



United States
Department of
Agriculture

Forest Service

October 28, 2009



Environmental Assessment

Jackson Administrative Site Land Conveyance and Development

- **North Cache Site**
 - Land Conveyance
 - Facility Development

- **Nelson Drive Residential Site**
 - Facility Development

- **Cottonwood Work Center Site**
 - Facility Development

**Bridger-Teton National Forest
Teton County, Wyoming**

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SUMMARY

The Bridger-Teton National Forest (BTNF) has completed this environmental assessment (EA) to analyze and disclose the effects of the proposal to configure a parcel shape and sell not more than 11 acres of the 15.3 acres, including the existing building structures, of the North Cache administrative site located at 340 North Cache in Jackson, Wyoming, and to construct new facilities at the North Cache, Nelson Drive Residential and Cottonwood Work Center administrative sites. All three sites were set aside as administrative as a part of the operations for the Bridger-Teton National Forest. All three sites are located within Teton County, Wyoming.

The most reasonably foreseeable use of the North Cache administrative site lands to be conveyed, as determined in the market study, would likely be a mixed use of commercial and/or residential development. Several market studies suggested that the sale of 11 acres would generate funds sufficient to replace identified facilities. It is expected that all existing federal building structures at North Cache (27 or 28 separate structures depending on the alternative) would most likely be demolished by the purchaser. Eight privately-owned manufactured homes would likely be relocated on site or to Cottonwood Work Center or Nelson Drive Residential sites. Five seasonal manufactured homes would be removed by the Forest and replaced with bunkhouses.

The Forest would construct new administrative facilities, including housing, on the portion of the land retained at North Cache and at the Cottonwood Work Center and Nelson Drive Residential sites. Initial design sketches suggested that four acres would be a minimum size for placement of administrative offices at the North Cache site. Further, design sketches of Cottonwood Work Center and Nelson Drive Residential sites suggested that, should the Forest sell the maximum acres (11), the residential facilities would fit those two sites.

With this background, the Forest scoped a proposed action in October, 2008. The proposal showed two configurations, Option A and Option B, proposing to sell up to 11 acres, and retaining not less than 4 acres. The purpose of the two Options was to seek feedback from the interested public as to which Option might be preferred, or what differences, if any, might be identified. The proposal to sell included all administrative buildings. The proposal also identified future administrative and housing development at Cottonwood Work Center and Nelson Drive Residential sites, and relocation of the Putt-Putt trailhead at Nelson Drive Residential site.

During the scoping process, comments were received suggesting changes to the proposed action. Comments were received concerning the proposal at North Cache, Nelson Drive Residential and Cottonwood Work Center sites. The proposed action, Option A, was dropped from further consideration due to the retained parcel being located on the highest valued portion of the site, North Cache frontage. Option B evolved, creating new configurations and acreage amounts to be sold. Option B of the proposed action is best reflected in Alternative 4 in this EA. The alternatives in this EA reflect issues raised during the various public meetings and from written comments. Therefore, the original proposed action is no longer being considered as a viable alternative and is addressed more fully in Chapter 2, "Alternatives

Considered but Not in Detail.” In this EA, the Forest Service has analyzed the following alternatives:

- ***Alternative 1: No Action.*** The Bridger-Teton would not offer to sell any land at North Cache, and there would be no construction of facilities at North Cache, Cottonwood Work Center, or Nelson Drive Residential sites at this time. This alternative would not generate any funds for replacement of facilities. This alternative is required under the *National Environmental Policy Act* and *Forest Service Facilities Realignment and Enforcement Act of 2005*, and serves as a baseline from which to measure change comparing each action alternative. This alternative also responds to the issue of selling any public land, as proposed, in Jackson.
- ***Alternative 2: Sell 7 Acres of Cache Frontage.*** This alternative responds to the issue of selling the least amount of acreage, thus allowing as many facilities to be located at the North Cache site as possible. The Forest would retain all of the areas adjacent to the National Elk Refuge, and retain the entire wetland area. This alternative would result in fewer facilities being placed at either the Cottonwood Work Center or at Nelson Drive Residential site. Seven acres of North Cache frontage along the south boundary would be authorized for sale; this is the site of the current Supervisor’s Office and multiple administrative buildings, warehouses, trailers, and employee-owned manufactured homes. Street and utility access would be reserved to the Forest, in order to, maintain access to the remaining parcel. An easement along the centerline of Cache Creek as it crosses the parcel (currently in an underground concrete pipe) would be granted. A market study identified that the highest and best use for this parcel would likely be development of mixed uses to include commercial (retail/hotel) and residential. It is anticipated that current zoning of “Public-Semi-Public” would be changed to “Auto-Commercial with a Lodging Overlay” thus allowing mixed uses. This alternative would generate revenue from the sale of the commercial portion along North Cache, and likely a lesser amount of revenue from the residential portion, due to the small size and difficulties of developing. Once the land is sold, during the period of construction of the new administrative building until occupation of the new facility, the Forest would likely need to use the existing the offices. Should this be necessary, the Forest would reserve the right to use office space as a requirement in the bid offer. An office building, a warehouse, a vehicle storage building, a fire crew office and vehicle building, a bunkhouse, and nine single-family employee housing units would be built on the remaining unsold 8.3 acres at the North Cache site. In addition, the 8 employee-owned manufactured homes would be relocated from the sold land to the unsold land at the North Cache site. Once the land is sold, during the period of construction of the new administrative building and site, until the manufactured homes could be relocated, the Forest would likely need to use the underlying land and would reserve the right to use that land as a requirement in the bid offer. There would be nine single-family employee housing units authorized at the Nelson Drive Residential site, in addition to the existing housing, a horse facility, and relocation of the Putt-Putt trailhead. At the Cottonwood Work Center site, a fire storage warehouse, one bunkhouse and four single-family employee housing units would be built, in addition to the existing facilities and housing. Construction at each of the three sites would include site work to make the facility functional and operational.

- ***Alternative 3: Sell 10 Acres, Full South Parcel.*** This alternative responds to the issue of selling an amount of land that has the potential to generate greater revenue by virtue of the larger amount of land being sold, based on access, visibility, size, and configuration, and the special 10 acre ordinance, known as the Planned Sub-Center District ordinance in the *Town of Jackson Comprehensive Plan*. This ordinance provides the purchaser with an opportunity to establish zoning most effective for their proposed development. The Forest would retain a large northern portion, including a substantial area adjoining the National Elk Refuge. Alternative 3 would result in fewer Forest facilities at the North Cache site, with most of the facilities being placed at either the Cottonwood Work Center or at Nelson Drive Residential sites. Ten acres of the North Cache site would be authorized for sale; this includes the seven acres that would be sold under Alternative 2 plus 3 acres extending to the eastern edge of the site at the boundary common with the National Elk Refuge. The street and utility reservation and creek easement grant, highest and best use, zoning, and reserved use of office space and land for manufactured homes identified in Alternative 2 would be the same in Alternative 3. The facilities that would be constructed on the remaining 5.3 acres of the North Cache site would be an office building, a warehouse and a vehicle storage building. Eighteen new single-family housing units would be authorized at Nelson Residential site, in addition to the horse facility and relocation of the Putt-Putt trailhead. The fire crew office and vehicle building, two bunkhouses, a fire storage warehouse, and four single-family employee housing units would be constructed at the Cottonwood Work Center site. The 8 employee-owned manufactured homes would be authorized at Cottonwood Work Center site. These new facilities would be in addition to the existing facilities and housing, and would be within the existing 12 acre administrative site. As in Alternative 2, construction at each of the three sites would include site work to make the facility functional and operational.
- ***Alternative 4: Sell 10.4 Acres, Cache Frontage and North Parcel (Proposed Action).*** This alternative is the closest to the original proposed action, Option B, presented in the scoping document. The parcel to be sold is configured to include North Cache frontage and the north parcel. The alternative responds to the issue of selling an amount of land that has the potential to generate greater revenue by virtue of the larger amount of land being sold, and the 10 acre Planned Sub-Center District ordinance in the Town of Jackson Comprehensive Plan. As with Alternative 3, this alternative provides the purchaser with an opportunity to establish zoning most effective for their proposed development. The configuration of the parcel to be sold is different from Alternative 3, responding to a different market, more likely residential in nature on the northern parcel, and commercial on the North Cache frontage as in Alternatives 2 and 3. Alternative 4 would also result in fewer facilities at the North Cache site, thus moving the location of most facilities to either the Cottonwood Work Center or the Nelson Drive Residential sites. Ten point four acres of the North Cache site would be authorized for sale including 4.4 acres of North Cache frontage and 6 acres on the north end of the site. The street and utility reservations and creek easement grant, highest and best use, zoning, and reserved use of office space and land for manufactured homes identified in Alternative 2 would be similar in Alternative 4. The facilities that would be constructed on the remaining 4.9 acres of the North Cache site would be an office building, a warehouse, a fire crew office and vehicle storage building, and a bunkhouse. The Nelson Drive Residential site new facilities would be the same as under Alternative 3 with the addition of the 8 privately-

owned manufactured homes. Facilities at the Cottonwood Work Center site include a vehicle storage building, fire storage warehouse, one bunkhouse, and 4 single family units. As in Alternative 2, construction at each of the three sites would include site work to make the facility functional and operational.

