

United States  
Department of  
Agriculture



Forest Service



# RECORD OF DECISION

## Bridger-Teton National Forest Land and Resource Management Plan and Final Environmental Impact Statement



**APPROVAL PAGE**  
**RECORD OF DECISION**  
for the  
**FINAL ENVIRONMENTAL IMPACT STATEMENT**  
for the  
**LAND AND RESOURCE MANAGEMENT PLAN**  
for the  
**BRIDGER-TETON NATIONAL FOREST**  
Fremont, Lincoln, Sublette, Sweetwater,  
Teton, and Uinta Counties in Wyoming

This decision documents approval of the Land and Resource Management Plan (Plan) for the Bridger-Teton National Forest, pursuant to regulations of the National Forest Management Act (NFMA), Title 36, CFR Part 219 and the National Environmental Policy Act (NEPA), Council of Environmental Quality, Title 40, CFR Parts 1500-1508. The Plan approved and adopted by virtue of this decision document is Alternative F which is identified as the preferred alternative in the Final Environmental Impact Statement (FEIS).

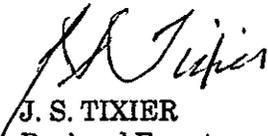
The decision to select Alternative F represents a series of interdependent, but separable, judgements which are generally of a complex technical and political nature. The decision relates primarily to programmatic land and resource suitability determinations combined with Management Direction. When viewed in total, the determinations and direction comprise the Plan.

Major features of the approved Plan are:

- Analysis of the Management Situation
- Land Management Goals and Objectives
- Desired Future Conditions
- Management Direction, Standards, and Guidelines
- Forest Plan Maps
- Implementation
- Mitigation, Monitoring, and Evaluation

This decision is subject to administrative appeal pursuant to 36 CFR 217. Notice of appeal and statement of reasons must be in writing and submitted to the Chief of the Forest Service within 90 days from the date of publication of notice of availability in the Federal Register.

Anyone who is concerned about the Plan, or decisions contained therein, is encouraged to first see if concerns or misunderstandings may be clarified or resolved with the Forest Supervisor in Jackson, Wyoming (Phone 307-733-2752) before submitting an appeal.

  
J. S. TIXIER  
Regional Forester  
Intermountain Region

Date: MAR 2 1990

# Contents

*Record of Decision*

Introduction.....	1
Basis and Need for Decision.....	2
Approved Alternative.....	3
Alternatives Considered .....	8
Rationale for Approving Alternative F .....	12
Key Concerns .....	13
Environmental Preference .....	24
Economic Efficiency .....	26
Essential Considerations of National Policy .....	30
Compatibility With Other Agency and Tribal Goals .....	30
Mitigation.....	31
Implementation.....	32
Appeal.....	34
Attachments	

# Record of Decision

## Introduction

**T**his Record of Decision (Record) summarizes, in a concise statement, the basis and need for the decision, presents a comparison of alternatives considered in the Final Environmental Impact Statement (FEIS), and establishes rationale for approving the Bridger-Teton National Forest Land and Resource Management Plan (Alternative F in the FEIS).<sup>4</sup>

Since 1979, the Bridger-Teton National Forest (Forest) has been engaged in land and resource management planning under provisions of the National Forest Management Act<sup>5</sup>. The Land and Resource Management Plan (Plan) and FEIS were released November 2, 1989. The Notice of Availability was published in the Federal Register on November 17. A 45-day review period ended December 31, 1989.

Attachments to this record reflect some of the results of public consultation that went on during the 45-day review period in the form of changes to Plan content and errata.

The Record was signed by deciding officials from two cooperating agencies, the USDA Forest Service, lead agency for the effort, and the Environmental Protection Agency<sup>6</sup>. Accompanying this Record is a Record of Decision regarding minerals prepared by another cooperator, the USDI Bureau of Land Management.

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<sup>4</sup> 40 CFR 1505.2

<sup>5</sup> 36 CFR 219

<sup>6</sup> 40 CFR 1501.5 and 1501.6

# BASIS AND NEED FOR THE DECISION

In the National Forest Management Act (NFMA), Congress required that all National Forests prepare Plans<sup>7</sup> and that these be completed "not later than September 30, 1985"<sup>8</sup>. The Bridger-Teton Plan and FEIS were developed in response to NFMA requirements with additional urgency added as time needed to complete the Plan exceeded the date set by Congress. NFMA<sup>9</sup> and National Environmental Policy Act (NEPA)<sup>10</sup> regulations require that a decision be made and documented, and so this Record was prepared.

## Decision

### Context

Over the past 10 years, discussions about management of the Forest have been extensive. Controversy has been common. Valuable recreation, energy, minerals, forage, and timber resources on the Forest beckon potential developers. Many other people desire that forest resources remain untouched. The Forest's proximity to Yellowstone and Grand Teton National Parks and such key resources as grizzly bears, the Jackson Elk Herd, and oil and gas potentials of the "Overthrust Belt" attract national and international scrutiny. Controversy and public issues constitute symptoms of possible land and resource problems.

Through an interdisciplinary, public process, Forest managers combine symptoms with natural resource knowledge to define truly serious problems. Then, Forest managers make decisions about attaining desired future land and resource conditions that solve the problems or prevent them from occurring. To describe the problems confronting the Bridger-Teton, four Problem and 17 Challenge Statements are shown in the Plan and FEIS<sup>11</sup>.

Perfect solutions to serious problems are rarely found because interested and involved people express different desires for future Forest conditions. People also express different desires for activities and practices that should be allowed on the Forest (uses) and where and when they may occur (occupancy).

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<sup>7</sup> NFMA, 16 USC 1600 (note), Sec. 6 (f)

<sup>8</sup> NFMA, 16 USC 1600 (note), Section 6 (c)

<sup>9</sup> 36 CFR 219

<sup>10</sup> 40 CFR 1500-1508

<sup>11</sup> Plan, pp. 69-83, FEIS, pp. 7-16

Forest officers strive to solve or prevent problems while striking a balance among competing interests. Thereby, they achieve the highest "net public benefit"<sup>12</sup> from forest resources.

As a result of the process of seeking an alternative with the highest net public benefit, this Record documents approval of FEIS Alternative F as the Land and Resource Management Plan for the Bridger-Teton National Forest<sup>13</sup>. Alternative F is also displayed on a map accompanying the FEIS.

## **Approved Alternative**

This decision is based on a review of environmental consequences of Alternatives disclosed in the FEIS<sup>14</sup>. The approval process paid particular attention to the responsiveness of Alternatives to public issues identified during development of the Plan and through public comments on the 1986 Draft EIS and proposed Plan. The approval process was also supported by sensitivity to public comment and intense involvement of interested people during development of Management Direction and design of Alternatives for the FEIS.

Frequent releases of draft Plan and FEIS materials were made to the public from December 1987 until the final documents were released in November 1989. People receiving the draft materials were asked to make informal comments and suggestions for improving content anytime they wished. Many did.

**Focus of the Approved Alternative** - In general, Alternative F provides for coordinated multiple-use management of outdoor recreation, range, timber, watershed, wildlife and fish, minerals, and wilderness, resulting in sustained yields of goods and services to benefit the American people<sup>15</sup>. Alternative F also provides broad direction for dealing with applications and permits for occupancy and use of National Forest lands.<sup>16</sup>

## **Focus**

Some specific opportunities and resource conditions that will likely result from implementing Alternative F are worth noting:

**Timber** - An allowable sale quantity (ASQ) of 117 MMBF for the decade from 279,400 acres of land determined suitable for timber harvest.

**Wildlife** - Acres managed specifically for the Grizzly Bear will be increased from 33,000 in the Current Management Alternative (Alternative C) to 78,900 acres in Alternative F. The Plan places an emphasis on restoring the traditional Jackson Elk Herd migration routes, which historically

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<sup>12</sup> 36 CFR 219.1 (a) and (f)

<sup>13</sup> 36 CFR 219, 40 CFR 1500-1508

<sup>14</sup> FEIS, pp. 259-560

<sup>15</sup> NFMA, 16 USC 1600 (Note), Sec. 6 (e)(1)

<sup>16</sup> IBID., Sec. 6 (i)

went through the Teton division of the Forest, but now go through Grand Teton National Park.

**Recreation** - Existing recreational facilities are improved and maintained and the area providing "primitive" and "semi-primitive" settings is increased. In the first decade, over 40 miles of trail per year may be added to the 2,960 miles of existing trails.



**Roads** - Over the next decade, about 100 miles of new road may be built, primarily for timber access, but road closures may result in net reduction of open roads by about 760 miles. Today, the forest has 2,500 miles of open roads (including about 1,300 miles of "two-track" roads) and another 420 miles that are closed.

**Biologic Diversity** - Many methods are available for retaining and enhancing biologic diversity. These include all methods of timber harvest, prescribed fire, and retention of large areas of old-growth forest.

**Minerals** - About 1,910,800 acres will be available for oil and gas leasing outside Congressionally designated Wilderness. One lease stipulation calls for no surface occupancy on steep slopes or unstable soils. This stipulation will apply on 796,100 acres or about 42% of the National Forest outside Congressionally designated Wilderness.

**Wilderness** - More acres within existing Wilderness will be offered for increased solitude and reducing the impacts from human use. In some cases, impacts will be reduced by providing alternate recreation locations.

**Forage** - Livestock grazing will continue to be permitted at today's level of 254,000 AUMs. In 1987, actual use was about 206,000 AUMs.

**Three Issue-Specific Decisions** - Three issue-specific decisions are highlighted here because they are of continuing public interest:

**Union Pass**<sup>17</sup> - the existing Union Pass road connects the Pinedale and Dubois areas through Management Areas 71 and 72. In a 1986 appeal decision, the Chief of the Forest Service required that the Plan display a decision about the road<sup>18</sup>. Specific Management Area direction exists in the Plan for managing the existing alignment and for establishing potential future alignment requirements.<sup>19</sup>

**Union Pass**

A study of possible future road corridor options was conducted by David Ohde and Associates, a consultant to the northwest Wyoming five-County Council of Governments. The study was prepared concurrently with work on the Plan and FEIS<sup>20</sup> and funded partially by the Forest Service.

**The "Dollar Lake Alternative" shown in Appendix D in the consultant's report is selected as the future Union Pass road corridor**<sup>21</sup> because:

(1) estimates of effects from road building are described in the FEIS for the two Management Areas<sup>22</sup> and these are generally consistent with discussions of possible effects at Dollar Lake and achievement of objectives mentioned in the consultant's report,

(2) extensive public involvement (including Forest Service, five-County Council of Governments, Governor's Office, and many local people as participants) occurred during the consultant's work<sup>23</sup>.

This decision remains programmatic in nature because no irretrievable or irreversible commitments of resources will occur as a result. Alternatives for road alignments within the Dollar Lake Alternative corridor and their effects will be analyzed during subsequent NEPA analysis.

Copies of the Union Pass Road Study are available from the Forest Supervisor in Jackson, Wyoming. Reviewers interested in this issue should

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<sup>17</sup> FEIS Appendix A, p. 7

<sup>18</sup> Chief's Decision Notice, June 10, 1986

<sup>19</sup> Plan, pp. 267 and 287, and Record of Decision Attachment One

<sup>20</sup> Union Pass Road Study, David Ohde and Associates, March 1989

<sup>21</sup> The Dollar Lake Alternative corridor is an area approximately one-half mile wide centered on the alignment described by the Upper Green River Cattle Association in their March 6, 1989, letter and map and displayed on page 12 in Appendix D.

<sup>22</sup> FEIS, pp. 412-424 and 477-487, and Planning Records in Jackson, Wyoming

<sup>23</sup> Union Pass Road Study, Appendices B-D

also review relevant portions of the "Changes" Attachment because some modifications of Plan direction for Management Areas 71 and 72 have been made. Reviewers may also contact the Forest Service Pinedale Ranger District for participation in future decisionmaking on Union Pass.

