content of the Draft EIS during the specified comment period. The Final EIS will consider all substantive oral and written comments received during the 90-day public comment period. The ROD will be issued by the BLM after the release of the Final EIS, the Governor's Consistency Review, and protest resolution.

Distribution List

A copy of the Draft EIS will be provided to the following governments, individuals, and institutions:

Tribal Governments

- Eastern Shoshone Tribes
- Northern Ute Tribes
- Northern Arapaho Tribes
- Shoshone-Bannock Tribes

Local Governments (Counties, Cities, Towns)

Lincoln County, Wyoming

- Lincoln County Commissioners
- Lincoln County Conservation District

Sweetwater County, Wyoming

- Sweetwater County Commissioners
- Sweetwater County Conservation District

Uinta County, Wyoming

- Uinta County Commissioners
- Uinta County Conservation District

Wyoming State Agencies

- State Historic Preservation Office
- Department of Agriculture
- Department of Environmental Quality
- Game and Fish Department
- Office of State Lands and Investments
- Planning Coordinator's Office
- State Geological Survey

Wyoming State Boards/Commissions

- Air Quality Advisory Board
- Board of Wildlife Commissioners
- Natural Gas Pipeline Authority
- Agriculture Board
- Environmental Quality Council
- Farm Bureau Federation
- Land Quality Advisory Board
- Livestock Board
- Mining Council
- Oil and Gas Conservation Commission
- Recreation Commission
- State Board of Outfitters and Professional Guides
- State Grazing Board
- Trails Council

Associations/Councils

- Coalbed Methane Coordination Coalition
- Mormon Trails Association
- Oregon-California Trails Association
- Petroleum Association of Wyoming
- Powder River Basin Resource Council
- Wildlife Habitat Council
- Wyoming Association of Municipalities
- Wyoming County Commissioners Association
- Wyoming Mining Association
- Wyoming Natural Diversity Database
- Wyoming Outdoor Council
- Wyoming Sportsmen's Association
- Wyoming Stockgrowers Association
- Wyoming Wilderness Association
- Wyoming Woolgrowers Association
- Independent Petroleum Association of Mountain States

Clubs/Alliances/Societies/Groups

- American Lands Alliance
- Animal Protection Institute of America
- Audubon Society
- Audubon Wyoming
- Biodiversity Conservation Alliance
- Defenders of Wildlife
- Earthjustice
- Environmental Defense
- Foundation for North American Wild Sheep
- Friends of Fort Bridger
- Independent Petroleum Association of Mountain States
- Humane Society of the United States
- Jackson Hole Conservation Alliance
- Medicine Butte Wildlife Association
- Natural Resources Defense Council
- National Trust for Historic Preservation
- National Wildlife Federation
- People for the USA
- People for Wyoming
- Rocky Mountain Elk Foundation
- Sierra Club (Northern Plains and Wyoming Chapters)
- Southwest Wyoming Dirt Riders
- Southwest Wyoming Industrial Association
- Southwest Wyoming Mineral Association
- Sportsmen for Fish and Wildlife – Star Valley
- Sweetwater Wildlife Association
- The Fund for Animals
- The Land and Water Fund of the Rockies
- The Land Trust Alliance
- The Nature Conservancy
- The Mule Deer Foundation (Western and Southwest Wyoming)
- The Wilderness Society
- The Wildlife Society
- Trout Unlimited
- Wyoming Advocates for Animals
- Wyoming Nature Conservancy
- Wyoming Wildlife Federation

Congressional Delegation

- U.S. Senator Mike Enzi
 - Washington, D.C.
 - Jackson, Wyoming
- U.S. Senator Craig Thomas
 - Washington, D.C.
 - Rock Springs, Wyoming
- U.S. Representative Barbara Cubin
 - Washington, D.C.
 - Rock Springs, Wyoming

U.S. Department of the Interior

- Bureau of Indian Affairs
- U.S. Bureau of Reclamation
 - Washington, D.C.
 - Provo, Utah
- Minerals Management Service
- National Park Service
 - Washington, D.C.
 - Denver, Colorado
 - Kemmerer, Wyoming
- Office of Environmental Policy and Compliance
- Natural Resources Library
- Office of Surface Mining
- U.S. Fish and Wildlife Service
 - Washington, D.C.
 - Denver, Colorado
 - Cheyenne, Wyoming
- U.S. Geological Survey
 - Washington, D.C.
 - Cheyenne, Wyoming
- Bureau of Land Management
 - Washington, D.C.
 - Wyoming State Office
 - Wyoming Field Offices
Buffalo, Casper, Cody, Lander,
Newcastle, Pinedale, Rawlins, Rock
Springs, and Worland