The four alternatives are described in detail in the Alternative Comparison Table 2.1 on pages 31-37 of this document.

Table 2.2 on pages 40-41 summarizes the effects of the alternatives.

The Director of Lands from Region 4 delegated the authority to the Forest Supervisor by Memorandum, dated September 5, 2008, to convey and develop the administrative sites. Based upon the need for action and the effects of the alternatives, the Forest Supervisor will decide which alternative presented and analyzed in this environmental assessment to select. The Forest Supervisor will decide whether or not to approve the sale of land and whether or not to construct facilities at the sites.

The following Table S.1 provides a quick reference graphic showing the parcel configuration and size, and location of the facilities at each of the three sites.

Table S.1: Quick-reference Alternative and Facility Comparison

Alternative	North Cache	Cottonwood Work Center	Nelson Drive Residential	Acres Retained
Alternative 1 - No Action	No Action	No Action	No Action	15.3 acres
Alternative 2 - sell 7 acres	SO/D4 Office	Fire Warehouse (cache)	9 Residences	8.3 acres
Cache frontage	SO/D4 Warehouse	1 Bunkhouse	Putt-Putt relocation trailhead	
	SO/D4 Vehicle Storage	4 Residences		
	Fire Crew/Vehicles	Horse Facility		
	1 Bunkhouse			
	9 Residences			
	8 Manufactured Homes			
Alternative 3 - sell 10 acres	SO/D4 Office	Fire Crew/Vehicles	18 Residences	5.3 acres
Cache frontage	SO/D4 Warehouse	Fire Warehouse (cache)	Putt-Putt relocation trailhead	
Full south parcel	SO/D4 Vehicle Storage	2 Bunkhouse	Horse Facility	
		4 Residences		
		8 Manufactured Homes		
Alternative 4 - sell 10.4 acres	SO/D4 Office	SO/D4 Vehicle Storage	18 Residences	4.9 acres
Cache frontage and	SO/D4 Warehouse	Fire Warehouse (cache)	8 Manufactured Homes	
North parcel	Fire Crew/Vehicles	1 Bunkhouse	Putt-Putt relocation trailhead	
	1 Bunkhouse	4 Residences	Horse Facility	

CHAPTER 1: INTRODUCTION

Document Structure

The Forest Service has prepared this environmental assessment in compliance with the *National Environmental Policy Act* (NEPA) including special NEPA requirements and benefits created by the *Forest Service Facilities Realignment and Enforcement Act* of 2005, Title V. of the 2006 *Interior Appropriation Act* (P.L. 109-54). Specifically the Act amends NEPA as follows:

Environmental Review – The *National Environmental Policy Act of 1969* (42 U.S.C. 4321 et seq.) shall apply to the conveyance of administrative sites under this title, except that, in any environmental review or analysis required under such Act for the conveyance of an administrative site under this title, the Secretary is only required to:

- (A) Analyze the most reasonably foreseeable use of the administrative site, as determined through a market analysis;
- (B) Determine whether or not to reserve any right, title, or interest in the administrative site under subsection (a)(3); and
- (C) Evaluate the alternative of not conveying the administrative site, consistent with the *National Environmental Policy Act of 1969*.

This environmental assessment discloses the direct, indirect, and cumulative environmental impacts that would result from the proposed action and alternatives. The document is organized into four parts:

- *Introduction:* The section includes information on the history of the project proposal, the purpose of and need for the project, and the agency’s proposal for achieving that purpose and need. This section also details how the Forest Service informed the public of the proposal and how the public responded.
- *Alternatives:* This section provides a more detailed description of the agency’s alternative methods for achieving the stated purpose. These alternatives were developed based on issues raised internally, by the public, and by other agencies. This discussion also includes mitigation measures. Finally, this section provides a summary table of the environmental consequences associated with each alternative.
- *Environmental Consequences:* This section describes the potential environmental effects of implementing the alternatives. Within each section, the affected environment is described first, followed by the effects of the No Action Alternative that provides a baseline for evaluation and comparison of the other alternatives that follow.
- *Agencies and Persons Consulted:* This section provides a list of preparers and agencies consulted during the development of the environmental assessment.

Background

This proposal is made on administrative lands, which were set aside for operation purposes of the Forest. Both the Supervisors Office and Jackson Ranger District have made use of and are currently using the sites for administration.

The North Cache administrative site is located in Township 41 North, Range 116 West, Section 27 at 340 North Cache Street in Jackson. The land, formerly part of the Robert E. Miller tract, was acquired by donation for use by the U. S. Fish and Wildlife Service, National Elk Refuge. The Forest Service first used the land in the late 1920s. Administrative buildings were constructed by the Civilian Conservation Corps as early as 1929, with a majority of the facilities completed between 1931-35, adding a few more buildings in the 1940s and 1950s. Use was formally permitted via a Memorandum of Understanding dated March 24, 1954, as amended February 7, 1956 by the U. S. Fish and Wildlife Service for administrative purposes by the Forest Service. (Schoen 2009) In 1958, the Director of the Elk Refuge approached the Forest Service suggesting a possible land transfer, thus giving firm title to the administrative headquarters. The Refuge had been under constant pressure to sell or permit the land to private developers. Residential subdivision adjoining the site to the south was selling at \$600 to \$700 per lot (50' x 150', or \$2,500/ per acre) and the value of the site was constantly increasing, as was expansion of the Jackson community. The land was transferred to the Forest Service on March 27, 1963 from the Department of Interior.

The Bridger-Teton National Forest facilities including the Supervisor's Office are over forty years old, with some buildings as old as 70 years. The current Supervisor's Office was built in 1964. Warehousing was constructed in the 1930-40s, although two are as recent as the 1980s. Many of the buildings at North Cache and Nelson Drive Residential sites were a result of an agreement between the Bureau of Reclamation (BOR) and the Forest. In 1985, the BOR proposed to extend Rosencrans Drive and construct an office, a warehouse, and 8 concrete pads for manufactured homes; and construct four houses at Nelson. BOR leased the manufactured homes. This entire build-out was accomplished to provide temporary workspace and housing for BOR employees during the reconstruction of the dam at Jackson Lake. At the completion of the reconstruction project, the Forest received from BOR all the workspace buildings, and the leasing company sold the manufactured homes to employees. The manufactured homes remained on site with the approval of the Forest Supervisor.

The Cottonwood Work Center site is located in Township 39 North, Range 116 West, Section 31 adjacent to Highway 89. The site was established in the early 1930s when the Dog Creek Civilian Conservation Corps camp was established for purposes of constructing a road from Alpine to Hoback. This road was later taken over by the Bureau of Public Roads (today known as the Federal Highway Administration). The site, then called Dog Creek Administrative Site, was withdrawn from the National Forest for administrative purposes. The Bureau of Public Roads constructed the first wood-frame warehouse, followed by Forest-constructed warehousing for fire and later river management purposes. The first Forest employee housing was constructed in the 1940s. Housing was added in the 1960s when the Bureau of Reclamation provided additional housing and the Forest moved the homes to the site. These homes were used in the short term by BOR employees during construction of the Palisades Reservoir. The Forest added more housing at Cottonwood Work Center in 1994.

Nelson Drive Residential site is located in Township 41 North, Range 116 West, Section 30. Portions of the 80 acre administrative site were used by the Town of Jackson for a number of years as a dump site. While the date of the dump opening is not recorded, it is known that the dump was officially closed in November, 1939 (Schoen 2009). After the Forest closed the Town dump, the Forest continued to use the site for burial of Forest Service refuse and for preserving fence posts. The road and first houses were constructed in 1950s. A cabin was relocated and established on site for use as excess storage by the housing residents. The land was withdrawn on February 23, 1960 for use as an administrative site. The land was set aside by withdrawal by the Bureau of Land Management (BLM) for the construction of residences and for horse pasture (Federal Register of 2/27/60, Page 1729). The Bureau of Reclamation added four new houses in 1985 for use by BOR employees during reconstruction of the Jackson Lake Dam located in Grand Teton National Park. The houses were granted to the Forest at completion of the dam construction in 1991. Two bunkhouses for seasonal employees were constructed in 2001.