**Allowable Sale Quantity**

**Community Stability and Timber Supply--Setting the Allowable Sale Quantity (ASQ)**<sup>24</sup> - the Allowable Sale Quantity is based on suitable acres of forest lands defined by analysis and on the design for Alternative F. **Decision - the ASQ is set at 117 million board feet of green sawlogs for the decade of Plan implementation**<sup>25</sup>. The ASQ constitutes an opportunity level that the Forest will strive to achieve during Plan implementation. The ASQ may be adjusted using amendment or revision procedures.

**Research Natural Areas**

**Special Areas--Research Natural Areas**<sup>26</sup> - **Decision - Horse Creek, Osborne Mountain, Afton Front, and Swift Creek as described in the planning records are suitable for designation as Research Natural Areas.** They will be recommended to the Chief of the Forest Service for inclusion in the system<sup>27</sup>.

**Plan Decision**

This section of the Record documents four major parts of the Plan approved as Alternative F, incorporating details described in the Plan, FEIS, and Attachments to this Record. The decision is based on advice from the Forest Supervisor and the Bridger-Teton Interdisciplinary Team.

Because it is the primary, direct response to the public issues summarized and expressed in the Problem and Challenge Statements<sup>28</sup>, the **first and most important part of the Plan** is establishment of Land and Resource Management Goals and Objectives<sup>29</sup>. Goals and Objectives will orient actions of Forest managers for the next 10 to 15 years so as to solve Problems and meet Challenges identified in the Plan.

Although important, the other three parts of the Plan are **subordinate** to the Goals and Objectives. Subordination exists because the other parts support attainment of the Goals and Objectives: (1) locations where certain uses and occupancy may occur and the Management Direction that will govern the uses, and (2) the means to monitor, measure, evaluate, and adjust locations and Management Direction.

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<sup>24</sup> FEIS Appendix A, p. 10

<sup>25</sup> 36 CFR 219.16

<sup>26</sup> FEIS Appendix A, p. 18

<sup>27</sup> Plan, p. 49, and Planning Records under Research Natural Areas

<sup>28</sup> FEIS, pp. 7-16

<sup>29</sup> FEIS, pp. 16-27 or Plan, pp. 112-121

The **second part of the Plan** is the determination of which Forest locations are **suitable** for certain uses and occupancy, and, thereby, for the achievement of certain Objectives. To determine suitability, existing condition and productive potential of the land and resources is examined along with public desires for uses and occupancy in particular areas. For the timber resource, economics is also used.

In the Plan, suitability decisions are expressed in the form of Desired Future Conditions<sup>30</sup> (DFCs) and Management Area Standards and Guidelines. DFC direction limits uses to achieve compatible Objectives and allow activities to occur near one another or, many times, on the same location in the Forest. Management Area direction further limits uses and occupancy to better fit resource conditions existing in particular locations and further achieve compatible Objectives.

Suitability is determined, in part, by the ability of the Forest Service to direct uses and occupancy of resources and land. Such statements also constitute Management Direction and the **third part of the Plan: what Prescriptions, Standards, and Guidelines limit resource conditions, occupancy, and human uses**<sup>31</sup>.

Forest-wide Standards and Guidelines establish requirements for protecting basic resource values, including soil, water, and air quality, and habitat for Threatened and Endangered plant and animal species. Desired Future Condition and Management Area direction is also composed of Prescriptions, Standards, and Guidelines, including provisions for oil and gas lease stipulations.

The **fourth part of the Plan** involves **monitoring and evaluation** activities are required during Plan implementation<sup>32</sup>. Not all monitoring and evaluation requirements or procedures will be applied to all areas of land because many are specific to certain resources or would be required only if surface-disturbing activities are proposed. Based primarily on Plan Chapter 5 requirements, monitoring and evaluation requirements will be tailored to resource needs and sensitive to activities proposed during Plan-implementation efforts. Evaluation results may require changes to the Plan, using either amendment or revision procedures.

An **example of the four parts of the Plan** is provided for review in a "Clarifications and Information" enclosure, accompanying the cover letter for the Record Oil and gas leasing is used as the example.

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<sup>30</sup> 36 CFR 219.11(b) and (c) and 219.14; Decision - FEIS, Alternative F Map

<sup>31</sup> 36 CFR 219.11(c) and 219.13 to 219.2; Decision - Plan, pp. 121-319

<sup>32</sup> 36 CFR 219.11(d); Decision - Plan, pp. 323-3, 325

## **Project Decisions**

No site-specific or project decisions are made in the Plan<sup>33</sup>. Therefore, no decisions which irretrievably or irreversibly commit resources or convey rights to occupy and use land or resources are documented in this Record. Site-specific and project decisions are made in the next, and final, step<sup>34</sup>. This step includes: objection or no-objection decisions about oil and gas leases, offering timber sales, road building, approval of special use permits, and authorization of recreational concessionaire operations. All four parts of the Plan decision can be reexamined as a part of the final step.

## **ALTERNATIVES CONSIDERED**

Alternatives display an array of options for managing the land. They provide analytical data to help make comparisons and determine the effects of meeting the Goals and Objectives and, thereby, they address public issues in various ways.

In response to public comments on the proposed Plan and DEIS, the number of alternatives was reduced from 10 to 5 for the FEIS. None of the alternatives combined or eliminated would maximize net public benefit beyond those considered in the FEIS. The Draft Environmental Impact Statement Alternatives remain available for comparison.

A sixth Alternative, Alternative F (the approved Alternative), was developed between Draft and Final documents. Alternative F was based primarily on concepts inherent in Alternative E, but public comments on and concepts and analytical results from other Alternatives also played a role in its design and development.

**Changes to Alternatives from the Draft to the Final EIS - Some DEIS Alternatives were combined and others were eliminated from further study in the FEIS:**

### **Combined**

Alternative 1 (High Productivity) and Alternative 2 (Market Opportunities) were reanalyzed as one Alternative (Alternative A - High Productivity) because they addressed the same issues,

Alternative 5 (Current Budget) lacked public interest and was virtually the same as Alternative 4 (Current Program) so they were combined to form Alternative C (Current Management),

Alternative 8 (Low Market Opportunities) and Alternative 9 (Non-Market Opportunities) were reanalyzed as one Alternative (Alternative D -

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<sup>33</sup> Also, decisions about day-to-day internal operations of the Bridger-Teton are not made in the Plan. For instance, the Plan does not address personnel matters, fleet operations, or organizational structure or changes.

<sup>34</sup> Forest Service Handbook 1909.12; Plan, pp. 322-3, 325

Dispersed Recreation and Wildlife Emphasis) since these two Alternatives addressed the same issues,

Many publics objected to the concept in Alternative 6 (Geographic Mix) that the Teton Division of the Forest should be managed primarily for recreation and wildlife resources and the Bridger Division managed to maintain the timber industry, and

**Eliminated**

Analysis and evaluation demonstrated that Alternative 7 (Wildlife Habitat Diversity) concept of extensively managing vegetation on the Forest led to increased road construction and effectively cancelled out potential beneficial wildlife impacts of creating increased vegetative diversity.

Alternatives 6 and 7 were not included in the FEIS.

The FEIS examines 6 Alternatives:

**Alternatives  
Considered in  
Detail**

Alternative A emphasizes Forest outputs that produce returns to the U.S. Treasury, including timber, forage, and developed recreation,

Alternative B emphasizes meeting the 1980 RPA targets for timber, forage, and developed recreation,

Alternative C continues the levels of goods and services that were provided during the years 1978-1987; this is the no change or (required)no action Alternative.

Alternative D emphasizes non-motorized and motorized backcountry recreation opportunities, providing security for wildlife populations and increasing hunting opportunities,

Alternative E emphasizes a mix of amenities and commodities so that timber, forage, recreation, and wildlife employment would show little change if the Alternative were implemented, and

Alternative F emphasizes a mix of amenities and commodities based upon advice from competing public interests. It is an improved version of Alternative E, the preferred Alternative in the DEIS.

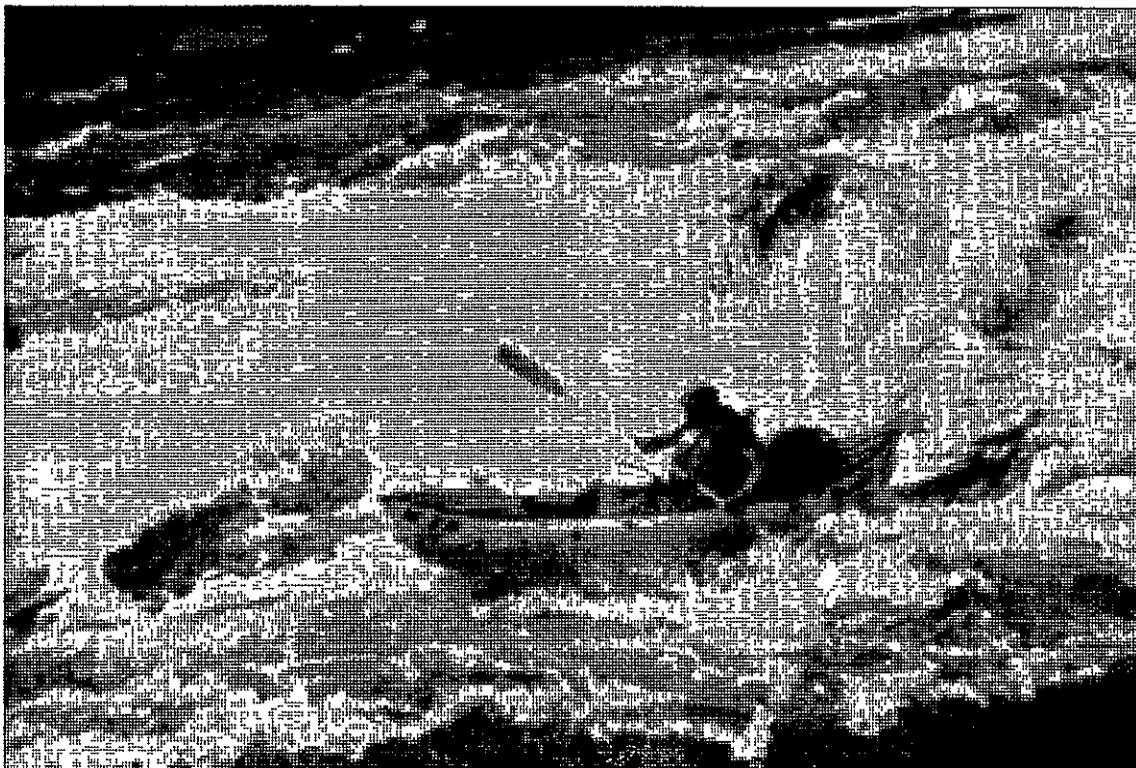
Analysis and evaluation of 6 Alternatives did not result in any substantial changes in the DEIS proposed action or environmental consequences. Additionally, no new significant circumstances or information was revealed relevant to environmental concerns bearing on the proposed action or its impacts. Therefore, a revised or supplemental Draft Environmental Impact Statement was not required<sup>35</sup>.

**Changes from  
DEIS to FEIS**

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<sup>35</sup> 40 CFR 1502.9 (c) (1)

In addition, a 45-day review period occurred after the Notice of Availability for the Plan and FEIS appeared in the Federal Register on November 17, 1989. The 45-day review period allowed all interested publics to review the contents and conclusions of the Plan and FEIS so that the participants could "discuss any concerns" with Forest Service employees and so that "more information can be made available and changes can be made"<sup>36</sup>. Record Attachments reflect changes that resulted from consultation with groups and individuals during the 45-day period. This process accomplished the desired result of a better and more accurate end product. Public participation in this phase, as throughout the planning process, was appreciated.



