

APPENDIX E

LANDS

STANDARD OPERATING PROCEDURES

Withdrawals

It is BLM policy to review all withdrawals on and classifications of public lands by October 20, 1991, and to eliminate all unnecessary withdrawals and classifications. Evaluation of the withdrawals and classifications will be made in conjunction with the land use planning process and will consider the following:

1. For what purpose were the lands withdrawn?
2. Is that purpose still being served?
3. Are the lands suitable for return to the public domain (e.g., not contaminated or "property" such as buildings).

The environmental assessment or planning process will be followed to consider alternative methods of meeting the withdrawal/classification objectives (e.g., rights-of-way, cooperative agreements).

Withdrawal/classification modifications and extensions must provide for maximum possible multiple uses, with particular emphasis upon mineral exploration and development.

Transfers

Lands disposal actions are, primarily, accomplished under sale, agricultural entry, exchange, and R&PP land laws. Miscellaneous transfers can also occur through Color of Title actions, airport conveyances, and State in lieu selections.

All disposals of public lands must be consistent with the planning requirements of FLPMA and must also be evaluated through the environmental assessment process. Public notice will be given on each disposal action and each action may be protested or appealed.

A primary consideration in all disposal actions is to provide protection for existing rights, access, and future anticipated needs. This protection is provided for through the issuance of rights-of-way to existing users or reservations to the Federal government in areas of anticipated need.

General considerations for the major types of disposal actions are discussed below.

Agricultural

Consideration for allowing the use of public lands for agricultural development generally fall into four steps. They are:

1. The lands must be identified for disposal through the land use planning process.
2. The lands must be physically suited for agricultural development (classification).
 - a. Must be desert in character (e.g., they must be irrigated to grow an agricultural crop).
 - b. Must contain a majority of Class III or better irrigable soils. Considerations made in the classifications include percentages of soil types, depth, slope, and erosion potential.
 - c. Farmable acreage must be susceptible to irrigation.
3. Post Classification (Allowance or Rejection)
 - a. An economic analysis must show a high likelihood that the lands can be farmed at a profit over a long term.
 - b. Applicant must show a legal right to appropriate water including a permit to drill a well if part of the operation.
4. Compliance
 - a. The entryman must show compliance with cultivation, fund expenditure, irrigation system development, and publication requirements, and payment of required fees to obtain patent to the land.

Under Carey Act development, the Bureau's primary concerns are retention vs. disposal determination and physical suitability of the land. Application processing and feasibility study evaluations are the responsibility of the State of Idaho.

Exchanges

Before an exchange can be consummated, the BLM must determine that the public interest will be well served by making the exchange. Full consideration will be given to improved Federal land management and the needs of State and local publics through an evaluation of the needs for lands for economic development, community expansion, recreation areas, food, fiber, minerals, and wildlife. Another consideration is that lands must be equal in value, or, if not equal, a cash payment not exceeding 25 percent of the total value of Federal lands may be made by the appropriate party to equalize the values.

Sales

Sales of public lands can be made upon consideration of the following criteria:

1. Such parcel, because of its location or other characteristics, is difficult and uneconomic to manage as part of the public lands, and is not suitable for management by another Federal department or agency; or
2. Such parcel was acquired for a specific purpose and is no longer required for that or any other Federal purpose; or
3. Disposal of such parcel will serve important public objectives, including but not limited to, expansion of communities and economic development which cannot be achieved prudently or feasibly on land other than public land and which outweigh other public objectives and values. These include, but are not limited to, wildlife, grazing, recreation, and scenic values which would be served by maintaining such parcel in Federal ownership.

Sales may be made through (1) competitive bidding, (2) modified competitive bidding wherein some individual(s) may be given the opportunity to match the high bid, and (3) direct sale wherein the tract is sold at fair market value to a predetermined buyer. All sales must be made at no less than fair market value as determined by the approved procedure, generally an official appraisal.

Land Use Authorizations

Land use permits under Section 302 of FLPMA should be used as an interim management measure for resolving unauthorized use problems prior to a final

land use/status determination, and for one time use of short duration. Leases may be used as a longer term (5 to 10 years) interim management tool, particularly where future disposal or dedication to another particular land use is contemplated. The latter may allow for agricultural use on a site that may be needed in the future for communication purposes, materials source, or community expansion needs.

Cooperative agreements must be used with other Federal entities for uses which are not appropriately covered by a right-of-way or a withdrawal. Flood control and aquifer recharge areas may be most appropriately covered by cooperative agreements.