The 1990 Forest Plan, Management Prescription 9A – Administrative and Developed Sites, provides management direction stating, that these areas are to be managed for campgrounds, other non-commercial sites, and Forest Service administrative sites, including roads and sites. Although these parcels are allocated for development, all new facilities must blend in with the natural setting and environment. The Forest Plan does not provide direction regarding facility replacement on administrative sites. However, the Bridger-Teton's *Facilities Master Plan* (April, 1988, updated in June, 2003) guides the acquisition, continued use, maintenance, upgrading, and the disposal of Forest Service facilities. This master plan covers only administrative sites, including housing, but does not cover recreational facilities and special use sites. The *Facilities Master Plan* was updated to address the *Multi-Agency Campus Act* establishing Jackson as the location for the Forest headquarters. The location for the headquarters was reconfirmed in March, 2008 by the Regional Forester. It is also noted in the *Facilities Master Plan* that it has been the policy of the Bridger-Teton to provide housing for the Forest's seasonal, temporary, and volunteer workforce and temporary housing for a percentage of permanent employees. The plan's goals are:

- Integrate facility needs into a Forest-wide plan.
- Assure that facilities are in the best location to manage the resources.
- Provide short and long-term management strategies for facility uses.

The Bridger-Teton National Forest Supervisor's and Jackson District Offices and the other buildings in Jackson, Wyoming are among Forest Service facilities that need to be replaced; however appropriated funds are lacking to accomplish this. In response to this need, Congress passed the *Forest Service Facility Realignment and Enhancement Act of 2005*, Title V. of the *2006 Interior Appropriation Act* (P.L. 109-54) granting authority nation-wide, to sell Forest Service administrative properties and to authorize use of the revenues obtained for new construction and/or maintenance of existing facilities. This Act provides authority to the Secretary of Agriculture to convey an administrative site, or an interest in an administrative site, that is under the jurisdiction of the Secretary by sale, lease, exchange, or by a combination of sale and exchange, or by such other means as the Secretary considers appropriate. The size of conveyance of an administrative site or compound of administrative sites disposed of in a single conveyance under this title may not exceed 40 acres.

The Forest has in the past pursued other avenues to address facility replacement and maintenance needs. In 1999, the *Multi-agency Campus Act* was passed by Congress to allow transfer of property to the Town of Jackson and to the Wyoming Game and Fish Department in return for building a new office of equal value. Due to lack of funds to be provided by the Town of Jackson in exchange for land, this did not work out as envisioned, and the legislation expired uncompleted in 2005. As stated above, Capital Improvement Project dollars have not been appropriated by Congress and in the current economic climate it is not likely that appropriated funds will be forthcoming. In addition, after three rounds of applying for Stimulus funds, the BTNF has not been awarded any money from this source. No other entity has stepped forward with either money or ideas regarding how the Forest could replace these deteriorating facilities without selling at least some of the property located on North Cache.

In early 2007, the Forest Service considered building a new Bridger-Teton National Forest Supervisor's Office in other Wyoming communities primarily due to the high cost of housing for Forest employees in Jackson and the higher cost of construction. Other communities considered were Alpine, Afton, and Pinedale. After conducting a thorough analysis, holding public meetings, and gathering input and data, it was determined that while housing was less expensive in some other locations, none of these communities could provide housing at a cost that many Forest employees could afford. Therefore, the benefits of having the office remain in Jackson outweighed moving the office to another community. As a result, in March, 2008, Intermountain Regional Forester, Harv Forsgren, decided that the Bridger-Teton National Forest Supervisor's Office and the Jackson Ranger District office would remain in Jackson, Wyoming.

As the Forest reviewed the existing building conditions at the North Cache site in Jackson, it was noted that as energy costs rise and other costs of doing business increase, it has become necessary for the Forest Service to evaluate current methods of operations, such as holding large administrative properties in high value areas, leasing private properties to house some district offices, and maintaining outdated facilities. None of these facilities meet current building and accessibility codes, including the codes mandated by the 2004 *Americans with Disabilities Act/Architectural Barriers Act Guidelines*, seismic loadings, and asbestos. The structures are old and outdated relative to current standards for insulation, heating, ventilating, and air conditioning systems. Over time the condition of these facilities has deteriorated and maintenance costs are becoming prohibitively expensive. The first floor structure of the Supervisors Office is beginning to fail, creating a separation between walls and floor, resulting in inwardly sloping floors. Certainly, the buildings were not constructed at a time of energy efficiency consideration.

Another concern facing the Forest Service relates to the high cost of living in resort areas like Jackson. As housing costs move beyond the reach of government employees, hiring and retaining a high-quality workforce becomes a challenge. The Forest initiated early discussion with the Teton County Housing Authority, the Jackson Hole Community Housing Trust, and Habitat for Humanity. While the community has made some progress toward increasing the supply of affordable housing, the supply of housing and available land for constructing additional housing is low compared to the demand. The Supervisor's and District Offices provide rental housing for 10 of the 70 employees, or 14 percent. Other employees are either long term employees who entered the real estate market more than 10 years ago, or who

travel distances to Star Valley, Victor and Driggs, ID, some as far as Pinedale. As a result, facilities were proposed in the *Facilities Master Plan* to include: North Cache site - Supervisors/District Office, warehouse, vehicle storage, fire and engine crew warehouse/office; Cottonwood Work Center – Fire warehouse (cache), vehicle shop; single family houses, bunkhouses, and trailer pads. The existing privately owned manufactured homes would be relocated on the North cache site or to Nelson Drive Residential or Cottonwood Work Center sites.

Project Area

The project area is located in Teton County, Wyoming on National Forest System lands that have been withdrawn and designated as administrative lands. The three administrative sites are known as North Cache, Nelson Drive Residential, and Cottonwood Work Center. North Cache is fully within the Town limits, and Nelson Drive is located within the Town limits but extends beyond Town limits into Teton County. North Cache and Nelson Drive Residential sites are approximately 1 mile apart. The Cottonwood Work Center is located entirely within Teton County limits, approximately 17 miles to the south from the North Cache site. (See Figure 1.1, Vicinity Map below.)

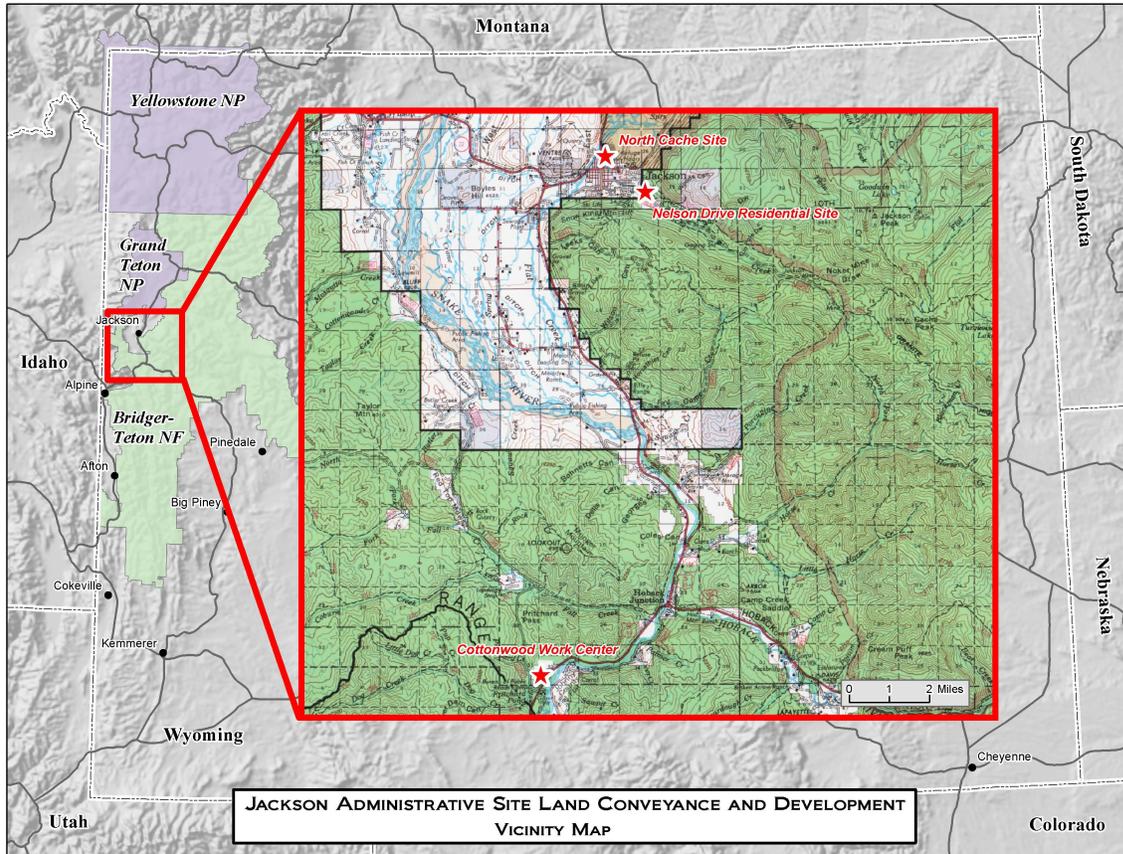
The North Cache site can be described as urban setting. The parcel is bounded on the west by Highway 191/26/89; on the east by the National Elk Refuge; on the south by Kudar Motel and cabins; and on the north by Wyoming, Game and Fish Department headquarter operations. The surrounding neighborhood is zoned and developed as commercial, and is comprised of light commercial businesses and hotels. The Forest Service site is occupied by warehouse and garage buildings generally in the south portion of the administrative site, office buildings on North Cache Avenue, and manufactured homes in the south and eastern portion. The north portion is open space, used for vehicle storage, and includes wetlands along the National Elk Refuge. Keeping within the character of the community, the most logical development would be light commercial, hotels, retail and residential.