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<sup>36</sup> Cover Letter to Plan and FEIS, J.S. Tixier, November 2, 1989

**Alternative Comparison - The Table provides a summary of key outputs and costs in the first decade for all six alternatives:**

**Key Outputs and Costs of the Alternatives  
(Average Annual for the First Decade)**

OPPORTUNITY OR ACTIVITY	UNIT OF MEASURE	Alternatives					
		High Prod. A	RPA B	Curr. Mgmt. C	Rec/ Wlf. D	Issue Con. E	FOREST PLAN F
RECREATION							
Primitive	MRVDS	53	53	53	53	53	51
Semi-Prim NM	MRVDS	84	84	86	87	85	85
Semi-Prim MT	MRVDS	249	246	237	234	237	237
Roaded Nat.	MRVDS	654	654	651	650	654	665
Wilderness	MRVDS	340	340	324	310	310	310
Dev. C/RC	M\$	160	85	212	332	286	311
Trail C/RC	MILES	12	11	27	60	43	43
WILDLIFE/FISH							
Big Game	MWFUDS	84	85	86	105	93	92
Non-Game	MWFUDS	76	77	78	97	86	85
Fishing	MWFUDS	53	53	53	53	53	53
GRAZING							
Permit. Use	MAUMS	255	255	254	254	254	254
TIMBER							
Sawt. (ASQ)	MMBF	70	46	17	.3	12	12
Other Prod.	MMBF	31	21	11	1	8	8
Planting	ACRES	1662	186	86	0.1	42	35
Nat. Regen.	ACRES	3666	3239	1131	34	897	930
WATER							
Induced H2O	AC.FT.	9124	7097	1916	7	486	614
TRANSPORT.							
Road Const.	MILES	23	18	1	---	3	10
Road Recst.	MILES	7	6	6	---	3	3
COST ('82\$)							
Recreation	M\$	2188	2024	2503	3374	3134	3027
Wilderness	M\$	501	501	680	1096	905	783
Wlf/Fish	M\$	403	669	633	951	1255	1235
Grazing	M\$	1062	1060	1080	1156	1063	890
Timber	M\$	4329	2904	996	19	718	662
Soil/Water	M\$	835	736	626	487	626	598
Minerals	M\$	573	576	575	400	839	839
Roads/Fac.	M\$	992	887	765	719	775	778
Other Prog.	M\$	3542	3511	3133	3117	3150	3121
TOTAL	M\$	15534	13759	11119	11318	12644	12473
Purch. Cred.							
Roads	M\$	1109	892	129	---	178	539
Returns To Treasury	M\$	6111	4372	2108	682	1649	1622

# RATIONALE FOR APPROVING ALTERNATIVE F

Rationale for the decision is based upon a determination of which Alternative best solves resource problems and achieves the highest "net public benefit". The rationale is based on four items that represent public issues and resulting management concerns about how the Forest should be managed:

- intensity of public involvement in Alternative designs that helped to determine the suitability of different Forest locations for different uses and to achieve the highest satisfaction of people's desires for Forest resources;
- results of evaluating each Alternative against 9 key resource concerns for the future of the Bridger-Teton National Forest<sup>37</sup>;
- determination of which Alternatives are environmentally preferable; and
- determination of which Alternatives are most economically efficient.

These items represent **key management concerns** about future management of the Bridger-Teton National Forest<sup>38</sup>.

## Alternative Design

The spatial parts of all six Alternatives were developed in Interdisciplinary Team meetings open to the public. At these meetings, Forest Service employees

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<sup>37</sup> The key concerns are displayed and analyzed as "Decision Criteria" in the FEIS. Display - FEIS, pp. 16-27; Analysis - FEIS, pp. 82-115

<sup>38</sup> Forest Service Handbook 1909.12, Sec. 4.34. In addition to the rationale displayed here, the Planning Record in Jackson, WY contains an analysis using the Choosing-By-Advantages process. The results were the same. The key management concerns are not the only concerns or related economic, social, technical, and national policy factors that went into formulation of the Plan. The other management concerns and factors are embodied, in part, in the 4 Problem and 17 Challenge Statements, the 22 Goals, and the other 66 Objectives that are displayed in the Plan and FEIS. Management concerns and factors are also embodied in the application of various models and techniques for assessing the potential effects of Alternatives on the environment and society.

used Geographic Information System products, resource knowledge of Ranger District employees and members of the public, public issue discussions, public comments on the 1986 proposed Plan and DEIS, and knowledge of management philosophies inherent in each Alternative to prepare Alternative design maps.

Design efforts went on from March to November 1988 with the first Preferred Alternative meeting taking place on August 27, 1988. At that meeting, Forest Service representatives, including the Forest Supervisor and District Rangers, worked closely with participating publics. Those involved used designs for and analytic information from the first 5 Alternatives to develop Alternative F.<sup>39</sup>

Later work by Ranger District employees and Interdisciplinary Team members refined Alternative F, eliminating minor errors.

**Design Effort Conclusions** - Alternative F was developed through an open and intense public process. It represents the highest public agreement on which locations of the Forest are suitable for which uses and the greatest potential for achieving people's desires for future Forest conditions.

Analytical procedures and results, including FORPLAN analysis, were based on the designs. Analysis results were used to evaluate Alternatives against the 9 concerns<sup>40</sup>.

## Key Concerns

Discussions of key concerns use the term "Desired Future Condition (DFC)". These are in reality "management area prescriptions" that are referred to throughout the Plan and FEIS (and therefore in this ROD) as "DFCs". The full text of the Desired Future Condition descriptions can be found FEIS Appendix E. Here are brief descriptions for the ones mentioned in the key concerns discussion. For ease of understanding, brief DFC definitions are:

DFC	Description
1A	MAXIMUM RESOURCE DEVELOPMENT - An area managed for timber harvest, oil and gas, and other commercial activities with many roads and minor-but-adequate emphasis on other resources.

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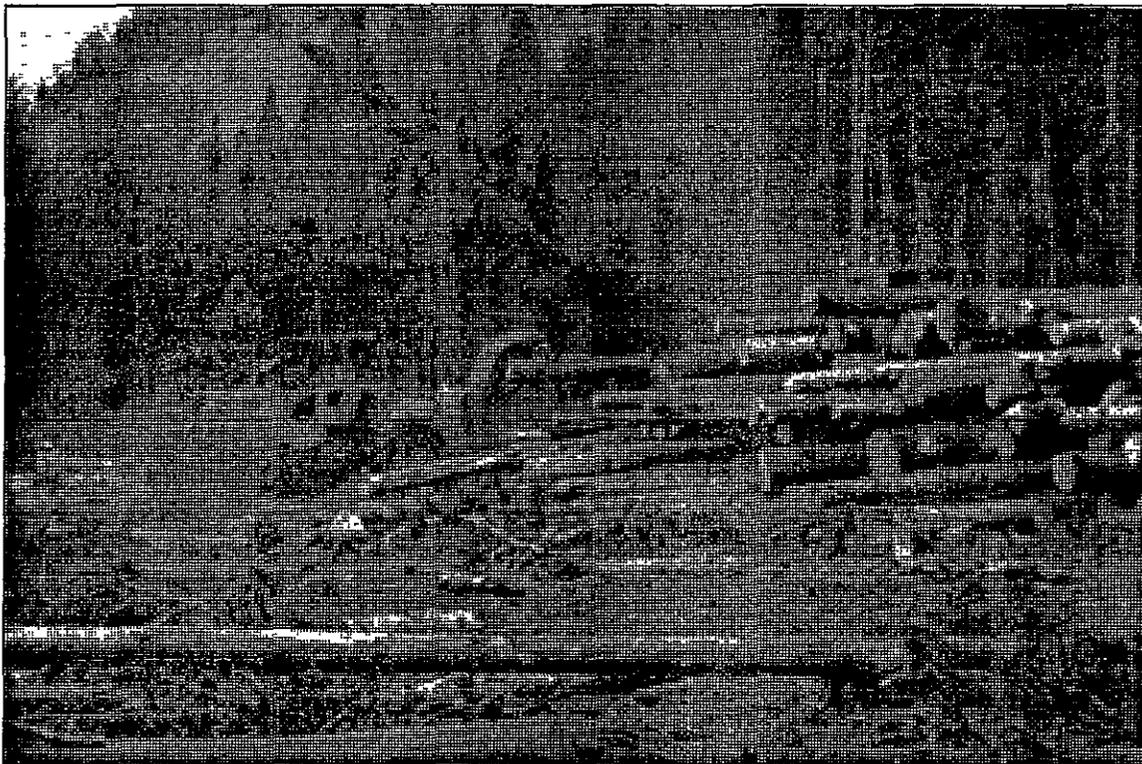
<sup>39</sup> 36 CFR 219.12(c)

<sup>40</sup> Based on the advice of the Forest Supervisor, the 9 key concerns were established in later 1988 and confirmed with the Regional Forester in early 1989. From time to time for the next year, people interested in the Plan received copies of Draft Plan and FEIS materials describing the key concerns as "Decision Criteria". For instance, they were articulated in terms of the decisionmaking process in the December 23, 1988, draft FEIS and distributed to everyone who requested the materials. Over time, a few informal comments or suggestions for changing or clarifying the Decision Criteria were received, primarily from Intermountain Regional Office staff. The FEIS AND FEIS Summary detail how Alternatives compare in accomplishing the Objectives according to the Decision Criteria. Everyone receiving final documents after the November 2, 1989, release date received this information.

- 1B **SUBSTANTIAL COMMODITY RESOURCE DEVELOPMENT WITH MODERATE ACCOMMODATION OF OTHER RESOURCES** - An area managed for timber harvest, oil and gas, and other commercial activities with many roads and moderate-to-occasionally-substantial emphasis on other resources.
- 2A **NON-MOTORIZED RECREATION AREAS** - An unroaded area managed to give a quiet, almost primitive recreation experience.
- 2B **MOTORIZED RECREATION AREAS** - An area managed to give a motorized recreation experience.
- 3 **RIVER RECREATION** - An area managed to give river-recreation and scenic-recreation experiences.
- 6A **WILDERNESS** - A pristine setting where little or no evidence of human use or presence exists.
- 6B **WILDERNESS** - A natural setting where some evidence of human use or presence exists.
- 6C **WILDERNESS** - An essentially natural setting where evidence of human use or presence exists, particularly in such concentrated use areas as campsites.
- 6D **WILDERNESS** - An essentially natural setting that exists near heavily used developed recreation sites outside wilderness.
- 6S **WILDERNESS STUDY AREA** - A protected area considered for inclusion in the Wilderness System where some activities not permitted in wilderness are allowed.
- 7A **GRIZZLY BEAR HABITAT RECOVERY THROUGH SCHEDULED TIMBER HARVEST** - An area managed to provide food and security for recovery of grizzly bears while allowing for some resource development and roads.
- 7B **GRIZZLY BEAR HABITAT RECOVERY** - An area managed to provide food and security for grizzly bears in a mainly primitive area with few roads and limited human access.
- 10 **SIMULTANEOUS DEVELOPMENT OF RESOURCES, OPPORTUNITIES FOR HUMAN EXPERIENCES, AND SUPPORT FOR BIG GAME AND A WIDE VARIETY OF WILDLIFE SPECIES** - An area managed to allow for some resource development and roads while having no adverse and some beneficial effects on wildlife.
- 12 **BACKCOUNTRY BIG GAME HUNTING, DISPERSED RECREATION, AND WILDLIFE SECURITY AREAS** - An area managed for high-quality wildlife habitat and escape cover, big game hunting opportunities, and dispersed recreation activities.

To be effective for decisionmaking, responses by the Alternatives to the 9 concerns must show sharp differences. Following is a comparison of how the concerns are met by the six Alternatives. When several Alternatives are listed, they are shown in descending order based on their ability to address a concern. Alternatives show projections beyond decade 1 to compare long term effects. No decisions, however, are made beyond the first planning period in this ROD.

**Provide timber volumes at costs that reflect current market values and as small- and large-product sales to meet local demand** - Ranked by potential returns to the treasury are Alternatives A, B, C, E, F, and D. Alternatives D, E, and F have the greatest potential for below-cost timber sales. This is because these three Alternatives have a greater emphasis on managing the vegetation for wildlife needs, and as such, there will be higher road costs per volume harvested and less volume removed per acre. These sales may not result in a net return to the treasury, but total benefits (both monetary and non-monetary) would outweigh the associated costs. These timber sales would still likely be offered at current market values.