Other Federal Agencies

- U.S. Environmental Protection Agency
- U.S. Department of Agriculture
 - Forest Service
 - Big Horn National Forest
 - Bridger-Teton National Forest
 - Medicine Bow/Routt National Forest
 - Shoshone National Forest
- Natural Resources Conservation Service
 - Baggs, Wyoming
- U.S. Army Corps of Engineers
- U.S. Department of Energy
 - Western Area Power Administration
 - Loveland and Lakewood, Colorado
- Federal Highway Administration
- Federal Energy Regulatory Commission
- U.S. Government Printing Office
- National Oceanic and Atmospheric Administration's National Weather Service

Libraries

- Library of Congress
- University of Wyoming Library
- Lincoln County Public Library
- Sweetwater County Public Library
- Sublette County Library
- Uinta County Public Library
- Western Wyoming College Library

Educational Institutions

- Eastern Wyoming College
- Western Wyoming Community College
Archeological Services
- University of Wyoming
 - Trustees
 - Geology Museum
 - Department of Rangeland Ecology
 - Department of Geology and Geophysics

Media

Casper, Wyoming

- Casper Newspapers
Casper Star Tribune

Evanston, Wyoming

- Evanston Radio
KOTB/KEVA

Jackson, Wyoming

- Jackson Newspaper
Jackson Hole News & Guide
- Jackson Radio
KMTN/KJAX
KSGT
KZJH
- Jackson TV
Cable TV
KJWY (NBC2)

Kemmerer, Wyoming

- Kemmerer Newspaper
Kemmerer Gazette
The Little Chicago Review
- Kemmerer Radio
KMTN/KJAX
- Kemmerer TV
KJWY
KMER/KAOX/KDWY

Pinedale, Wyoming

- Pinedale Newspapers
Pinedale Roundup
Sublette Examiner
- Pinedale Radio
KPIN
KOTB/KEVA

Riverton, Wyoming

- Riverton Newspaper
Riverton Ranger
- Riverton Radio
KVOW/KTAK

Rock Springs, Wyoming

- Rock Springs Newspaper
Daily Rocket-Miner
- Rock Springs Radio
KRKK/KSIT/KWSQ
KYCS

Salt Lake City, Utah

- Salt Lake TV
KUTB-2 CBS

Statewide Newspapers

- *Silver Star Independent*
- *Green River Star*

Statewide Radio

- University of Wyoming
- KVOW
- KTAK

Uinta, Wyoming

- Uinta Newspaper
Uinta County Herald

Wire Services

- Cheyenne Associated Press
- Denver Associate Press

1.6 Topics Not Addressed in This Resource Management Plan Revision

Laws, regulations, policies, and EOs require specific resource topics be examined during the NEPA process. In some instances, initial evaluation reveals topics that are not relevant to the planning area or do not require further analysis. Examples of these topics are listed below.

- Prime and Unique Farmlands – Prime or unique farmlands and farmland of statewide or local importance are more common in Midwestern states and not found in western Wyoming. In accordance with the Farmland Protection Policy Act, the local county NRCS determined that no prime or unique farmlands or farmland of statewide or local importance occur on public lands in the planning area (Lewis 2007; Granby 2007). Therefore, impacts on prime and unique farmlands were not analyzed further in this RMP revision.
- Wild Horses and Burros – Herd areas are limited to areas of the public lands identified as being habitat used by wild horses and burros at the time of passage of the 1971 Wild Free-Roaming Horse and Burro Act. No herds or horse areas have been identified in the planning area. Wild horses and burros, therefore, are not discussed in this RMP revision.

1.7 Relevant Statutes, Limitations, and Guidelines

Numerous federal and state laws and applicable regulations, policies, and actions could impact the alternatives analyzed in this EIS. This section describes select authorities that apply to the selection and implementation of alternatives identified in this EIS. This is not an exhaustive list of relevant statutes, limitations, and guidelines; many statutes apply across multiple programs.