Cottonwood Work Center site can be described as forested or in the country. The parcel is between a major highway and Fall Creek Road. Surrounding land to the north is private ranchland, with Forest Service land on all borders. Vegetation is generally described as forested land of cottonwood and spruce mix, intermixed with grass/shrub openings. The 12 acre site is occupied by warehousing, storage areas, corrals, houses, cabins and pads for manufactured homes. Keeping within the character of this development node, the most logical development would be housing and warehouse/office structures.

Nelson Drive Residential site can be described as wildland-urban-interface, or on the edge of town. Six acres are included in the Town of Jackson; the remaining acreage of the full 80 acres is within Teton County. The parcel is bounded by East Jackson residential neighborhood on the west boundary; bounded by the National Elk Refuge on the north; Cache residential neighborhood on the south; and National Forest on the east. The larger surrounding neighborhoods are comprised of single family homes. Recent development is changing the neighborhood to a more increased density, although still residential. The character of the buildings is also changing from a traditional 1950s look to more modern

contemporary look. Keeping within the character of this area, the most logical development would be housing.

Figure 1.1: Vicinity Map



Purpose and Need for Action

The purpose of this proposal is to generate funds for facility replacement through the sale of property and buildings; and reduce facility deferred maintenance costs, improve energy and operational efficiencies, provide for customer service and visitor contact, maintain fire response, and increase housing availability for employees with the construction of new facilities. The Forest would use the *Forest Service Facility Realignment and Enhancement Act* authority to sell administrative land and buildings in order to generate revenue. The revenue would be used to replace the outdated facilities and to provide housing.

The need to replace facilities is due to the large number (28) of individual older administrative facilities which are inefficient in terms of energy and operational efficiency, and are poorly located for customer service and visitor contact. The purpose is to end up with fewer facilities which are more efficient, thus reducing the deferred building maintenance cost backlog, and improve energy and operational efficiency for future cost savings, and to locate the new facilities for visibility and improved customer service and visitor contact,

while maintaining fire response. In addition, the Supervisor and District offices need to increase the number of houses available to employees by constructing additional rental units at administrative sites.

The action is driven by the fact that the North Cache administrative facilities are over forty years old, some more than 70 years old, and by the difficulty for employees to find affordable housing in the Jackson area. Public benefits and services have decreased as maintenance costs have increased over the years. Currently the Jackson District Office is not open to the public, and District employees are located in two separate buildings, while the Supervisors Office employees are scattered in five separate buildings located on the North Cache administrative site. Fire operations are scattered in six separate buildings. And warehousing shared between the District and Supervisors Office is even more scattered in ten separate buildings. The 28 offices and associated facilities are outdated, are not energy efficient, and do not meet building and accessibility codes such as the requirements of the *Americans with Disabilities Act/Architectural Barriers Act Guidelines*. Unfortunately, we have also entered an era whereby facilities require a higher level of security, especially for the front desk personnel. Building design and function are now important elements to protect all employees from dangerous visitors and to reduce potential homeland security threats.

The action is further driven by the fact that employee recruitment and retention is already challenging and is expected to become more challenging in the near future due to housing costs and housing availability in the Jackson and surrounding areas. Job offers are frequently not applied to or offers are turned down once the applicant inquires into housing costs and availability. Housing costs and availability were a concern recognized by Regional Forester Gray Reynolds in the early 1980s, and have been discussed by each Forest Supervisor since. The Forest has made some progress to address the shortage by adding bunkhouses or additional concrete pads and utilities for additional private manufactured homes. The community, too, has made some progress toward increasing the supply of affordable housing through efforts by the Teton County Housing Authority, the Jackson Hole Community Housing Trust, and Habitat for Humanity, but the supply of housing and available land is low compared to the demand.

The Supervisor and District offices have a housing problem in Jackson. The District maintains five manufactured homes at the North Cache site, dating from the 1970-80s, used for seasonal housing. There are nine single family homes and two seasonal bunkhouses located at Nelson Drive Residential site, some dating from the late 1950s. New employees find it difficult if not impossible to enter the Jackson real estate market, either in rental units or home ownership. Teton County guidelines suggest that employers provide housing for a minimum of 60 percent of employees. The Supervisors and District offices employ 70 permanent employees. This would require 42 housing units (there are nine at Nelson). This does not take seasonal employees into consideration; 70 to 100 seasonal employees are employed during the peak summer season.

Public benefits from this proposal include improved use of limited federal funds by reducing cost of operation through facility maintenance, and energy and operational efficiencies; improved visibility and access to buildings for improved customer service and visitor contact; fire facilities located for appropriate response; and employee housing located close to the work site.

Proposed Action

The action proposed by the Forest Service includes several parts: to sell land and buildings at North Cache; and to construct administrative facilities and employee housing at North Cache, Nelson Drive Residential and Cottonwood Work Center administrative sites.

Specifically, the Federal Government proposes to sell not more than 11 acres of land presently administered by the Forest Service at the administration site known as North Cache. The sale includes up to 28 buildings. The Forest would reserve and maintain street and utility access to the retained parcel. The Forest would reserve the right to use office space between the time of land sale and occupancy of the new office building. The Forest would reserve the right to use the underlying land until the manufactured homes could be relocated. An easement along Cache Creek would be granted.

Further, the Forest Service proposes to construct or have constructed new facilities. At North Cache site, on the remaining not less than 4 acres, buildings would include an office building for the Supervisor and District staff, a warehouse, a bunkhouse, and a fire crew office and vehicle building. At Nelson Drive Residential site, the Forest would construct pads for the 8 employee-owned manufactured homes, and construct an additional 18 single-family housing units. The existing Putt-Putt Trail and trailhead would be relocated within the same general area to allow continued access for users. At the Cottonwood Work Center site, the Forest would construct one bunkhouse and four single-family units, a fire warehouse, and a vehicle storage building. The horse facility would be relocated to Nelson Drive Residential site.

The sites are presently administered by the Forest Service in the Town of Jackson, Wyoming. The Forest will use the *Forest Service Facility Realignment and Enhancement Act, Title V* of the *2006 Interior Appropriation Act* (P.L. 109-54) authority to convey the property and utilize the revenues for the new construction and maintenance. There would be no sale of land at either the Cottonwood Work Center or Nelson Drive Residential sites. (See Table 1.1, Summary of Proposed Action.)

Table 1.1: Summary of Proposed Action

<p>North Cache Site</p> <ul style="list-style-type: none">* Sell up to 11 acres, including 28 buildings* Reserve and maintain street and utility access* Reserve use of office during construction* Reserve use of land underlying manuf homes during reloc.* Grant easement for Cache Creek* Construct new facilities on the land retained<ul style="list-style-type: none">*SO/D4 Office* Warehouse <p>Nelson Drive Residential Site</p> <ul style="list-style-type: none">* Develop additional land for housing* Relocate the Putt-Putt trailhead* Construct new facilities<ul style="list-style-type: none">*18 additional single family units* Eight concrete pads for manufactured homes* Relocate the horse facility from North Cache Site. <p>Cottonwood Work Center</p> <ul style="list-style-type: none">* Construct new facilities within existing administrative site<ul style="list-style-type: none">* Four single family units* Two bunkhouses* Fire warehouse (cache)* Fire crew office/vehicle building* Vehicle storage building
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Land Sale: A Market Analysis Survey was prepared for the U.S. General Services Administration, Real Property Disposal Division. The report was prepared by Thompson, Cobb, Bazilio and Associates, P.C. and is incorporated by reference.