Airport leases are considered only when a definite need has been shown, supported by a specific development and management plan, and a showing of financial capability to carry out the project.

Each action would require a site-specific examination. An environmental assessment would be prepared on the proposal with special emphasis placed upon identification and mitigation of adverse effects upon resource values such as threatened, endangered, or sensitive species, cultural resources wetland/riparian zones, and flood plains.

Unauthorized Use

It is BLM policy to identify, abate, and prevent unauthorized use of public lands. Trespass settlement is geared to recover at least fair market value for the unauthorized use and to require rehabilitation of the land and resources damaged by the unauthorized action. Settlements may be made through administrative action or through civil or criminal court proceedings.

APPENDIX F

DETAILED DISCUSSION OF AREAS BEING STUDIED FOR WILDERNESS

INTRODUCTION AND PLANNING CRITERIA

Purpose and Need

The purpose of this study is to determine the suitability or nonsuitability of six areas for designation as wilderness in accordance with the guidelines in the Wilderness Act of 1964. The need for this study/EIS results from Sections 603 and 202 of the Federal Land Policy and Management Act of 1976 (FLPMA). It directs the BLM to review all public land for its wilderness potential. The review process developed by BLM has three phases: inventory, study, and reporting.

The inventory phase identified areas that possess wilderness characteristics, as defined in the Wilderness Act of 1964, and designated them as wilderness study areas (WSAs). Guidelines for conducting the inventory phase were set forth primarily in the BLM's Wilderness Inventory Handbook of 1978. Six WSAs in the Monument Planning Area were identified through the inventory, which was completed in November 1980 (see Table F-1).

TABLE F-1

WILDERNESS STUDY AREAS IN THE MONUMENT PLANNING AREA

Name	Number	Acreage	County
Shale Butte	ID-57-2	15,968	Lincoln
Sand Butte	ID-57-8	20,792	Lincoln
Raven's Eye	ID-57-10	67,110	Blaine, Lincoln
Little Deer	ID-57-11	33,531	Blaine, Lincoln, Minidoka
Bear Den Butte	ID-57-14	9,700	Blaine, Minidoka
Shoshone	ID-59-7	6,914	Lincoln
Total		154,015	

The purpose of the study phase is to determine through careful analysis which study areas will be recommended as suitable for wilderness designation and which will not. Recommendations for the six areas being studied for wilderness will be made through the BLM's multiple resource planning process,

using the criteria and quality standards listed later in this section. The BLM's planning regulations and its final wilderness study policy were used to guide the study process.

The reporting phase begins after the completion of the Draft Resource Management Plan/EIS. A Wilderness Study Report (WSR) will be prepared that addresses the results of the study and contains the preliminary wilderness recommendations. The report will summarize the planning documents, EIS, and the results of public participation. All suitable recommendations, and non-suitable recommendations for WSAs (areas that were studied under Section 603 of FLPMA) will be reported through the Director of the BLM, the Secretary of the Interior, and the President, to Congress.

The BLM's Interim Management Policy and Guidelines for Land Under Wilderness Review (IMP) currently serves as the principle document for managing the six WSAs until Congress acts. The goal of the IMP is to ensure that the wilderness qualities inherent to each WSA are unchanged at the time Congress makes its final decisions.

Location

The WSAs are located in southcentral Idaho in the BLM's Shoshone District. Map 13 shows the relative location of the areas.

Planning Criteria and Quality Standards

The BLM's Wilderness Study Policy identified two planning criteria and six quality standards for use in planning efforts involving wilderness. Planning criteria provide consistent guidance for developing amendments and conducting analyses. Quality standards also provide for consistency in the rationale for wilderness recommendations and ensure that other resources are given adequate consideration. All BLM wilderness recommendations, both suitable for preservation as wilderness and nonsuitable, will be justified on the basis of the criteria and quality standards.

Criterion 1 - Evaluation of Wilderness Values

Consider the extent to which each of the following components contributes to the overall value of an area for wilderness purposes.

Mandatory Wilderness Characteristics. The quality of the area's mandatory wilderness characteristics--size, naturalness, and outstanding opportunities for solitude or primitive and unconfined recreation.

Special Features. The presence or absence, and the quality of the optional wilderness characteristics, i.e. ecological, geological, or other features of scientific, educational, scenic, or historical value.