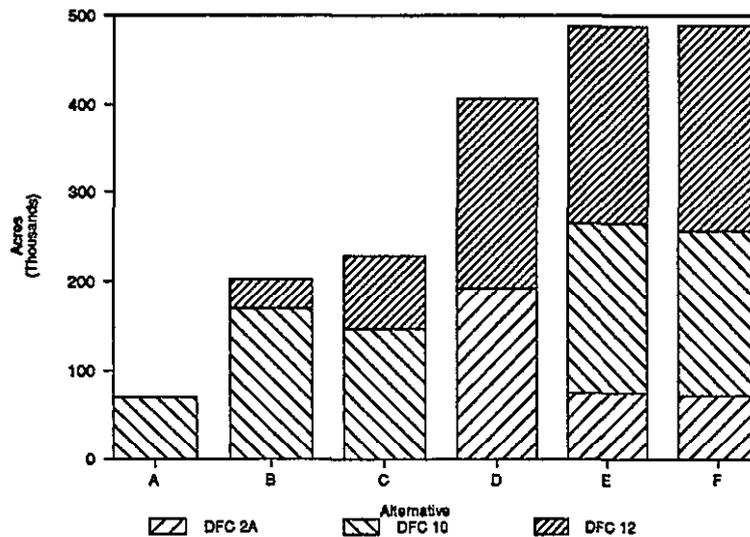


Ranked on their ability to meet local demand in both large- and small-product sales are Alternatives A, B, C, E, F, and D. Alternatives with the greatest Allowable Sale Quantity provide the greatest flexibility to meet existing and potential future demand.

**Help reestablish historic elk migration routes** - Hunting opportunities are available in all DFCs and will continue in established areas. Historically, the Jackson Elk Herd migrated primarily through the Teton Division of the Bridger-Teton. However, due to a variety of reasons, the elk herd primarily

migrates through Grand Teton National Park. The desire is to reestablish traditional migration routes to provide for more hunting opportunities. DFCs 2A, 10, and 12 in the Teton Division are specifically designed to help reestablish these routes. This is of particular importance to outfitters and guides in the area. The relative acreage of DFCs 2A, 10 and 12 will help to illustrate which Alternative will provide the most opportunities. DFC's 2A and 12 do not allow scheduled timber harvesting activities, while DFC 10 does have scheduled timber harvests.

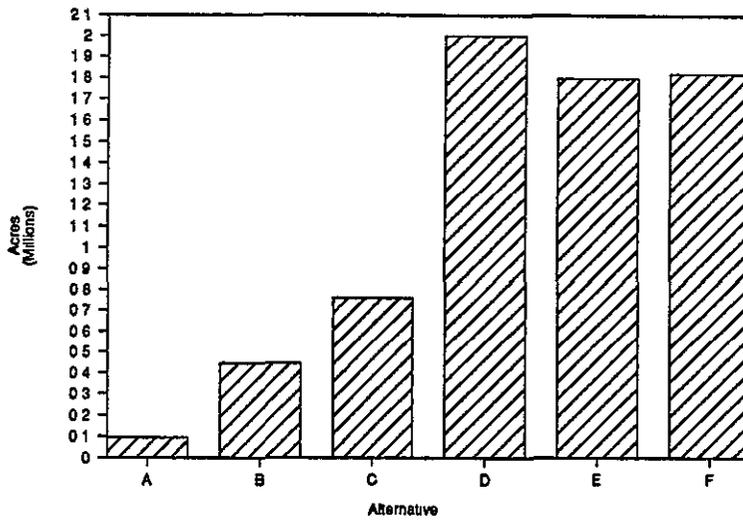
Acres in DFC 2A, 10, and 12 in the Teton Division  
(Displayed in thousands of acres)



Alternatives F, E, and D best meet this concern because they have more acres of DFCs 2A, 10, and 12 than Alternatives C, B, and A.

**Provide suitable and adequate habitat to support game and fish populations established by the Wyoming Game and Fish Department, as agreed to by the Forest Service -** The following table shows the total non-wilderness acres in all DFCs except DFC 1A and 1B. Wilderness Study Areas are also not included. Wildlife vegetation management is not an emphasis in these two DFCs. In the other DFCs, timber harvesting is not scheduled, or if it is scheduled, wildlife habitat management is emphasized.

**Total Non-Wilderness Acres in all DFCs except 1A and 1B  
(in Thousand Acres)**

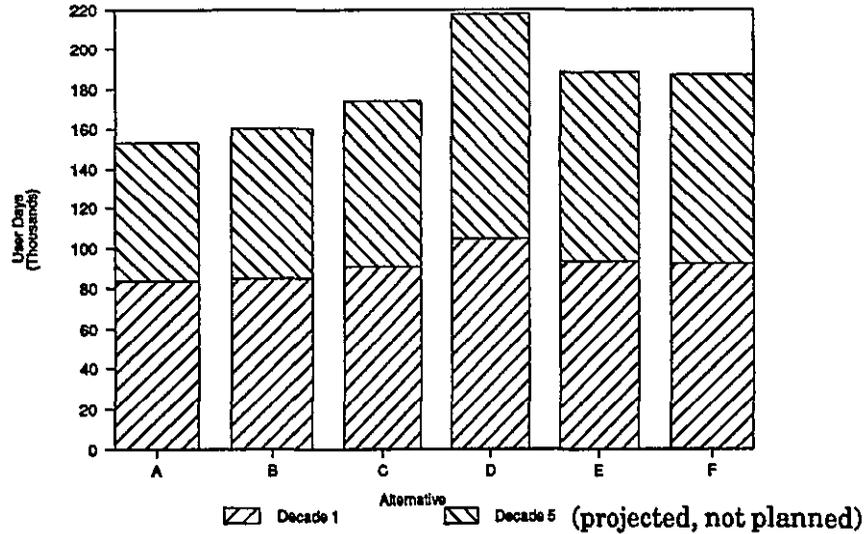


Alternative D, has the most acreage in DFCs other than 1A and 1B, and will best meet the concern for providing habitat to support game and fish populations. Alternatives F and E are significantly better than Alternatives C, B, and A in addressing this concern because they have more acres in DFCs other than 1A and 1B.



The next Table shows the Big-Game User Day estimates for each of the Alternatives.

Estimated Big-Game User Days  
(in Thousand User Days)

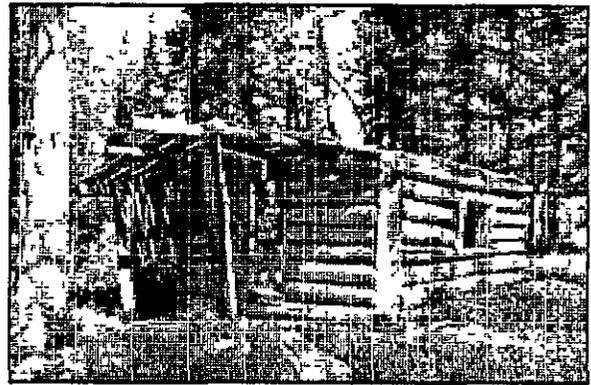


Ranked by estimated numbers of big-game user days are Alternatives D, E, F, C, B, and A.

**Retain, improve, and add dispersed recreation opportunities** - Dispersed recreation will be provided in a number of DFCs. DFCs 2A, 6, 7B, and 12 are primarily unroaded backcountry or Wilderness (6). DFC 2B offers semi-primitive, motorized recreation in a backcountry or roaded setting. DFC 10 includes opportunities for roaded, dispersed recreation, as well as backcountry. The sum of these DFCs by Alternative may help illustrate opportunities for dispersed recreation, and the kind of recreation offered by each Alternative:

Total Acreage of DFCs 2A, 2B, 3, 6A-S, 7B, 10, 12 By Alternative  
(Displayed in thousands of acres)

DFC	Alternative					
	A	B	C	D	E	F
2A	0.0	0.0	0.2	559.0	182.2	164.2
2B	0.0	4.5	14.6	159.4	42.6	31.2
3	0.0	0.8	17.7	110.2	33.5	47.2
6A-S	1391.3	1391.3	1391.3	1391.3	1391.3	1391.3
7B	0.0	0.0	0.0	42.8	34.3	39.0
10	70.6	384.6	437.8	60.9	718.4	753.4
12	0.1	33.1	232.1	920.8	606.6	664.6
<b>TOTAL</b>	<b>1462.0</b>	<b>1814.3</b>	<b>2093.7</b>	<b>3244.4</b>	<b>3008.9</b>	<b>3090.9</b>



Ranked by total acres of dispersed recreation opportunities are Alternatives D, F, E, C, B, and A.

**Minimize new road building and downgrade or close existing roads and motorized access trails to maintain or increase wildlife security** - The following table shows the existing mileage of open and closed roads on the forest, along with estimates of the miles of new roads that will be built. From that total, estimates were made as to how many roads will be open and closed for the next 10 years. The new estimate of open roads of the Forest is then compared to the existing mileage

Open and Closed Miles of Road on the Forest by Alternative

MILEAGE	Alternative					
	A	B	C	D	E	F
Current miles of open road (*)	2525	2525	2525	2525	2525	2525
Current miles of closed road	415	415	415	415	415	415
Miles of new timber road construction (10 years)	225	181	11	0	25	102
Miles of open road (10 years)	2475	1934	1759	1087	1750	1765
Miles of closed road (10 years) (**)	690	1186	1184	1853	1215	1277
Change in open roads (+/- in open roads)	-50	-591	-766	-1438	-775	-760

\* - This value includes about 1300 miles of open two-track roads which are the results of 4-wheel-drive motorists going off-highway, often on poor sites.

\*\* - These values are a combination of road closures needed for wildlife security and estimated closures of remaining open two-track roads to meet Forestwide Standards and Guidelines for watershed protection. Part of these values were determined through estimated closures needed to meet "open road density" goals. Remaining two-track roads were decreased by 1/2 to retain some access and recreational opportunities, but also to reflect management needs.

Ranked by change in miles of open roads are Alternatives D, E, F, C, B, and A. However, the miles of closed roads result primarily from levels of timber harvest opportunities defined by each Alternative and this analysis displays patterns very similar to the first concern for timber volumes.

**Provide for vegetative species and age diversity, genetic quality, and forest appearance** - Vegetation management activities over time will affect the age structure, species composition, growth, and vigor of vegetation. Scheduled timber harvest on suited lands will likely have the greatest effect on diversity. It is also recognized that catastrophic wildfire and widespread insect infestations could also cause major changes. These two factors are discussed in detail in FEIS Chapter 4.

Alternatives ranked by total acres affected by harvest over the planning period are A, B, F, C, E and D.

All Alternatives use clearcut, shelterwood, and selection systems. The use of each system is determined by the Standards and Guidelines specific to each DFC. Alternatives with greater proportions of DFCs 1A and 1B will likely involve more clearcutting than Alternatives with greater proportions of DFCs 7A and 10. Likewise, Alternatives with greater proportions of DFCs 7A and 10 will likely emphasize shelterwood and selection systems more than other Alternatives. The following table reflects a comparison between Alternatives of the regeneration harvest systems likely to be used in greatest proportions.

Comparison of Regeneration Harvest Systems Emphasized by Alternative

Regeneration Harvest	Alternatives Ranked in Descending Order of Emphasis
Clearcut	A, B, C, E, F, D
Shelterwood	E, F, D, (C, B, A)
Selection	D, F, E, C, B, A

Alternatives E and F which include significant amounts of acreages in DFCs 7A and 10 will likely result in the greatest change in species diversity and interspersions on lands suited for timber production. In these Alternatives shelterwood and selection systems would likely be emphasized and would favor blue and Engelmann spruce, Douglas-fir, aspen and whitebark pine species and associated habitat types. This would likely result in a trend that would increase the amount of mixed-conifer and spruce-fir stands and decrease lodgepole pine acreage over time. Alternatives A, B and to some extent C favor even-aged silvicultural systems and have more suited acres which would likely result in increased diversity in stand structure and ages, but not in mix of species. Alternative D involves little scheduled timber harvest and effects would be minor.