In order to better understand the real estate market, the Forest entered into an agreement with the General Service Administration (GSA) under the terms of the Master Service-wide Memorandum of Understanding with the Forest Service. GSA subcontracted with a real estate consultant to conduct a market study for the agency.

The study determined that the highest and best use of the North Cache property is a balanced mixture of commercial, retail, and residential uses that reinforce the goals and objectives of the *Town of Jackson Comprehensive Plan*. These uses may include an extension of the lodging overlay, with special attention to the development of workforce housing and year around residential development.

The report also determined that frontage on North Cache would have the greatest value in the commercial real estate market, and the frontage on the National Elk Refuge would have the greatest value in the residential real estate market.

Other studies were completed by the Forest as follows.

A mineral report was completed and is incorporated by reference. The land to be conveyed does not have mineral potential.

A water rights report was completed and is incorporated by reference. Water rights are limited to livestock use, and are not considered to be of value. Therefore, no water rights would be conveyed.

A field review of the wetlands was completed by the Army Corp of Engineers to delineate the wetland. A determination was made that the wetlands are under the jurisdiction of the Army Corp of Engineers. Any owner of the land would need to work with the Army Corp of Engineers to obtain a development permit affecting the wetlands.

A field survey of the “undetermined” flood plain line, as established in Teton County FEMA records, was made. A report was prepared and was subsequently approved delineating a “determined” flood plain line. The report is incorporated by reference. The “determined” flood plain is located in three small areas on the North Cache site, two of which are within the wetland and a third located in the northeast corner at the boundary common with the Wyoming Game and Fish Department.

A Land Transaction Screening Process report of the buildings and land was completed and is incorporated by reference. The buildings would be sold with the land. The office contains some asbestos floor tiles that are covered and considered non-friable. Some buildings probably contain lead-base paint on the exterior, based on their date of construction. Lead base paint testing will be completed and findings documented prior to the sale, but the building could be used by the buyer for non-residential purposes.

If the decision is to sell the land, it is expected that the land would be offered for sale in 2010. Construction of new facilities is dependent upon the revenue generated from the land sale. Should the sale generate revenue as expected, the Forest would begin construction of new buildings in 2010 with occupancy expected in 2011-12.

Figure 1.2 shows the North Cache administrative site as it currently exists. Figure 1.3 shows the Nelson Drive Residential site as it currently exists. Figure 1.4 shows the Cottonwood Work Center site as it currently exists.

Figure 1.2: North Cache Administrative Site

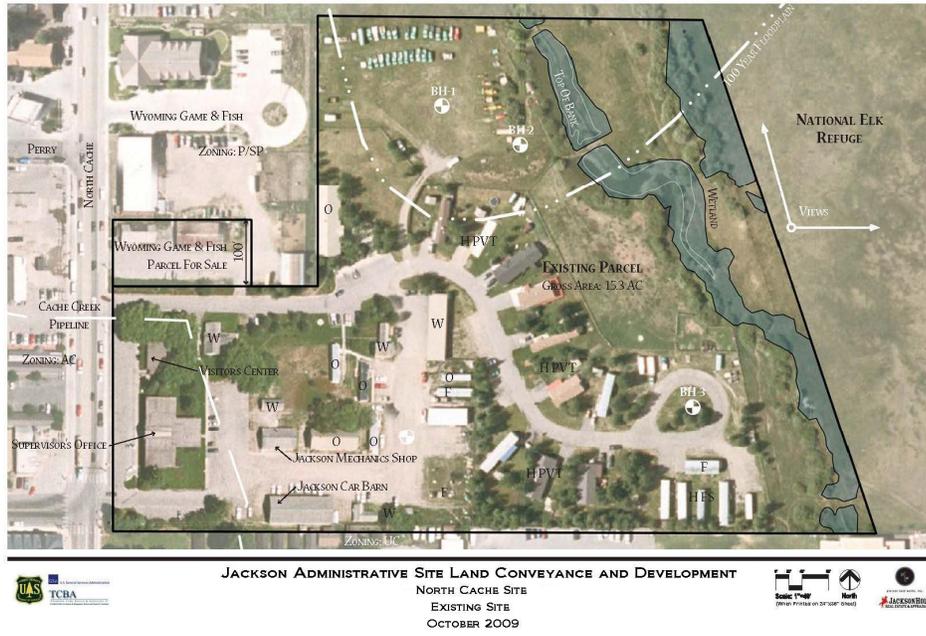
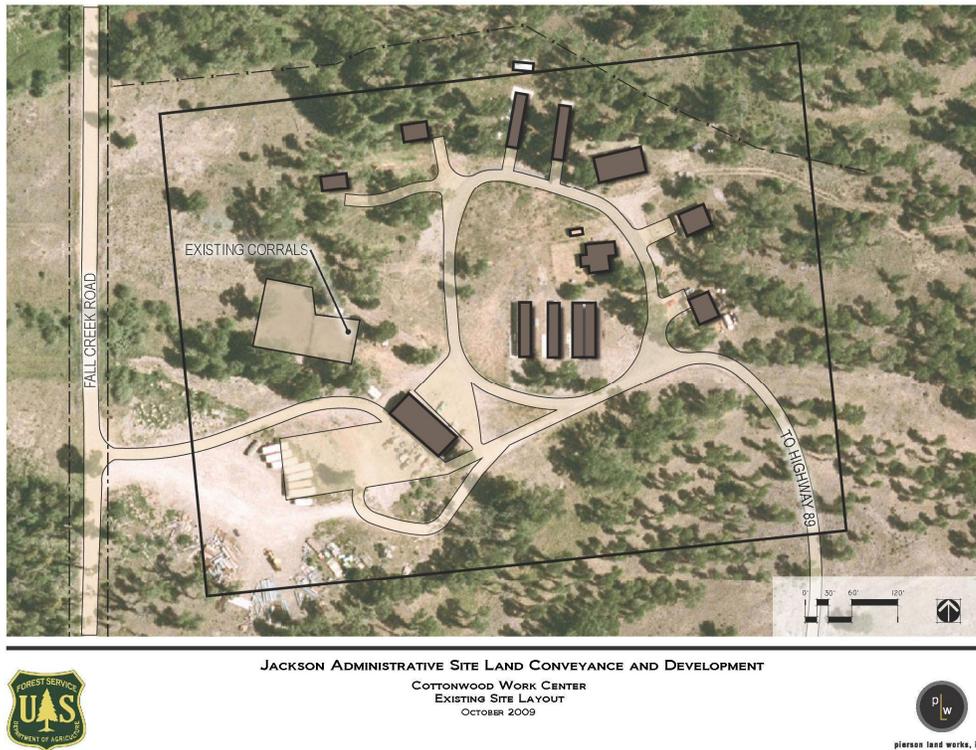


Figure 1.3: Nelson Drive Residential



Figure 1.4: Cottonwood Administrative Site



Decision Framework

Considering the purpose and need, the Forest Supervisor will utilize the information in this environmental assessment to decide whether or not to select one of, or portions of, or combinations of portions of the alternatives presented and analyzed herein. The Forest Supervisor will decide whether or not to approve the sale of land and whether or not to approve construction of new facilities at the three sites.

Public and Employee Involvement

Forest employees were involved in the initial information stage once the Forest Supervisor was directed to use *Forest Service Facility Realignment and Enhancement Act* authority to sell land as a funding mechanism to replace outdated buildings and construct additional housing. Meetings with employees resulted in a collection of issues and concerns about process; the sale of land at North Cache; the various sites proposed for facility construction; the sites and the resources common to those landscapes; as well as, existing uses and function of those sites; and of course, timing of the sale and construction of the facilities.

Employees representing the home owners, natural and cultural resources, and the Jackson District were assigned as part of the planning team. Early involvement by the employees aided the planning team in the development of several concepts in an attempt to design a solution to address the issues. The concepts were presented and comments taken at additional employee meetings. As the concepts evolved, a proposed action surfaced best addressing many of the issues and concerns.

The proposal was first listed in the *Forest Schedule of Proposed Actions* in July, 2008. The proposal was provided to the public and other agencies for comment via a scoping document dated October 9, 2008. A legal notice was published in the newspaper of record, *Casper Star Tribune*, and the Forest also published the *Notice of Proposed Realty Action* in the *Casper Star Tribune*, as a legal notice required for land transactions. This proposed action included the sale of up to 11 acres of land at North Cache site, retaining not less than 4 acres, and showed Option A and Option B as two possible configurations.