Multiple Resource Benefits. The benefits to other multiple resource values and uses which only wilderness designation of the area could ensure.

Diversity in the National Wilderness Preservation System. Consider the extent to which wilderness designation of the area under study would contribute to expanding the diversity of the National Wilderness Preservation System (NWPS) from the standpoint of each of the factors listed below:

1. Expanding the diversity of natural systems and features, as represented by ecosystems and landforms.
2. Assessing the opportunities for solitude or primitive recreation within a day's driving time (five hours) of major population centers.
3. Balancing the geographic distribution of wilderness areas.

The analysis should consider, in separate categories, all federal and state lands designated as wilderness, officially recommended for wilderness, and under wilderness study.

Criterion 2 - Manageability

The area must be capable of being effectively managed to preserve its wilderness character.

Quality Standards for Analysis and Documentation

The following are the six quality standards for analysis and documentation that must be met in all wilderness EISs and wilderness study reports.

Standard 1 - Energy and Mineral Resource Values. Recommendations as to an area's suitability or nonsuitability for wilderness designation will reflect a thorough consideration of any identified or potential energy and mineral resource values.

Standard 2 - Impacts on Other Resources. Consider the extent to which other resource values or uses of the area would be foregone or adversely affected as a result of wilderness designation.

Standard 3 - Impact of Nondesignation on Wilderness Values. Consider the alternative use of land under study if the area is not designated as wilderness, and the extent to which the wilderness values of the area would be foregone or adversely affected as a result of this use.

Standard 4 - Public Comment. The BLM's wilderness study process will consider comments received from interested and affected publics at all levels: local, state, regional and national. The BLM will develop its recommendations by considering public comment in conjunction with a full analysis of a WSA's multiple resource and social and economic values and uses.

Standard 5 - Local Social and Economic Effects. The BLM will give special attention to any significant social and economic effects, as identified through the wilderness study process, which wilderness designation of the area would have on local areas.

Standard 6 - Consistency With Other Plans. The BLM will fully consider and document the extent to which the recommendation is consistent with officially approved and adopted resource related plans of other Federal agencies, state and local governments, as required by BLM planning regulations.

ALTERNATIVES, INCLUDING THE PROPOSED ACTION

Formulation of Alternatives

The RMP developed four major alternatives that projected different combinations of public land uses and management practices that respond to the planning issues. Within these four major alternatives, an alternative was developed for each area being studied for wilderness (see Table F-2). As required by the wilderness study policy, an alternative for all wilderness, no wilderness and no action was examined for each area being studied. For some of the areas being studied there is more than one no wilderness alternative. This is because the overall goals of the different RMP alternatives would project different management for the areas being studied if they are not recommended for wilderness.

TABLE F-2

WILDERNESS ALTERNATIVES

Wilderness Study Area	Alternative			
	A	B	C	D
Shale Butte	None	None	None	All
Sand Butte	None	None	All	All
Raven's Eye	None	Partial	All	All
Little Deer	None	Partial	None	All
Bear Den Butte	None	None	None	All
Shoshone	None	None	None	All
Total Acres Recommended Suitable for Wilderness	0	67,889	87,902	154,015

Alternatives Eliminated from Detailed Study

A partial alternative for each WSA was considered for each WSA being studied for wilderness designation. Four of the WSAs (Shale Butte, Sand Butte, Bear Den Butte and Shoshone), because of size, configuration, topographic layout or resource characteristics, do not have a viable partial alternative. Two WSAs do have viable partial alternatives and are addressed in Alternative B.

Several other alternatives have been considered that have different combinations of the WSAs under study. None of the alternatives differs

significantly from the alternatives identified for analysis except in total acreages recommended as suitable. Since little difference in environmental impacts is anticipated with the alternatives already identified for analysis, the addition of other similar alternatives would not improve the range of alternatives for analysis.

Alternatives Considered in Detail

Alternative A

This alternative recommends all six WSAs, with a total of 154,015 acres of public land, as nonsuitable for wilderness designation (see Map 2). This is the "No Action" alternative and the current management direction would continue.

Shale Butte (57-2). All 15,968 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F1). No range projects are proposed for the WSA. The land within the WSA would be designated open to ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations. Wildfires would continue to burn through the area at a high frequency.