1.7.1 Environmental Policy

NEPA requires the preparation of EISs for major federal actions that may significantly affect the human environment. It requires systematic, interdisciplinary planning to ensure the integrated use of natural and social sciences and environmental design when making decisions about major federal actions that could affect the environment. The procedures required under NEPA are implemented through the CEQ regulations at 40 CFR 1500.

An EO regarding federal compliance with pollution control standards (EO 12088) requires that federal agencies comply with applicable pollution control standards. NEPA also requires the BLM to "... promote efforts which will prevent or eliminate damage to the environment ..." and to "... attain the widest range of beneficial uses...without degradation, risk to health and safety, or other undesirable and unintended consequences..." (NEPA [42 USC § 4321 et seq.], as amended).

An EO regarding protection and enhancement of environmental quality (EO 11514, as amended by EO 11991) establishes the policy for federal agencies to provide leadership in environmental protection and enhancement.

1.7.2 Land Use and Natural Resources Management

FLPMA provides for public lands to be generally retained in federal ownership for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public lands statutes after considering the views of the general public; for adjudication procedures that assure adequate third party participation, objective administrative review of decisions, and expeditious decision making; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical,

ecological, environmental, air and atmospheric, water resource, and archeological values; for preservation and protection of certain public lands in their natural condition, where appropriate; for providing food and habitat for fish and wildlife and domestic animals, for providing outdoor recreation and human occupancy and use; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting ACECs; for recognizing the Nation's need for domestic sources of mineral, food, timber, and fiber from the public lands, including implementing the Mining and Mineral Policy Act of 1970; and for payments to compensate states and local governments for burdens created as a result of the immunity of federal lands from state and local taxation. The general land management regulations are provided in 43 CFR 2000, Subchapter B.

The Taylor Grazing Act of 1934, as amended (43 USC 315), provides authorization to the Secretary of the Interior to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in the Secretary's opinion, are chiefly valuable for grazing and raising forage crops; could regulate and administer grazing use of all public lands; and could improve the public rangelands. Regulations for grazing permits and leases are provided in 43 CFR 4100.

The Public Rangelands Improvement Act of 1978 (43 USC 1901, et seq.) provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

The Federal Noxious Weed Act of 1974, as amended (7 USC 2814), provides for establishing and funding of an undesirable plant management program, completing and implementing cooperative agreements with state agencies, and establishing integrated management systems to control undesirable plant species.

The Wilderness Act of 1964 (16 USC 1131, et seq.) provides for the designation and preservation of wilderness areas.

EO 11987 (Exotic Organisms), signed May 24, 1977, requires federal agencies, to the extent permitted by law, to restrict the introduction of exotic species into the natural ecosystems on lands and waters owned or leased by the United States; to encourage states, local governments, and private citizens to prevent the introduction of exotic species into natural ecosystems of the United States; to restrict the importation and introduction of exotic species into any natural ecosystems as a result of activities they undertake, fund, or authorize; and to restrict the use of federal funds, programs, or authorities to export native species for introduction into ecosystems outside the United States where they do not occur naturally.

EO 13112 (Invasive Species), signed on February 3, 1999, prevents the introduction of invasive species and provides for their control, as well as to minimize the economic, ecological, and human health impacts that invasive species cause. Under this EO, federal agencies whose actions may affect the status of invasive species shall (1) identify such actions; (2) use relevant programs and authorities to prevent, control, monitor, and research such species; and (3) not authorize, fund, or carry out actions that are believed to likely cause or promote the introduction or spread of invasive species in the United States or elsewhere.

EO 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands and directs that the fees shall not be less than \$1.35 per animal unit month.

1.7.3 Minerals

The General Mining Law of 1872, as amended (30 USC 22 (21), et seq.), provides for locating and patenting mining claims where a discovery has been made for locatable minerals on public lands in

specified states. Regulations for staking and maintenance of claims on BLM-administered lands are listed in 43 CFR 3800.

The Mineral Leasing Act of 1920, as amended (30 USC 181, et seq.), provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, gilsonite (including all vein-type solid hydrocarbons), or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those lands within the national petroleum and oil shale reserves. Regulations for onshore oil and gas leasing are provided in 43 CFR 3100.