Meetings were held specifically with the owners of the manufactured homes. Field trips were taken to discuss potential sites, and the housing policy was reviewed to discuss potential changes which might occur as a result of the sale of the land and potential relocations to new sites.

After the scoping letter was posted and interested publics began to call with questions, the Forest participated in a public meeting, sponsored by the East Jackson Network (the Network) on October 30, 2008 at the Senior Center, in Jackson. The loosely organized Network of residents interested and concerned about the recent flurry of growth in the East Jackson neighborhood hosted the meeting, and the Forest was invited as guest speaker. The Forest paid for newspaper advertisement, and the Network emailed the meeting invitation to members on their mailing list. In addition, the Forest employees walked door to door to inform residents within 3 to 4 blocks of the meeting. The meeting was also advertised in the local *Jackson Hole News and Guide/Daily* as an East Jackson Network meeting open to the general public. The presentation included the proposal and Options A and B, delineating the land configuration to be sold and the portion(s) to be retained.

Comments and letters have been received from both the scoping and legal notices and the meetings. Interestingly, the public comments mirrored the comments developed by the Forest employees. Comments ranged from suggestion of other funding sources; to natural resource issues of wildlife, soil and water; to social issues of recreation, visuals, operational efficiency, and traffic; to process, alternative solutions, and opinions of housing types, density, size and color. Comments were received for each of the three administrative sites. (See Issues, page 16)

At the conclusion of the meeting, the Forest offered to hold future design meetings, where interested neighbors could participate in the design of the housing development as a means of continuing the public involvement process.

The comments of the East Jackson meeting resulted in the creation of Alternative 2. The request was to retain the greatest amount of land and sell the least amount of land at the greatest return. The intent was to retain land sufficient in size on which to place as many facilities, including housing, as possible.

The Forest was also interested in what the potential buyer, developers, and real estate industry had to offer concerning the proposed action. The Forest contracted with General Services Administration, who subcontracted with Thompson, Cobb, Basilio and Associates (TCBA) to develop a meeting with this industry. A scoping meeting was held, specifically targeting the real estate market and potential buyers. On March 17, 2009, the Forest held a Real Estate Industry Forum, also open to the general public. The focus was on the real estate market, changing economic conditions, and the sale parcel configuration. The meeting was advertised in the local newspaper, *Jackson Hole News and Guide/Daily*, and posted on a nation-wide website created by TCBA specifically for those interested in attending the Real Estate Forum. Registration was requested, although was not a requirement of attendance. TCBA contracted with local design and real estate firms to better address the local market issues. Pierson Land Works and Jackson Hole Real Estate & Appraisal were the local firms.

The comments from the participants resulted in the creation of Alternatives 3 and 4. The Real Estate industry suggested that the land most likely to return the greatest revenue from the sale of land would be the parcel closest to North Cache; that the northern parcel, while most likely to be of value in the residential market, had a lesser likelihood of generating high revenue; that 10 acres provided the buyer/developer with a planning advantage under the Town's planning and zoning regulations.

Finally, the Forest, in partnership with the Town of Jackson and Teton County offered a request for proposals to aide in the design of Nelson Drive Residential area, as offered to the interested publics at the East Jackson meeting held in October, 2009. The Town of Jackson and Teton County provided startup funding, matched by the Forest through a *Challenge Cost Share Agreement* to contract for architectural and engineering design services. The Town offered a prospectus. Eight teams from across the country bid on the prospectus. Rendezvous Group was awarded the contract. Rendezvous Group included a group of local experts in the planning, resources, engineering, and design field. Rendezvous Engineering, Collins Planning Associates, Carney Architects, and Biota Research and Consulting comprised the team. Notices of the upcoming meetings were published in the *Jackson Hole News and Guide/Daily*. A series of three public meetings were held on July 14th, 21st and 27th. The design question posed to the public assumed that all of the proposed housing would be located at the site. The challenge was to determine if all the housing could be located, at what density, and whether or not the traffic, wildlife, and visual issues could be addressed with minimal impacts. The original proposed action called for developing an additional 6.7 acres of the Nelson Drive Residential site; the Master Plan developed by the public resulted in 3.03 acres of additional development, which is the current Forest Service proposal. A presentation of the process and outcome was presented in the form of a booklet and master plan by the Rendezvous Group to the Joint Information Meeting comprised of Teton County Commissioners and Town of Jackson Council members on July 28th. Comments by the some interested publics who had participated in the design process were also presented to the Joint Information Meeting.

The Joint Information Meeting took the presentation into consideration and issued a Resolution, dated October 5, 2009, supporting the Bridger-Teton National Forest in maintaining the headquarters in Jackson, and for providing additional housing for recruiting and retaining employees at the Nelson Drive Residential site. The resolution supported future

development in a manner which uses the smallest site footprint, is similar to the surrounding neighborhood in terms of density, and protects critical wildlife habitat.

Comments received from the public, other agencies, the interdisciplinary team, and employees were used to develop a list of issues.

Issues

Comments received from the public, other agencies, the interdisciplinary team, and employees were used to develop a list of issues. Comments were received via mail, emails, letters, telephone calls, at public meetings, and personal visits. Comments addressed each of the three administrative sites, North Cache, Nelson Drive Residential and Cottonwood Work Center.

Of all the varied comments, the Forest Service identified six groupings or categories of issues raised during scoping that reflect concerns about potential environmental and social effects that could be caused by the proposal. Each of these potential impacts is analyzed in Chapter 3. In addition, each of these concerns led to the development of specific mitigation measures or design features to reduce or eliminate potential undesirable effects (Chapter 2, page 38) and/or contributed to the development of an alternative to the proposed action.

Ecological Issues

Wildlife: Potential impacts to various wildlife species and/or their habitats at the three administrative sites.

Discussion: The main concern was that the proposed development at Nelson Drive Residential site would occur in an undeveloped area and that development could impact wildlife. Specifically, concerns were raised about winter range, wintering big game, and migration corridors. Specific species mentioned were moose, deer, elk, fox, coyote, lion, grouse, as well as small mammals and birds. Potential impacts to deer and elk at the North Cache site were also mentioned. For the Cottonwood Work Center site, concern was expressed about potential impacts to winter range, wintering big game, and movement corridors.

Potential wildlife impacts are analyzed in detail on pages 53 – 64 in Chapter 3. Potential wildlife impacts at the Nelson Drive Residential site are mitigated by limiting development at the 80-acre site to 3.03 acres that are of low or moderate value for wildlife. (Biota Research and Consulting) Alternative 2 (page 21) responds to this issue because it requires less development at the Nelson Drive Residential site.

Soil and Water: Potential impacts to soil and water at the three locations.

Discussion: The Wyoming Game and Fish Department raised concern about potential impacts to wetland function at the North Cache site and requested mitigation for impacts within and adjacent to the flood plain.

Potential impacts to soil and water are analyzed on pages 67 – 74 in Chapter 3. Mitigation for this issue is listed on page 38 of Chapter 2. This issue did not drive the creation of an alternative because impacts are adequately mitigated.

Social Issues

Recreation: Potential impacts to recreation from development at the Nelson Drive Residential site.

Discussion: The concern for potential impacts to recreation was limited to development at the Nelson Drive Residential site, including the impact from additional people living at the Nelson Drive Residential site, and potential impacts to Putt-Putt Trail users from the development.

Potential impacts to recreation are analyzed in detail on pages 42 – 50 in Chapter 3. Potential impacts to the Putt-Putt Trail and trailhead are mitigated by relocation rather than removal of the trailhead (see page 38 in Chapter 2). Alternative 2 (page 21) responds to this issue because it requires less development and fewer additional residents at the Nelson Drive Residential site.

Traffic: Potential impacts to vehicular traffic patterns from development at the Nelson Drive Residential site.

Discussion: The concern for traffic impacts was limited to the Nelson Drive Residential site and included a concern about potential additional parking on the street.

Potential impacts to traffic are analyzed in detail on pages 75 – 83 in Chapter 3. Impacts to parking on Nelson Drive Residential site are mitigated by the design of the additional housing; all additional housing will have off street parking (page 38). Alternative 2 (page 21) responds to this issue because it requires less development and fewer additional residents at the Nelson Drive Residential site.

Visual Quality: Potential impacts to visual quality from development at the Nelson Drive Residential site.

Discussion: The concern about visual quality was raised in connection with the proposed development at the Nelson Drive Residential site. Part of this issue was a concern that the resulting density could be greater than and inconsistent with the existing neighborhood, and another part was concerned that “neighborhood character” and density would be too low, resulting in sprawl into open space.