Trends on lands not suited for timber production do not vary significantly by Alternative. Without active management, lodgepole and mixed-conifer stands will tend to develop towards their climax communities. Existing spruce-fir and Douglas-fir stands will continue to develop old-growth characteristics. Aspen stands will tend to convert to climax communities as conifers develop in the understory.

The next table reflects the stand age changes which are likely to occur over time from scheduled timber harvest.

**Suited Timber Acres Age Distribution**  
(in Thousand Acres)

Alt	* Decade	0 to 30 years	40 to 60 years	70 to 100 years	110 to 150 years	160 years and older
A	1	47.2	-	30.8	-	417.9
	5	78.2	88.4	-	30.8	298.5
	15	52.9	61.9	133.8	93.7	153.8
B	1	47.2	-	30.1	-	402.6
	5	66.5	72.8	-	30.1	310.6
	15	64.1	51.7	101.9	68.3	12.1
C	1	46.3	-	27.6	-	274.3
	5	20.0	55.5	-	27.6	245.1
	15	45.8	56.8	68.5	51.5	125.6
D	1	10.9	-	1.2	-	21.6
	5	0.8	11.0	-	1.2	20.8
	15	4.0	4.5	4.9	10.4	9.8
E	1	45.2	-	17.7	-	213.7
	5	18.9	51.0	-	17.7	188.9
	15	32.8	27.5	48.1	45.7	122.4
F	1	44.9	-	18.1	-	216.4
	5	15.3	50.0	-	18.1	196.1
	15	28.3	28.4	46.2	49.7	126.8

\*It should be noted that figures for decades 5 and 15 are projections and not part of the plan.

**Apply performance standards or stipulations in mineral plans, permits, and leases for the protection of other resource values** - A full range of oil and gas stipulations have been applied in all Alternatives, including stipulations unique to this Forest and certain sites. For example, the Fremont Lake, Jackson Hole, Grizzly Bear No-Surface-Occupancy, and Jackson Elk Herd stipulations are unique to the Bridger-Teton National Forest and provide protection for the unique resources found on the Bridger-Teton. (Some, such as Grizzly Bear stipulations, may be considered by other Forests in their Plan amendments or revisions).

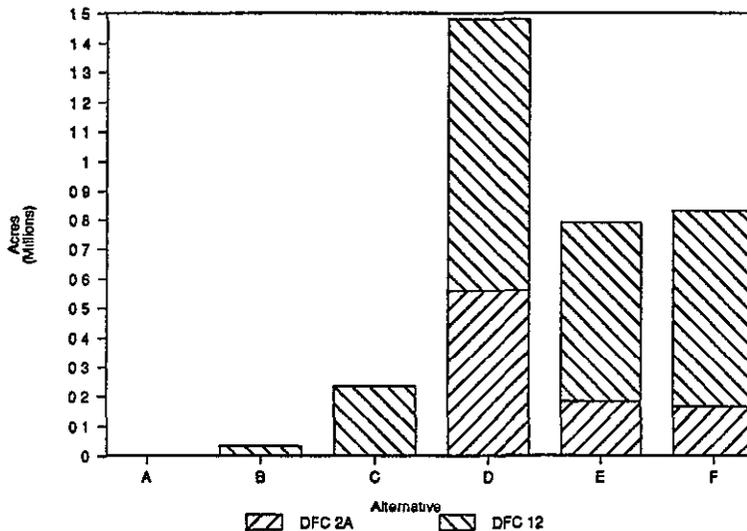
No sharp differences exist between Alternatives in addressing this concern because stipulations were applied in patterns appropriate to each Alternative's management emphasis and mitigation needs identified by the Interdisciplinary Team.

**Prevent human overcrowding in Wildernesses that lead to a loss of wilderness values; provide alternate recreation locations when a wilderness setting is not key to a visitor's experience -** Although the total Wilderness acreage is large on the Forest, much of the recreation use is concentrated. Physical impacts and crowding have resulted. Alternatives which provides the most acreage in primitive and semiprimitive settings (primarily in DFCs 2A and 12) outside of Wilderness best address this concern. Ranked by their ability to address this concern are Alternatives D, F, E, C, B, and A.



The next table shows the acreage in DFCs 2A and 2B by Alternative, while the following one shows the percentage of acres that are in the Recreation Opportunity Spectrum (ROS) classifications.

**Total Acreage of DFCs 2A and 12 By Alternative  
(Displayed in thousands of acres)**

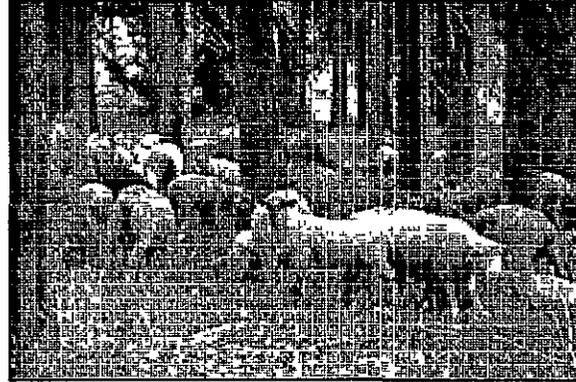
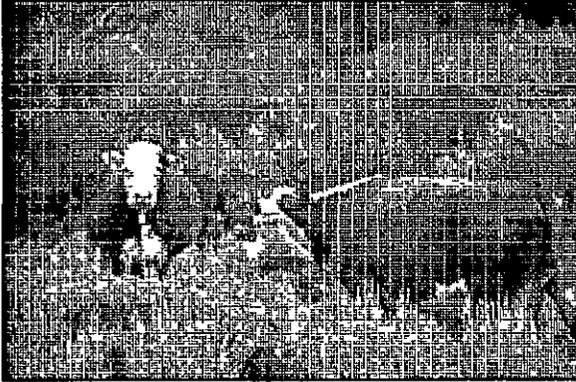


**Percent of Acres by ROS Classifications**

Alternative	Primitive		Semi-Prim. Non-Motor.		Semi-Prim. Motorized		Roaded Natural	
	Dec 1*	Dec 5	Dec 1	Dec 5	Dec 1	Dec 5	Dec 1	Dec 5
A	15%	10%	10%	8%	6%	5%	23%	31%
B	15%	10%	10%	9%	6%	5%	23%	30%
C	16%	14%	11%	9%	7%	6%	20%	25%
D	18%	18%	11%	11%	6%	6%	19%	19%
E	15%	12%	11%	10%	7%	6%	21%	26%
F	15%	12%	11%	10%	7%	7%	23%	27%

\*refers to "decade", a ten year period. Decade 1 refers to the first ten years after the plan is implemented; Decade 5 is a projection for years 50 through 60. This table does not include classified Wilderness or Wilderness Study Area. Acreage in those categories remains unchanged by Alternative.

**Retain or improve forage and overall range conditions** - No sharp differences exist between Alternatives. Each Alternative addresses this concern to nearly the same degree. In all cases (Alternatives) improved range management practices are necessary to achieve planned levels of outputs (AUMs).



### **Conclusions from Evaluating Alternatives Based on the 9 Key Concerns**

- Three key concerns were ineffective in showing sharp differences among Alternatives. These concerns involved biologic diversity, mineral stipulations, and forage and range conditions. An analysis of response to another concern, the one about roads closed, reflected the differences of the concern for timber volumes and is dropped because too similar conclusions add little to Alternative comparisons.

Five concerns were effective in showing sharp differences among Alternatives. Alternatives A and B were better than Alternatives E, F, or D in meeting the concern for timber volumes and costs. Alternatives E and F provided the most acres of secure elk habitat on the Teton division of the Forest, followed closely by Alternative D. Fish and game populations are best supported by Alternative D, followed closely by Alternatives F and E. Alternative D also leads in supplying dispersed recreation opportunities, followed by Alternatives F and E. Alternative D also shows the greatest potential for reducing effects of overcrowding in Wilderness.

Alternatives E and F are quite similar in their ability to address the 9 key concerns.

Alternatives A, B, and C did not address the 6 concerns adequately. Alternatives E and F were most effective in addressing 1 of the 5 concerns, and followed Alternative D closely in response to 2 others. Alternative D was most effective in addressing 3 of the 5 concerns, and followed F and E closely in response to one concern.

Alternative D does the best job of addressing the key concerns, followed by Alternatives E, F, C, A, and B.

### **Environmental Preference**

**Environmental Preference**<sup>41</sup> - An "environmentally preferable alternative" meets certain criteria: it causes the least effect on the biological and physical environment and it protects, preserves, and enhances historic, cultural, and natural resources. The more an Alternative affects these resources, the less

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<sup>41</sup> 40 CFR 1505.2 (b)

environmentally preferred it is. Social and economic factors are not considered in this determination but enhancement of renewable resources through management is a consideration.

All alternatives, including the "Management" Preferred Alternative, meet applicable laws and regulations and are environmentally acceptable. However, environmental effects of Alternatives vary.

Each Alternative was evaluated and ranked:

Rank	Alternatives
1	D - Dispersed Recreation & Wildlife
2	E - Issues Consideration
3	F - "Management" Preferred Alternative
4	C - Current Management
5	B - RPA
6	A - Maximum Productivity

Two Alternatives (D - Dispersed Recreation and Wildlife, and E - Issues Consideration) are slightly more environmentally preferable than Alternative F-"Management" Preferred Alternative.

Alternative D would have the least effect on the biological and physical environment. Alternative D allows for minimal amounts of logging and road building, and it provides for the greatest restrictions on energy leasing, exploration, and development.

Alternative E would have effects on the biological and physical environment very similar to those of Alternative F, the "Management" Preferred Alternative. However, Alternative E retains greater amounts of land in Desired Future Condition 2A, or unroaded, condition and the roads that are estimated to be built under E represent less risk to soil and water values.

**Conclusions Based on Environmental Preference** - Alternative D, the Dispersed Recreation and Wildlife Alternative, is determined to be the environmentally preferred alternative. The following table displays comparable average annual opportunity levels of Alternative D with the approved Alternative F. FEIS Chapter 2 provides complete comparison figures.<sup>42</sup>

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<sup>42</sup> FEIS, pp. 58-62, 68-73

**Comparison of Estimated First-Decade Opportunities for the  
Environmentally Preferred Alternative (D) and the  
Management Preferred Alternative (F)**

Opportunity	Unit of Measure	Environmentally Preferred Alternative (D)	Management Preferred Alternative (F)
- Road Construction	Miles	0	102
- Allowable Timber Sale Quantity	MMBF	3	117
- Enhancement of Cultural Resources <sup>43</sup>	Rank	1	3

**Economic  
Efficiency**

**Economic Efficiency or Present Net Value** - In approving the Bridger-Teton Plan, present net value (PNV) is used to compare Alternatives for economic efficiency. PNV is the difference between discounted benefits and discounted costs<sup>44</sup>.

Just as environmental preference provides information about the social and political background to the decision, so PNV provides an important view of the social, the political, and particularly the economic context.

PNV's for Alternatives A, B, C, E, and F are statistically similar enough that sharp economic differences among the five Alternatives cannot be shown.

Only Alternative D at about 80 percent of the average value shows a significantly lower PNV.

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<sup>43</sup> Ranked on a scale of one to seven in which one is the best. Ranking considers the following factors:

- a. Acres inventoried for cultural resource emphasis;
- b. Number of sites evaluated for nomination;
- c. Number of sites nominated for inclusion in the Federal Register;
- d. Number of sites actively protected and managed;
- e. Number of sites interpreted and/or enhanced.