The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands and mandates a broad spectrum of coal operations requirements for lease management. Coal leasing regulations for BLM-administered lands are provided in 43 CFR 3400.

The Materials Act of 1947 (30 USC 601 et seq.) authorizes the disposal of vegetative materials, such as timber or other forest products, and mineral materials, such as sand, stone, or gravel, on public lands of the United States. The sales of forest products are governed by the regulations in 43 CFR 5400, while the regulations for the sale and free use of mineral materials are in 43 CFR 3600.

The Energy Policy Act of 2005 was signed into law on August 8, 2005. The act established a comprehensive, long-range energy policy. It provides incentives for traditional energy production, as well as newer, more efficient energy technologies and conservation attempts to combat growing energy challenges. It also provides tax incentives and loan guarantees for energy production of various types.

1.7.4 Air Quality

The Clean Air Act (CAA) of 1990, as amended (42 USC 7401, 7642) established objectives to protect air quality, maintain federal- and state-designated air quality standards, and abide by the requirements of the state implementation plans. The Regional Haze Regulations were developed by the U.S. Environmental Protection Agency (EPA) in response to the CAA Amendments of 1990. They are intended to maintain visibility on the least impaired days and improve visibility on the most impaired days in mandatory Federal Class I areas across the United States, so that visibility in these areas is returned to natural conditions by the year 2064. These regulations require states to submit a regional haze state implementation plan and progress reports to demonstrate reasonable progress toward the 2064 goal. Wyoming Air Quality Standards and Regulations specify the requirements for air permitting and monitoring to implement CAA and state ambient air quality standards.

1.7.5 Water Quality

The Clean Water Act of 1987, as amended (33 USC 1251), established objectives to restore and maintain the chemical, physical, and biological integrity of the Nation's water. The act also requires permits for point source discharges to navigable waters of the United States and the protection of wetlands. It also includes monitoring and research provisions for protection of ambient water quality.

Wyoming Water Quality Regulations implement permitting and monitoring requirements for the National Pollutant Discharge Elimination System, operation of injection wells, storm water permitting, groundwater protection requirements, prevention and response requirements for spills, and salinity standards and criteria for the Colorado River basin.

Protection of Wetlands (EO 11990) requires federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands.

Floodplain Management (EO 11988) provides for the restoration and preservation of national and beneficial floodplain values, as well as enhancement of the natural and beneficial values of wetlands in carrying out programs affecting land use.

1.7.6 Cultural Resources

The Historic Sites Act (16 USC 461 et seq.) declares national policy to identify and preserve historic sites, buildings, and objects, of national significance, thereby providing a foundation for the National Register of Historic Places (NRHP).

The National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.), expands protection of historic and archeological properties to include those of national, state, and local significance. It also directs federal agencies to consider the effects of proposed actions on properties eligible for or included in the NRHP.

The Archaeological Resources Protection Act of 1979, as amended (16 USC 470cc, 470ee), requires permits for the excavation or removal of federally administered archeological resources, encourages increased cooperation among federal agencies and private individuals, provides stringent criminal and civil penalties for violations, and requires federal agencies to identify important resources vulnerable to looting and to develop a tracking system for violations.

The Native American Graves Protection and Repatriation Act of 1990 (32 USC 3001 et seq.) provides a process for federal agencies to return certain Native American cultural items (e.g., human remains, funerary objects, sacred objects, and objects of cultural patrimony) to lineal descendants and culturally affiliated Native American tribes.

The National Trails System Act of 1968, as amended (16 USC 1241 et seq.), establishes a national trails system and provides that federal rights in abandoned railroads may be retained for trail or recreation purposes.

Protection and Enhancement of the Cultural Environment (EO 11593) directs federal agencies to locate, inventory, nominate, and protect federally owned cultural resources eligible for the NRHP and to ensure that their plans and programs contribute to preservation and enhancement of nonfederally owned resources.

The Programmatic Agreement among the Bureau of Land Management, Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers Regarding the Manner in which BLM will Meet its Responsibilities Under the National Historic Preservation Act (National Programmatic Agreement [nPA]) expresses how the BLM will meet its responsibilities under Sections 106, 110 and 111 (a) of the National Historic Preservation Act (NHPA) through the implementation of mechanisms agreed to in the nPA. *The State Protocol Between The Wyoming Bureau of Land Management and The Wyoming State Historic Preservation Officer* (Protocol) describes the manner in which the Wyoming State Historic Preservation Officer and the BLM will interact and cooperate under that nPA.