Sand Butte (57-8). All 20,792 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F2). No range projects are proposed for the WSA. The land within the WSA would be designated open for ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Raven's Eye (57-10). All 67,110 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F3). No range projects are proposed for the WSA. The land within the WSA would be designated open for ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Little Deer (57-11). All 33,531 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F4). No range projects are proposed for the WSA. The land within the WSA would be designated open for ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Bear Den Butte (57-14). All 9,700 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F5). No range projects are proposed for the WSA. The land within the WSA would be designated open for ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Shoshone (59-7). All 6,914 acres of the WSA would be recommended as nonsuitable for wilderness designation (see Map F6). No range projects are proposed for the WSA. The land within the WSA would be designated open for ORVs. All lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Alternative B

This alternative would favor the production and use of commodity resources and commercial use authorization. Wilderness Study Areas would be recommended as suitable for designation when conflicts with commodity resources or uses are minimal and the quality of wilderness values is medium or high. The alternative would recommend 67,889 acres of public land in portions of two WSAs, 42,116 acres in Raven's Eye and 25,773 acres in Little Deer, as suitable for wilderness designation. The alternative would recommend as nonsuitable a total of 86,126 acres of public land in six WSAs, 15,968 acres in Shale Butte, 20,792 acres in Sand Butte, 24,994 acres in Raven's Eye, 7,758 acres in Little Deer, 9,700 acres in Bear Den Butte, and 6,914 acres in Shoshone.

Shale Butte (57-2). All 15,968 acres of the WSA would be recommended as nonsuitable for wilderness designation. No range projects are proposed for the WSA. Public lands within the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations. Wildfires would burn through the area at a slightly lower frequency.

Sand Butte (57-8). All 20,792 acres of the WSA would be recommended as nonsuitable for wilderness designation. Range improvements planned for the WSA would include a well development, roads for water hauling, and seeding. Public lands within the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Raven's Eye (57-10). A portion of the WSA, 42,116 acres in size, would be recommended as suitable for wilderness designation (see Map F7). In this portion wilderness values would be maintained. The area would be closed to ORV use. Only valid mining claims established before the area is designated by Congress could be developed.

The remaining 24,994 acres would be recommended as nonsuitable for wilderness (see Map F7). Range improvements planned for this portion of the WSA would include roads for water hauling and seeding. This portion of the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Little Deer (57-11). A portion of the WSA, 25,773 acres in size, would be recommended as suitable for wilderness designation (see Map F8). In this portion wilderness values would be maintained. The area would be closed to ORV use. Only valid mining claims established before the area is designated by Congress could be developed.

The remaining 7,758 acres would be recommended as nonsuitable for wilderness (see Map F8). This portion of the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Bear Den Butte (57-14). All 9,700 acres of the WSA would be recommended as nonsuitable for wilderness designation. No range projects are proposed for the WSA. Public lands within the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Shoshone (59-7). All 6,914 acres of the WSA would be recommended as nonsuitable for wilderness designation. No range projects are proposed for the WSA. Public lands within the WSA would be designated as open for ORV

use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Alternative C

This is the preferred alternative. A variety of resource uses would be allowed. Production and use of commodity resources and commercial use authorization would occur. However, priority would also be given to protecting fragile resources, wildlife habitat, and cultural values. Preservation of natural systems and allowing for non-consumptive resource uses would be encouraged. Suitable wilderness recommendations would be made only for those WSAs with the highest quality wilderness values. WSAs could have moderate conflicts with other resource uses and other resource uses may be somewhat constrained by wilderness designation.

The proposed action would recommend that 87,902 acres of public land in two WSAs, Sand Butte with 20,792 acres and Raven's Eye with 67,110 acres, be recommended as suitable for wilderness designation. The remaining four WSAs with a total of 66,113 acres of public land would be recommended as nonsuitable for wilderness designation.

Shale Butte (57-2). All 15,968 acres of the WSA would be recommended as nonsuitable for wilderness designation. No range projects are proposed for the WSA. Public lands within the WSA would be designated as open for ORV use. The lands within the WSA would remain open for mineral leasing and for appropriation of minerals under the General Mining Laws and other pertinent laws and regulations.

Sand Butte (57-8). All 20,792 acres of the WSA would be recommended as suitable for wilderness designation. Wilderness values in the WSA would be maintained. The WSA would be closed to use by ORVs. Only valid mining claims established before January 1, 1984 could be developed.

Raven's Eye (57-10). All 67,110 acres in the WSA would be recommended as suitable for wilderness designation. Wilderness values in the WSA would be maintained. The area would be closed to ORV use. Only valid mining claims established before January 1, 1984 could be developed.