<sup>44</sup> In calculated PNV, a dollar value is assigned to the outputs. Some of these output values, such as timber, are determined by the marketplace and produce a revenue (market). Other resource outputs, such as recreation, are assigned values derived from research and generally do not produce revenue (nonmarket). Values were not assigned to resources such as wildlife habitat and visual quality.

Alternatives arranged in order of decreasing PNV are:

**Alternatives Ranked by Decreasing PNV  
for the 50-Year Planning Horizon**

Rank	Alternatives	PNV (Millions of 1982 \$s)
1	B - Resources Planning Act	901
2	A - Maximum Productivity	889
3	C - Current Management	878
4	F - "Management" Preferred Alternative	830
5	E - Issues Consideration	825
6	D - Dispersed Recreation & Wildlife	685

Yet, as might be expected by the differences in management philosophy inherent in each Alternative, some **benefit and cost** values contributing to the PNV calculation show significant variation. Significant variations are attributable to timber<sup>45</sup>, water, roads, wildlife, and fish benefits and costs. Too little variation exists by Alternative for recreation, Wilderness, forage, and minerals benefits and costs to explain differences in PNV. At two-thirds of the PNV total,

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<sup>45</sup> Net dollar values (income minus cost) for the timber management program are positive for all Alternatives:

Alternative A -- \$1.125 million  
Alternative B -- \$2.979 million  
Alternative C -- \$0.456 million  
Alternative D -- \$0.010 million  
Alternative E -- \$0.276 million  
Alternative F -- \$0.304 million

These figures are calculated from FEIS Appendix B, pages 162-172.

energy exploration and development values overshadow all other variables and tend to determine each Alternative's PNV<sup>46</sup>.

**Conclusions Based on Economic Efficiency** - PNV calculations for Alternatives A, B, C, E, and F are too similar to display sharp differences. They each represent equally efficient approaches to Forest management. Alternative D is the least economically efficient management approach.

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Present Value of Benefits (Millions of 1982 \$s)	Alternatives					
	A	B	C	D	E	F
Timber/Water	121	91	33	1	29	27
Wildlife/Fish	98	101	103	133	114	113

Present Value of Costs (Millions of 1988 \$s)	Alternatives					
	A	B	C	D	E	F
Timber/Water	71	44	15	.6	14	13
Roads	27	20	9	.2	9	11
Wildlife/Fish	8	13	13	18	18	20

Recreation and Wilderness, Forage, and Minerals benefits and costs are not displayed, FEIS Appendix B makes a full display.

Minerals are not shown because they contribute about two-thirds of the PNV total, overshadowing all other PNV variables and tending to determine the total PNV value. Little variation occurs among Alternatives in Recreation and Wilderness values or in Forage values. Designated Wilderness values tend to dominate overall recreation values and show little change by Alternative because the values are based upon acreages. For the differences that do occur, change in one recreation component is met by nearly equal change elsewhere. For example, Alternative D calls for a lessening of total recreation occupancy in designated Wilderness but increases alternate recreation opportunities elsewhere on the Forest. Livestock grazing values show little difference among Alternatives because numbers of animals allowed and acres allotted to livestock grazing show little variation.

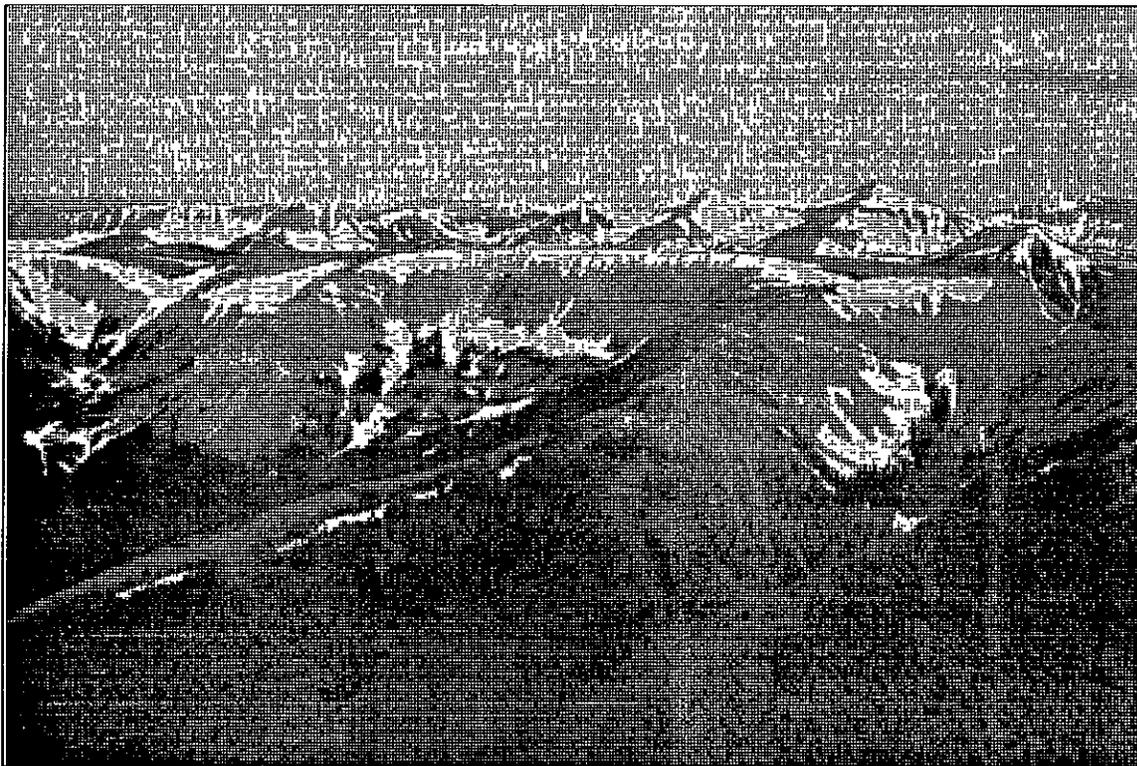
## **Rationale for Approving Alternative F**

Alternative F represents the best design for accommodating people's competing desires for Forest resources and for minimizing conflicts between Forest uses and users. Following Alternative E, Alternative F is second best at meeting the 9 key concerns. Alternative F is among the group of 5 economically efficient Alternatives. When considering all four items used to evaluate net public benefit, Alternative F performed best and is the approved Alternative.

Alternatives A, B, and C were not selected because they did not accommodate many people's competing desires for future conditions of the Forest. Conflicts were intensified by some of these Alternatives. They did not address the 9 key concerns well and were not among the environmentally preferred Alternatives.

Alternative D also was not selected because it intensified conflicts among Forest users. Also, it was not economically efficient.

Alternative E was the basis for developing Alternative F and performed quite similarly. However, it did not accommodate people's desires for the Forest as well as Alternative F. Since Alternative F was developed as an improved version of Alternative E, it follows that Alternative F would rank higher in most evaluation categories.



## **ESSENTIAL CONSIDERATIONS OF NATIONAL POLICY**

Congress' emphasis on energy minerals<sup>47</sup> on the National Forests played an essential role in the procedure used and actual assignment of areas to Desired Future Conditions and Management Area Prescriptions that allowed leasing, exploration, and development in all Alternatives. While various Prescriptions, Standards, and Guidelines protect other resources from surface effects of energy exploration and development, more than 90% of land areas outside Congressionally designated Wilderness and Wilderness Study Areas have been determined suitable for energy exploration and development in Alternative F.

The need to protect fisheries, water quality, and riparian and wetland areas<sup>48</sup> also played an important role in determining Management Direction in the Plan. Cooperation of the Denver Office of the Environmental Protection Agency was essential to achieving quality in this area. Such considerations did not affect the approval of Alternative F but rather constituted the basis for environmental protection measures employed in all Alternatives.

## **COMPATIBILITY WITH OTHER AGENCY AND TRIBAL GOALS**

Goals of other public agencies and Indian Tribes which could be affected by National Forest management were considered in the planning process and used to develop alternatives in the DEIS. Alternatives presented in the FEIS considered these goals plus agency and Indian Tribe comments on the Draft documents<sup>49</sup>.

County Commissioners and local school officials were contacted during the planning process. Most of their concerns centered on economic impacts of timber harvest, energy mineral exploration and development, and outdoor recreation, especially effects on jobs and the payments to counties.

In response, Plan Objectives call for annual offer of an average Allowable Sale Quantity of about 12 million board feet of green sawlogs as well as offers of dead material for firewood and other uses. The Plan also allows for oil and gas leasing, exploration, and development on about 1.9 million acres of land outside Congressionally designated Wildernesses and other withdrawn areas. The Plan

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<sup>47</sup> Mineral Leasing Act (1920), Mining and Minerals Policy Act of 1970, Energy Security Act (1980), National Materials and Mineral Policy, Research, and Development Act of 1980, Federal On-Shore Oil and Gas Leasing Reform Act (1987)

<sup>48</sup> Federal Water Pollution Control Act Amendments of 1972

<sup>49</sup> FEIS, Affects - pp. 555-560, Comments - pp. 567-794

places strong emphasis on recreation as an attractant to the area contributing to the local economy. These Objectives provide opportunities for maintaining adequate harvest levels, employment and payments.

Plan contents are also sensitive to guidelines and information prepared by the Greater Yellowstone Coordinating Committee. Overall, the Plan is consistent with the draft "Vision" document prepared by the Committee. When the Vision document is final, the Plan may need to be reviewed for consistency.

During the 45-day review period, several meetings were held with other agencies, interests, and user groups. For instance, support for the Plan was indicated by the comment committee acting for the Sublette County Commissioners after a December 1989 meeting. Need to clarify and add to Plan direction was indicated by Grand Teton National Park officials. Clarifications and changes are indicated in cover letter enclosures and Record Attachments to accommodate their needs. Governor Sullivan wrote in support of the Plan as beneficial to Wyoming.

Overall, Alternative F, including the changes indicated in the Attachments, more nearly accommodates goals and concerns of other public agencies and Indian Tribes better than the proposed Plan or other alternatives in the FEIS.

## MITIGATION

Given that the Plan is programmatic in nature, Prescriptions, Standards, and Guidelines described in this Plan are considered the full range of practicable means to avoid or minimize environmental harm<sup>50</sup>. Additional mitigation requirements will be a part of site-specific decisions made during Plan implementation<sup>51</sup>. Mitigation may also result from monitoring and evaluation that may cause changes in field practices or Management Direction.

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<sup>50</sup> 40 CFR 1505.2(c)

<sup>51</sup> Plan, pp. 121-319

# IMPLEMENTATION

**Implementation Process** The decision to approve the Plan authorizes the Forest Supervisor to implement and proceed with site-specific and project-level decisionmaking<sup>52</sup>.

**NEPA Compliance** During implementation, specific projects and activities will be examined in light of the Plan's direction and with appropriate public involvement. These analyses may result in Environmental Assessments<sup>53</sup>, Environmental Impact Statements<sup>54</sup> or categorical exclusion<sup>55</sup>s. "Appropriate public involvement" includes notice to all potentially affected interests of a categorical exclusion and decision memo. If decisions displayed in these documents are inconsistent with Plan direction, an amendment or revision of the Plan<sup>56</sup> will be required. Documentation will be tiered to the Plan FEIS<sup>57</sup>.

Changing needs and opportunities, Congressional land designations, catastrophic events, or major new management or production technologies may occur. If such influences significantly change the content or Management Direction of the Plan, it will be amended or revised using NEPA procedures.

**Timing** The Plan will become effective 30 days after the Notice of Availability of the Record appears in the Federal Register. Time needed to bring activities into compliance with the Plan will vary depending on the type of project or activity..

**Compliance** Once adopted, the Plan replaces or supersedes previous resource management plans prepared for the Forest, subject to existing mineral rights, contracts, and specific authorities for special area planning, such as those related to Wilderness, National Recreation Areas, Wild and Scenic Rivers, and National Trails<sup>58</sup> as may be enacted by Congress.