1.7.7 Hazardous Materials

The Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 USC 9601-9673), provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. The Act requires federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties to clean up releases of hazardous substances.

The Resource Conservation and Recovery Act, as amended by the Federal Facility Compliance Act of 1992 (42 USC 6901-6992), authorizes the EPA to manage hazardous wastes on active disposal operations. The Act waives sovereign immunity for federal agencies with respect to federal, state, and local solid and hazardous waste laws and regulations. Federal agencies may be subject to civil and administrative penalties for violations and to cost assessments for the administration of enforcement.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 USC 11001-1050) requires the private sector and federal, state, local, and tribal governments to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory emergency response equipment, to provide annual reports and support to local and state emergency response organizations, and to maintain liaisons with the local and state emergency response organizations and the public.

1.7.8 Forest Resources

The Healthy Forests Restoration Act of 2003 (16 USC 6501 et seq.) contains provisions to expedite and streamline the preparation and implementation of hazardous fuel reduction and forest restoration projects on specific types of at-risk federal lands to increase and improve forest and rangeland health and to prevent the damage caused by catastrophic wildfires.

The Materials Act of 1947 authorizes the disposal of vegetative materials, such as timber or other forest products, and mineral materials, such as sand, stone, or gravel, on public lands of the United States. The sales of forest products are governed by the regulations in 43 CFR 5400, while the regulations for the sale and free use of mineral materials are in 43 CFR 3600.

1.7.9 Wildlife

The ESA of 1973, as amended (16 USC 1531 et seq.), directs federal agencies to ensure that their actions do not jeopardize the continued existence of threatened and endangered species or their critical habitat, and that through their authority they help bring about the recovery of such species.

The Bald Eagle Protection Act of 1940 (16 USC 668), amended in 1962 to include the golden eagle, prohibits the taking or possession of and commerce in bald and golden eagles, with limited exceptions.

The Fish and Wildlife Coordination Act of 1958 (16 USC 661 et seq.) provides that whenever the waters or channels of a body of water are modified by a department or agency of the United States, the department or agency will first consult with the USFWS and with the head of the agency exercising administration over the wildlife resources of the state where construction will occur, with a view to the conservation of wildlife resources.

The Fish and Wildlife Improvement Act of 1978 (16 USC 7421) authorizes the Secretary of the Interior and the Secretary of Commerce to assist in the training of state fish and wildlife enforcement personnel, to cooperate with other federal or state agencies to enforce fish and wildlife laws, and to use appropriations to pay for rewards and undercover operations.

The Fish and Wildlife Conservation Act of 1980, as amended (16 USC 2901-2912), commonly known as the Nongame Act, recognizing that nongame fish and wildlife possess ecological, educational, aesthetic, cultural, recreational, economic, or scientific value, encourages states to develop conservation plans to restore and maintain fish and wildlife populations. The states may be reimbursed for a percentage of the costs of developing, revising, or implementing conservation plans approved by the Secretary of the Interior. Amendments adopted in 1988 and 1989 also direct the Secretary to undertake certain activities to research and conserve migratory nongame birds.

The Migratory Bird Treaty Act of 1918 (16 USC et seq.) manages and protects migratory bird species through consultation with state and local governments and protection of land and water resources

necessary for the conservation of migratory birds. Under the Act, taking, killing, or possessing migratory birds is unlawful.

The Sikes Act of 1960 (16 USC 670a-670o), as amended, Public Law (Pub. L.) 86-797, provides for cooperation by the USDI and the U.S. Department of Defense with state agencies in the planning, development, and maintenance of fish and wildlife resources on military reservations throughout the United States. Pub. L. 93-452, signed in 1974, authorized conservation and rehabilitation programs on BLM lands. Pub. L. 97-396, approved in 1982, provided for the inclusion of endangered plants in conservation programs developed for BLM lands. It also distinguished between “cooperative plans” with states and “Cooperative Agreements” under federal law, and clarified section 209 concerning purchases and contracts for property and services from states.

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