Potential visual quality impacts are analyzed in detail on pages 83 – 87 in Chapter 3. Mitigation for this issue is listed on page 38 of Chapter 2. Potential visual impacts at the Nelson Drive Residential site are mitigated in part by limiting development at the 80-acre site to 3.03 acres that are not on the hillsides. The area considered for development as a result of the public involvement sessions which developed a master plan is immediately adjacent to existing development, on level ground, and in an area

of low to medium habitat value. Alternative 2 (page 21) responds to this issue because it requires less development at the Nelson Drive Residential site

Operational Efficiency and Effectiveness: Potential impacts to Forest employees accomplishing their work tasks and to Forest employees who own manufactured homes or live in government provided housing.

Discussion: Concern about the effects of the proposal on employees was raised during internal scoping meetings. Three significant concerns exist: (1) Owners of manufactured homes located at North Cache learned in September, 2009 that the Forest Service is unable to pay for moving the manufactured homes to a new location. For these 8 employees, the moving costs could force them into debt or force them to leave the Forest, (2) Locating employee housing at the Cottonwood Work Center administrative site creates concern about increased driving for work, groceries, appointments, etc. and lack of cell service, bus service for children, and limited utilities, (3) Concern exists about creating work inefficiencies and lost productivity if work equipment, storage facilities and horses are separated from office locations or if work functions are not located proximate to work areas.

Potential operational and employee impacts are analyzed in detail on pages 87 – 95 in Chapter 3.

CHAPTER 2: ALTERNATIVE DESCRIPTIONS

This section describes and compares the alternatives considered for the North Cache, Nelson Drive Residential and Cottonwood Work Center administrative sites. This section also presents the alternatives in comparative form, defining the differences between each alternative and providing a basis for choice among options by the decision maker and disclosure to the public. Some of the information used to compare the alternatives is based upon the design of each alternative (Table 2.1) and some of the information is based upon the environmental effects of implementing each alternative (Table 2.2).

Assumption: Each alternative would generate revenue sufficient to construct all facilities. Therefore, the same facilities are shown in each alternative, with only the location of the facilities varying between North Cache, Nelson Drive Residential, and Cottonwood Work Center sites. Actual revenue generated will not be realized until the decision is implemented by offering the land for sale, and the bidding concludes. Actual revenue generated may result in a reduced ability to construct all the facilities.

Further, each alternative describes a desired or likely distribution of facilities in order to achieve management objectives for efficient operation. Once a decision is made, it is possible that facilities may be moved between the three sites during implementation of the decision.

Alternatives

Alternative 1

No Action

Figure 2.1: North Cache Site



This alternative is in response to the issue of selling public lands in the Town of Jackson, as generated from written comments and those comments generated at the East Jackson neighborhood meetings. Some members of the public asked the Forest to consider selling no land and retaining the existing operations at the North Cache site.

This No Action alternative is also required under *National Environmental Policy Act* and the *Forest Service Facility Rehabilitation and Enhancement Act*, and serves as a baseline from which to measure, evaluate, and examine change and compare the environmental effects of each action alternative.

Under Alternative 1, the Forest Service would not sell land at North Cache and would not develop facilities at North Cache, Cottonwood Work Center, nor Nelson Drive Residential sites at this time as proposed. Specifically, the Forest would retain all land and facilities at the three sites in the same number and condition. There would be no change from the

existing condition at this time. This alternative does not fully meet the purpose and need for action, as follows:

- No funds would be generated for new building construction. No funds would be generated as a result of not selling land at the North Cache site. There would be neither removal of facilities nor construction of new facilities at this time.
- There would be no reduction in the deferred building maintenance cost backlog. Without funds to remove existing buildings or to construct new buildings there would be no reduction in the total number of government buildings that must be maintained.
- There would be no improvement in energy and operational efficiency, and deficiencies would remain.
- There would be no improvement in customer service and visitor contact. The Jackson District Office would remain closed to public access, and visitors would continue to be sent to the visitor center located further north from the Supervisors Office. No improvement in housing availability for employees. There would be no funds to construct employee housing.

However, this alternative would not require the employees who own manufactured homes to move, thus they would not incur any moving costs. In addition, this alternative does meet parts of the purpose and need for action, as follows:

- This alternative would retain the fire cache, warehouses and horse facilities at North Cache. Work equipment would be located along with offices thus retaining efficiency.
- The Supervisor's Office would also be retained on North Cache thus maintaining visibility.

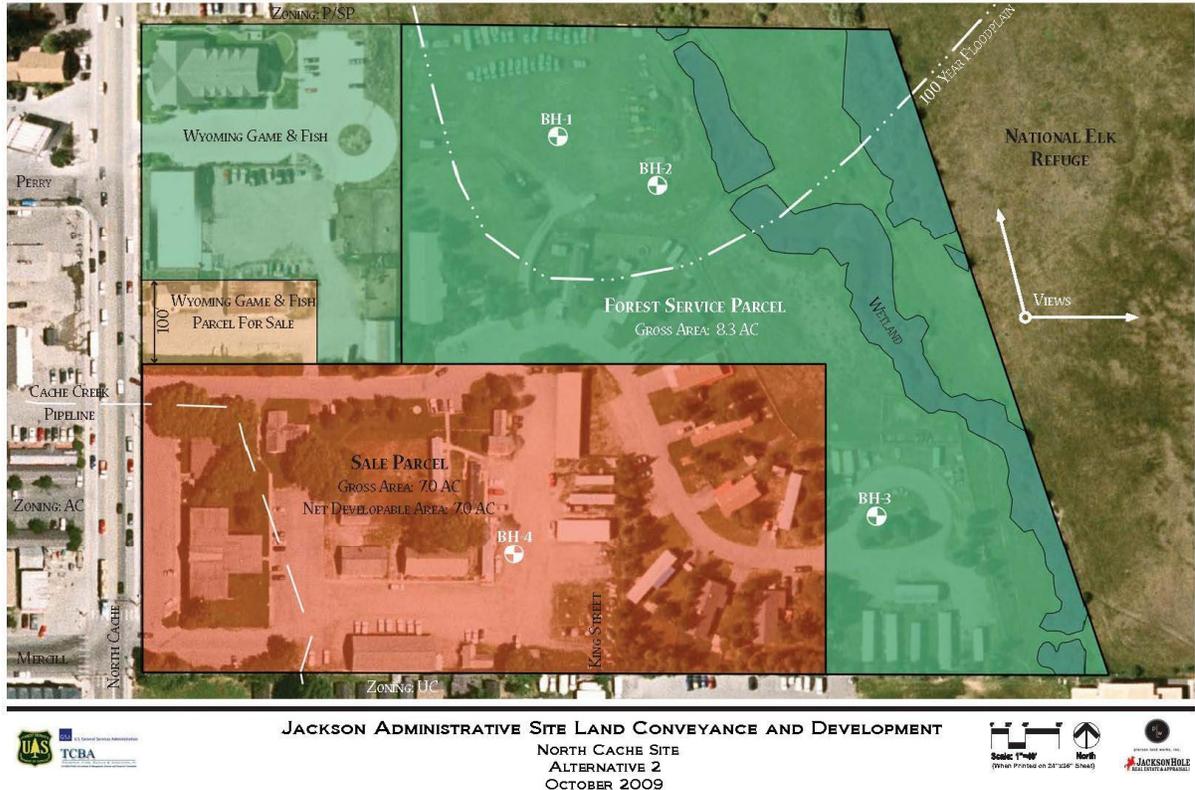
This is a viable alternative that could be selected by the Forest Supervisor.

The Alternative Comparison Table (Table 2.1) shows that all 15.3 acres of the North Cache administrative site would remain as federal land. There would be no additional construction authorized on the 80-acre Nelson Drive Residential site, maintaining development at that site to the current 4.09 developed acres. In addition, there would be no new construction authorized at the 12 acre Cottonwood Work Center site. Under Alternative 1, Table 2.1 lists the current facilities at each of the three administrative sites.

Alternative 2

Sell 7 Acres of North Cache Frontage

Figure 2.2: Alternative 2 – Sell 7 acres, North Cache Frontage



Alternative 2 is in response to the request generated by the East Jackson neighborhood meeting. The issues and comments received asked the Forest to consider selling the least amount of land commensurate with generating revenue for replacement of facilities; they asked that a larger parcel be retained enabling the Forest Service to continue operations and place most new facilities at the North Cache site. This alternative was also informed by the Real Estate Industry Forum held by the Government Services Administration in Jackson on March 17, 2009, which identified the frontage of the North Cache site as having the most real estate value.