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<sup>52</sup> 36 CFR 219.10(c)(1) and 219.10(e)

<sup>53</sup> 40 CFR 1508.9

<sup>54</sup> 40 CFR 1508.11

<sup>55</sup> 40 CFR 1508.4

<sup>56</sup> 36 CFR 219.10 (f) and (g)

<sup>57</sup> 40 CFR 1508.28

<sup>58</sup> Forest and Rangeland Renewable Resources Planning Act of 1974, 16 USC 1601 (Note) and 1600-1614; 36 CFR 219.2

Existing uses, permits, and contracts will be brought into compliance<sup>59</sup> with the Plan as opportunities to do so are identified. Every attempt will be made to respect the privileges of the permit, lease, or contract holder. Voluntary compliance will be sought first and Forest Service-required compliance imposed as a last resort. Additional requirements or stipulations would be added to achieve compliance when they are necessary and reasonable.

The Forest Supervisor will assure that: (1) annual program proposals and projects are consistent with the Plan, (2) program budget proposals and objectives are consistent with Management Direction specified in the Plan, and (3) implementation is in compliance with the Intermountain Region Guide and applicable Goals and Objectives<sup>60</sup> (4) monitoring takes place to assure compliance.

All Activities and Opportunities in Plan Appendix A can be accomplished from a physical, biological, economic, and legal perspective. Yet, it is not certain all will be accomplished. Plan implementation work and project-level decisions will reveal whether accomplishment is possible or not.

## **Estimated Plan Outputs**

Opportunities are expectations, projections, or possible targets. For example, the allowable sale quantity (ASQ) of 117 million board feet of green sawlogs is the maximum regulated volume of timber that can be sold over the 10-year planning period. The same ASQ will be in effect for the first 5 years of the second decade if the Plan is not amended or revised. The ASQ is not necessarily the volume that will be actually offered or sold, but it is an expectation..

In the preparation of budgets, the Forest will use the Plan budget<sup>61</sup> as the basis for determining balance. In particular, "base" budgets will be developed with each resource funded in proportion to the Plan budget.

## **Budgeting**

Equally important considerations in the budgeting process are program integrity and the accomplishment of Plan Goals and Objectives. In budget increments above the base, the needs to maintain program integrity, particularly for smaller programs, and the accomplishment of Goals and Objectives will cause budget patterns not proportional to the Plan budget in many cases.

All activities, many of which are interdependent, may be affected by funding levels provided by Congress. The Plan is implemented by way of various site-specific projects, such as building a road, developing a campground, or sale of timber. If funding is changed in any given year, projects scheduled for that year may have to be rescheduled. Funding changes which are significant over

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<sup>59</sup> NFMA, 16 USC 1600 (Note), Sec. 6 (i)

<sup>60</sup> 36 CFR 219.10 (e), 36 CFR 219.11, and 36 CFR 219.27

<sup>61</sup> FEIS, Appendix B, pp. 171-2

a period of several years and which would affect accomplishment of Goals and Objectives could require amendment of the Plan.

## **APPEAL**

This decision may be appealed in accordance with Secretary of Agriculture appeal regulations 36 CFR 217. Appellants must file written notice of appeal within 90 days of Notice of Availability for this Record of Decision publication in the Federal Register. Appeals must be filed with the Reviewing Officer:

Chief, USDA Forest Service  
P.O. 96090  
Washington, DC 20090-6090

A copy must be simultaneously sent to the Deciding Officer:

Regional Forester, Intermountain Region  
USDA Forest Service  
324 25th Street  
Ogden, UT 84401

Notice of Appeal must include sufficient narrative evidence and argument to show why this decision should be changed or reversed. Request to stay approval of Plan will not be granted.

Anyone who is concerned about the Plan, or decisions contained therein, is encouraged to first see if concerns or misunderstandings may be clarified or resolved with the Forest Supervisor in Jackson, Wyoming (Phone 307-733-2752) before submitting an appeal.

# ATTACHMENT ONE

## CHANGES TO PLAN CONTENT

Some changes constitute changes in mitigation procedures and a narrative is presented to describe the effects. Sometimes a narrative is provided to explain why the change was made even though there is no expected effect. Changes without narratives are those without expected effect.

**Plan, page 66, DELETE** from second sentence,

"to nominate for historic preservation",

and **REPLACE IT** with

"for nomination to the National Register of Historic Places".

**Plan, page 120, ADD** to Objective 4.6(a)

"...and corridors for Wild, Scenic, and Recreation rivers."

**Plan, page 123, DELETE** from "Sensitive Travel Route Standard"

"The Management Area narratives at the end of this chapter contain identifications of visually sensitive routes."

There is no effect from this change. Some Management Areas have this direction, but the sentence is not needed and is therefore dropped. Please see the "Scenic Byway Standard" change in this section for further Forest-wide visual quality direction.

**Plan, page 123, ADD** to: (1) "Land and Resource Management Objectives substantially supported by Bridger-Teton National Forest-wide Standards and Guidelines for visual quality: 2.2(a-d) and 4.1(b)" (2) and Forest-wide Standards and Guidelines for Visual Quality:

4.2(d), 4.4(b), and

**Scenic Byway and Wild and Scenic Rivers Visual Standard** - A sensitive travel corridor, a designated Scenic Byway, exists along U.S. Routes 26, 89, 189, 191, and 287 from Pinedale to Dubois, WY through the Bridger-Teton and Shoshone National Forests and Grand Teton National Park. For areas adjacent to the Scenic Byway and within the foreground of potential Wild and Scenic Rivers, Visual Quality Objectives of Retention in the foreground and Retention or Partial Retention in the middle ground<sup>47</sup> will be met,

respectively.

Note: This change responds to the documented needs of Grand-Teton National Park and the requirements of the Scenic Byway Standard in the Plan. The effect of this mitigation is to restrict potential timber harvest methods, lease stipulations, and recreational developments. Thereby, total returns to the Treasury may be reduced from activities in the three Management Areas.

**Plan page 138, ADD to the Easement Standard:**

"Easements will be sought to protect or enhance cultural resources".

**Plan, page 138, under "Utilities" section, ADD:**

**Utility Corridor Rights-of-Way Guideline** - When new corridors are designed and existing corridors reevaluated, features that allow Off-Highway-Vehicle use in the rights-of-way, including use by snowmobiles, should be considered. The features considered should include wider corridors and connections to adjacent cleared areas.

**Plan, page 141, ADD:**

**Historic Trail Standard** - Historic trails will be evaluated for historic significance and protected, maintained, or interpreted in accordance with the National Historic Preservation Act.

**Plan, page 142, ADD:**

**Wild and Scenic Rivers System Standard** - River segments, and a corridor of at least 1/4 mile on either side, that have been determined eligible for inclusion in the Wild and Scenic Rivers system will be managed to protect or enhance their outstanding values.

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<sup>47</sup> FEIS, Chapter 7, Glossary - "Retention (VQO) - Visual Quality Objective which requires that management activities are not evident." "Foreground (Visual distance zone) - that part of a scene landscape, etc., which is nearest to the viewer, and in which detail is evident, usually one-quarter to one-half mile from the observer." "Partial retention (VQO) - Visual Quality Objective which requires that management activities remain visually subordinate within landscape setting." "Middleground (Visual distance zone) - That part of a scene or landscape which hits between the foreground and background zone." "Background (Visual distance zone) - That part of a scene, landscape, etc., which is furthest from the viewer, usually three miles to infinity from the viewer." Plan, pages 10-11, Visual Quality Definitions in more detail. For further information, please see Forest Service Manual Chapter 2380 and "The Visual Management System" from chapter 1, volume 2 of Agriculture Handbook 462, printed in 1974.

**Plan, page 142, ADD:**

**Visual Quality Standard:** During the next five years, river segments found eligible for potential Wild, Scenic, or Recreation status will be studied. During this period, management activities will be designed to meet the following VQOs:

Potential	Foreground (up to 1/2 mi)	Middleground (1/2 - 3 mi)	Background (more than 3 mi)
Wild	P	P/R*	R
Scenic	R	R/PR*	PR
Recreation	R	R/PR*	PR

**Plan, pages 157 and 238, CHANGE:**

"Created Opening Dispersion Guideline" and "should be"

to

"Created Opening Dispersion Standard" and "will be".

This is done to match the assumptions used in the FORPLAN analysis and to correlate future management with the understandings of Interdisciplinary Team members when environmental consequences were described for the FEIS. The effect of this change is to possibly restrict timber operations in some locations where adherence to the Guideline might have been rejected during project planning. No particular effects on returns to the Treasury or other resources can be estimated because actual rates of conformance to Guidelines have not been determined with implementation monitoring.

**Plan, page 158, ADD to the "Fuels Standard":**

First sentence, "Natural fuels, in areas of high resource values, and...", and

A second sentence, "Around buildings and facilities, natural fuels will be reduced or otherwise treated so potential fireline intensities will not exceed 100 BTU per second per foot on 90 percent of the days during the regular season.

**Plan, page 163, ADD to "Minerals Prescription...except for existing leases"**

"as of the date of the Record of Decision".

**Plan, page 174, ADD to the Wild and Scenic Rivers Prescription:**

**Wild and Scenic Rivers Management Standard** - Resource development which would diminish the free-flowing characteristics, water quality, and scenic, recreational, fish and wildlife, or other values of eligible segments will be prohibited.

**Plan, page 261, ADD to Management Area 45 Standards and Guidelines:**

**Transportation System Connection Standard** - no connection between the existing Moccasin Basin Road and the Gros Ventre Road will be permitted if a transportation system is developed in MA 45."

This Standard is established to prevent transportation flows through the MA that are deleterious to elk and other wildlife habitat. The effect will be to reduce roading options within MA 45, but significant loss of opportunities or increased costs are not anticipated.

**Plan, pages 263, 265, and 269, ADD to Management Area Standards and Guidelines for Management Areas 43, 61, and 62:**

**Grand Teton National Park Visual Quality Standard - A Visual Quality Objective of Retention in the foreground and Retention or Partial Retention in the middle ground will be met for all areas visible to visitors to the Signal Mountain Overlook, and to boaters on the Snake River and motorists along roads within Grand Teton National Park.**

**Note:** This change responds to the documented needs of Grand-Teton National Park. The effect of this mitigation is to restrict potential timber harvest methods, lease stipulations, and recreational developments. Thereby, total returns to the Treasury may be reduced from activities in the three Management Areas.

**Plan, pages 267 and 287, CHANGE:**

The "Union Pass Road Standard" text,

to

**Union Pass Road Standard - Until a new alignment is chosen and developed, the present alignment will be used. Based on road surface conditions, sight distances, and turning limits, traffic will be restricted along the 4.3 mile link between the Union Pass Road and the Green River Road to a vehicle length of 40 feet. Closure of the link to vehicles exceeding 25,000 pounds will be employed year round to mitigate unacceptable effects to the road surface and prevent stream sedimentation. Exceptions will be granted under special-use permit for passage of occasional larger and heavier vehicles when acceptable safety measures are employed and the road surface will allow passage.**

The present standard of the road will not be upgraded. Maintenance will be performed to maintain the current standard and mitigate unacceptable environmental effects. Spot stabilization of the roadbed and improvement of drainage may be necessary to reduce erosion and sedimentation to acceptable levels. For further information, please see Forest-wide Standards and Guidelines for Soil, Water and Air, Riparian Areas, Wetlands and Floodplains, and Wildlife and Fish.

Desired Future Conditions for National Forest System lands in Management Area 71 [and 72] supports the need for a single-access road built to a Traffic Service Level B or C. Needs, location, standards, and jurisdiction of a new facility has been determined jointly with the State of Wyoming and the Council of County Governments in the 1989 Union Pass Road Study, prepared by David Ohde and Associates. Construction or reconstruction will provide an opportunity for closure of adjacent roads in the area. Closure of adjacent roads will be made to retain the prescribed open-road density for the area. Size or weight restrictions will meet State of Wyoming limits. A project Environmental Impact Statement will be prepared based on Plan direction and the Record of Decision.

**Plan, page 287, ADD a second sentence to: (1) the "River Qualities Standard" and a phrase to (2) the "Kendall Warm Springs Withdrawal Standard":**

"Unless such values are threatened by these limits, the width of the DFC 3 area will be 100 yards from the mean high water level of the Green River to the boundary of the DFC 10 area to the West."  
and

"and mineral leasing".

**Plan Appendix B, page 9, and FEIS Appendix D, page 9, CHANGE:**

"Application of the Timing-Limitation Stipulation for the Protection of the Jackson Elk Herd and its Crucial Winter Range" and "this stipulation does not apply to operation and maintenance of production facilities:"

to

"Application of the Special-Administration Stipulation for the Protection of the Jackson Elk Herd and its Crucial Winter Range" and "this stipulation does apply to operation and maintenance of carefully planned production facilities, except that access to and production from these facilities will be allowed year round. Such activities as drilling, construction, and routine work-over of wells will not be allowed year round:"

This is done to make the stipulation consistent with **Uniform Format for Oil and Gas Leasing Stipulations** direction of March 1989 and to make the statement on production facilities consistent with the text of the stipulation. No change in the impact of the stipulation can be anticipated.

# ATTACHMENT TWO

## ERRATA

**Plan, p. 14,** "Historical Places" should read "National Register of Historic Places".

**Plan, p. 49,** "National Historic Landmarks" should read "National Historic Places".

**Plan, p. 60,** second paragraph, "National Historic Landmarks" should read "National Historic Places".

**Plan, p. 147,** "Recreation Opportunity Spectrum Matrix", under Desired Future Condition 2A, an "X" should be placed at "Primitive" and "Semi-primitive Non-motorized" Predominate ROS categories. "Visual Quality Objectives Matrix" should not have an "X" for DFCs 2A, 9A, or 12 in the "Modification" class category, and DFCs 9B and 10 should have an "X" in the "Modification" class category.

**FEIS, p. 86,** "Figure 2-4", the figure is wrong, reference instead "Acres in DFC 2A, 10, and 12 in the Teton Division" found on page 12 of the FEIS Summary.

**FEIS, p. 107,** "Alternatives ranked in descending order of total acres affected by harvest over the planning period are A, B, F, C, E, and D", Alternative E should precede F in the order.

**FEIS, p. 142,** Native Cutthroat Trout genus is "Oncorhynchus" not "Salmodarki" and the Rainbow Trout genus is "Oncorhynchus mykiss" not "Salmogairdneri".

**FEIS, p. 143,** under "Fish-Supply", line 3, "Present estimated WFUDs" is actually "226,000" not "905,000". Line 8, ".. high as \$8,265,000" not "\$33,000,000".

**FEIS, page 166,** "Colbynd" is "Colby".

**FEIS, page 169,** in the "Inventory" section, second paragraph, "total acres" is "18,688" not "75,066".

**FEIS, page 448,** "Alternative D" under "MA 44", "DFC 2A" is actually "DFC 2B" as indicated on the Alternative D Map accompanying the FEIS.

**FEIS, Appendix F,** the contents were wrong. The following are the correct materials:

## WILD AND SCENIC RIVERS ELIGIBILITY ASSESSMENT

An assessment as to eligibility for inclusion in the Wild and Scenic Rivers program is required for free-flowing rivers on the Forest by Public Law 90-542 Section 5(d) which states, "In all planning for the use and development of water and related land resources consideration shall be given by all Federal agencies involved to potential wild, scenic, and recreational rivers areas..."

Initial identification of these rivers was completed by the Heritage Conservation and Resource Service in the 1982 National Rivers Inventory (NRI). The forest has identified additional river segments that were not included in the NRI, but which are eligible as Wild, Scenic, or Recreation Rivers.

The following table displays criteria and determination of classification potential for rivers evaluated during the Forest Planning process. The criteria used Table F-1 are defined in detail in the "Guidelines for Evaluating Wild, Scenic, and Recreation River Areas Proposed for Inclusion in the National Wild and Scenic Rivers System" under Section 2, PL 90-542.

**Table F-1  
Wild And Scenic Rivers Attributes**

River or Stream	Attribute
Green River	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 57 miles including tributaries: 30 miles within the National Forest on the Green River (10 in Bridger Wilderness); 12 miles on Roaring Fork (7 in Bridger Wilderness); 15 on Tosi Creek.</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - This river has significant historic identity; outstanding scenic values, unique wildlife habitat values, and offers a unique recreation opportunity. Tosi Creek noted for geologic values, Roaring Fork has outstanding values for wilderness and primitive recreation.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. The qualification potential likely extends past the National Forest boundary.</p>
Gros Ventre River	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 49 miles.</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding geologic, scenic, recreation, wildlife and historic values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>

River or Stream	Attribute
Greys and Little Greys River	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 74 miles within the National Forest.</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding scenic, recreation, and wildlife values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>
Buffalo Fork	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 72 miles within the National Forest (53 within Teton Wilderness).</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding scenic, wilderness, recreation, and wildlife values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. This stream extends into Grand Teton National Park. Intensive future study should consider downstream potential as well.</p>
Yellowstone River Thorofare Creek	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 53 miles within the National Forest boundary (all within Teton Wilderness).</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding scenic, recreation, and wildlife values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. The stream and its designation potential extend into Yellowstone National Park. Intensive future study should consider this portion as well.</p>

River or Stream	Attribute
Upper Snake River	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 10 miles within the National Forest (all within Teton Wilderness).</p> <p><b>Water Volume</b> - There is sufficient volume to permit enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding scenic, wilderness, recreation, and wildlife values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. This stream flows into Yellowstone National Park, the Rockefeller Memorial Parkway, and Grand Teton National Park. Intensive future study should consider downstream potential as well.</p>
Swift Creek	<p><b>Free-Flowing Natural</b> - Two impoundments exist in the watershed. One is a historic powerhouse and dam.</p> <p><b>Length</b> - 10 miles within the National Forest.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers in the system.</p> <p><b>Outstandingly Remarkable Values</b> - This river has significant historic identity; outstanding scenic values, unique geologic interest, and offers significant opportunities for recreation. It includes Periodic Spring, thought to be the world's largest cold water geyser.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>
Sweetwater River	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 10 miles within the National Forest (3 outside wilderness, 7 within Bridger Wilderness).</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers in the system.</p> <p><b>Outstandingly Remarkable Values</b> - Has high scenic, recreation, and wilderness values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. This segment is the source of a river segment of 89 miles that is included in the NRI, most of which is on public lands administered by the BLM.</p>

River or Stream	Attribute
Hoback River and Granite Creek	<p><b>Free-Flowing Natural</b> - No impoundments or other unnatural alterations of significant nature to disqualify.</p> <p><b>Length</b> - 47 miles in the National Forest, excluding private ownership.</p> <p><b>Water Volume</b> - There is sufficient volume to permit full enjoyment of water-related outdoor recreation activities generally associated with comparable rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Has outstanding scenic, geologic, wilderness, recreation, historic, and wildlife values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>
Big Sandy Creek	<p><b>Free-Flowing Natural</b> - The portion within National Forest boundary is free-flowing.</p> <p><b>Length</b> - 15 miles within the National Forest. Upper 8 miles in the Bridger Wilderness.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers in the system and other qualifying rivers.</p> <p><b>Outstandingly Remarkable Values</b> - This segment has high scenic and wilderness values, recreation opportunities.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>
Boulder Creek	<p><b>Free-Flowing Natural</b> - Free-flowing.</p> <p><b>Length</b> - 16 miles within the National Forest, all within wilderness.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system.</p> <p><b>Outstandingly Remarkable Values</b> - This segment is considered typical of the creeks in the Bridger Wilderness, with high scenic, recreation, and wilderness values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>

River or Stream	Attribute
Fontenelle Creek	<p><b>Free-Flowing Natural</b> - Free-flowing for the portion within the National Forest.</p> <p><b>Length</b> - 15 miles within the National Forest.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system.</p> <p><b>Outstandingly Remarkable Values</b> - This stream has high scenic, wildlife, and recreation values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation. This segment should be considered with downstream segments administered by BLM.</p>
Hams Fork Creek	<p><b>Free-Flowing Natural</b> - Free-flowing for the portion within the National Forest.</p> <p><b>Length</b> - 15 miles within the National Forest.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system.</p> <p><b>Outstandingly Remarkable Values</b> - Stream has significant recreation and scenic values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>
New Fork River	<p><b>Free-Flowing Natural</b> - Free-flowing.</p> <p><b>Length</b> - 10 miles.</p> <p><b>Water Volume</b> - Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system and other qualifying rivers.</p> <p><b>Outstandingly Remarkable Values</b> - Stream has high scenic, recreation, and wilderness values.</p> <p><b>Water Quality</b> - Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions</b> - This river qualifies and will be considered for potential designation.</p>

River or Stream	Attribute
Pine Creek	<p><b>Free-Flowing Natural - Free-flowing.</b></p> <p><b>Length - 12 miles.</b></p> <p><b>Water Volume -</b> Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system and other qualifying rivers.</p> <p><b>Outstandingly Remarkable Values -</b> Stream has high scenic, recreational, and wilderness values. Fremont Lake is a natural glacial lake on Pine Creek, with outstanding geologic values.</p> <p><b>Water Quality -</b> Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions -</b> This river qualifies and will be considered for potential designation.</p>
Pacific Creek	<p><b>Free-Flowing Natural - Free-flowing.</b></p> <p><b>Length - 25 miles, including tributaries.</b></p> <p><b>Water Volume -</b> Volume does not allow for a wide spectrum of recreation opportunities.</p> <p><b>Outstandingly Remarkable Values -</b> Has outstanding scenic, geologic, wilderness, historic, and wildlife values.</p> <p><b>Water Quality -</b> Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions -</b> This river qualifies and will be considered for potential designation.</p>
Salt River	<p><b>Free-Flowing Natural - Free-flowing.</b></p> <p><b>Length - 12 miles.</b></p> <p><b>Water Volume -</b> Volume does not allow for a wide spectrum of recreation opportunities when compared to rivers already in the system.</p> <p><b>Outstandingly Remarkable Values -</b> Stream has high scenic, recreational, and historic values.</p> <p><b>Water Quality -</b> Water quality is sufficient to allow contact recreation.</p> <p><b>Conclusions -</b> This river qualifies and will be considered for potential designation.</p>

River or Stream	Attribute
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La Barge Creek **Free-Flowing Natural** - Free-flowing for the portion within the National Forest.

**Length** - 20 miles within the National Forest.

**Water Volume** - Volume does not allow for a wide spectrum of recreation opportunities.

**Outstandingly Remarkable Values** - Stream has significant recreational and historic values.

**Water Quality** - Water quality is sufficient to allow contact recreation.

**Conclusions** - This segment qualifies and will be studied further.

**POTENTIAL FOR CLASSIFICATION**

<b>RIVER AND TRIBUTARIES</b>	<b>POTENTIAL CLASSIFICATION:</b>		
	<b>WILD (miles)</b>	<b>SCENIC</b>	<b>RECREATION</b>
Green	15 miles		15
Tosi Creek	12		3
Roaring Fork Creek	12		
Gros Ventre	15	14	20
Greys, Little Greys			74
Buffalo Fork	57	15	
Yellowstone, Thorofare	53		
Upper Snake	10		
Swift Creek			10
Sweetwater	9	1 *	
Hoback, Granite Creek	12		35
Big Sandy	7	5	
Boulder Creek	16		
LaBarge Creek			20
Fontenelle Creek	9	6	
Hams Fork	8		7
New Fork Creek	10		
Pine Creek	10		
Pacific Creek	25		
Salt	12		
<b>Total potential:</b>	<b>292</b>	<b>41</b>	<b>184</b>

\*Note: This lower mile between the potential Wild River section and the forest boundary is contiguous with downstream segment on BLM that is also eligible for Scenic River status.