As a result, Alternative 2 modifies the proposed action (sell up to 11 acres) by reducing the number of acres to seven (7) proposed to be sold. Note that the proposed action, Option A, retained frontage on North Cache. However, due to the high value of this parcel, Option A was dropped from further consideration. The Market Analysis Study suggested that the most reasonably foreseeable use of the administrative site lands to be conveyed, would likely be

developed as a mixed use of commercial and/or residential uses, and that commercial use would generate the greatest value. It is anticipated that current zoning of “Public-Semi-Public” would be changed to “Auto-Commercial with a Lodging Overlay” thus allowing mixed uses. This alternative would generate revenue from the commercial portion along North Cache and lesser revenue from the residential portion due to the small size of the parcel and difficulties of developing. At the Real Estate Industry Forum, real estate industry representatives indicated that it was the North Cache frontage that would best generate the greatest return from the sale of land to finance the proposed new construction. Selling the frontage is expected to allow the Forest Service to sell the least amount of land resulting in more facilities being located on the remaining land at the North Cache site.

Under Alternative 2, the Forest Service would sell land and 27 buildings at North Cache and develop facilities at North Cache, Cottonwood Work Center and Nelson Drive Residential sites. Specifically, the Forest would sell 7 acres and retain 8.3 acres as shown in Figure 2.2. The Forest would retain all the area adjacent to the National Elk Refuge, and retain the entire wetland area.

The Forest would reserve street and utility access to the retained parcel, which would be from the traffic-lighted intersection at Mercill Avenue, to the remaining parcel. An easement along the centerline of Cache Creek as it crosses the property (currently located in an underground concrete pipe) would be granted. Once the land is sold, during the period of construction of the new administrative building and until occupation of the new facility, the Forest would likely need to use the existing offices. Should this be necessary, the Forest would reserve the right to use office space, as a requirement in the sale-offer. In addition, the Forest would reserve the right to use the land underlying the manufactured homes from the time of sale until the manufactured homes could be relocated.

On the remaining 8.3 acres of federal land at the North Cache site, an office building would be built to serve as the offices of the Forest Supervisor and staff and the Jackson District Ranger and staff. In addition, a warehouse, a vehicle storage building, a fire crew office and vehicle building, an 8-unit bunkhouse and 9 new single-family housing units would be built on the site. Because the land that would be sold currently contains employee-owned manufactured homes, those homes would be re-located onto the remaining 8.3 acres. At the Nelson Drive Residential site, there would be 9 new single family units constructed; and the Putt-Putt trailhead and approximately 800 feet of the trail would be relocated. At the Cottonwood Work Center site, there would be a fire warehouse, an 8-unit bunkhouse, a horse facility, and 4 new single-family housing units. Construction at each of the three sites would include site work to make the facility functional and operational.

This alternative would meet the purpose and need for action, as follows:

- Generate funds for new building construction. Funds would be generated as a result of the sale of land, thereby allowing the Forest to build new facilities at North Cache, Nelson Drive Residential and Cottonwood Work Center sites.
- Reduce the total number of government buildings that must be maintained. The sale of the property includes the buildings. Twenty-seven buildings would be included in the sale.

- Reduce the deferred building maintenance cost backlog by removing these buildings from the inventory.
- Improve energy efficiency by replacing buildings with new buildings with current energy design.
- Locate for visibility, improved customer service, and visitor contact by constructing a new administration office for both Supervisor and District offices, located nearby and with access to a traffic-lighted intersection.
- Maintains operational efficiencies for most work functions; efficiency for fire supply and logistical support would be degraded; Operational effectiveness would largely be retained since most employees would be living close to work areas.
- Improve housing availability for employees due to development of additional housing but manufactured homes would have to be moved which would negatively affect employees living in these homes. Moving costs would potentially be less with this alternative since the homes would still be located at North Cache.

The original proposed action sent to the public for comment in October, 2008 estimated that not more than 11 acres would be authorized for sale at the North Cache site. The original proposal estimated that 8 manufactured homes would be moved from the North Cache site to the Nelson Drive Residential site, and an additional 18 housing units would be constructed at the Nelson Drive Residential site. This alternative of selling only 7 acres allows the majority of housing, 9 units, to be located at the North Cache site rather than the Nelson Drive Residential site partially responding to public concerns about additional development at the Nelson Drive Residential site. This alternative also retains the 8 privately owned manufactured homes at the North Cache site. Because of the remaining parcel size, it is not feasible to construct all housing at the North Cache site.

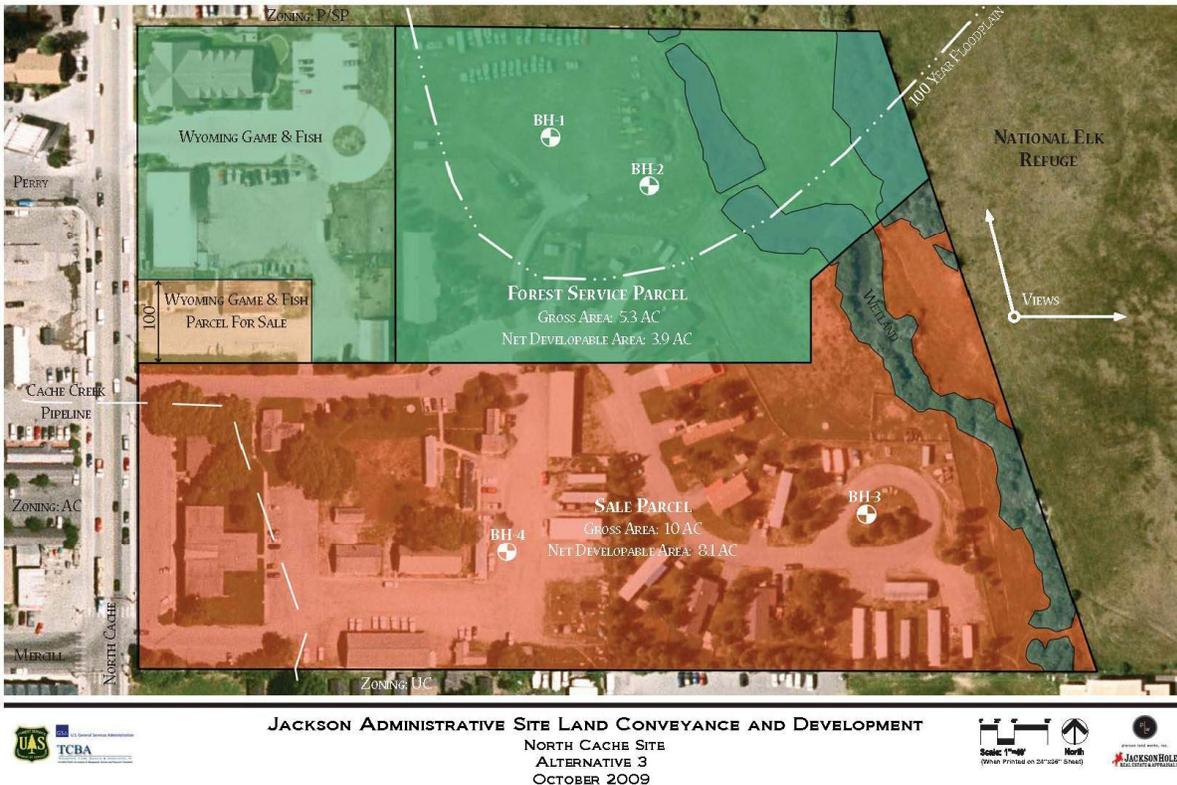
This alternative assumes that the sale of 7 acres would generate enough money to replace all of the needed facilities. If this alternative is selected and an adequate amount of money is not generated, the responsible official would consider available options, including but not limited to, reoffering the parcel at a later date, selecting another alternative from this analysis which has been fully analyzed, choosing to construct fewer facilities until adequate funding becomes available, changing the duty station for employees who could live and work from locations outside Jackson, and supplementing funds needed with other revenue sources.

Under Alternative 2, Table 2.1 lists the facilities that would remain or be constructed at each of the three administrative sites.

Alternative 3

Sell 10 Acres – Full South Parcel

Figure 2.3: Alternative 3 – Sell 10 Acres, Full South Parcel



Alternative 3 is in response to the issue of selling an amount of land that has the potential to generate greater revenue. This alternative would likely derive greater revenue by virtue of the larger amount of land being sold based on access, visibility, size, and configuration, and the special 10-acre ordinance, known as the Planned Sub-Center District ordinance in the *Town of Jackson Comprehensive Plan*. This ordinance provides the purchaser the opportunity to establish zoning most effective for their proposed development. The anticipated zoning change discussed in Alternative 2 would be the same in Alternative 3. This alternative also responds to concerns about the lack of space available at the North Cache site after selling up to 11 acres as originally proposed. As a result of the lack of space on the remaining parcel, all housing would go to either Cottonwood or Nelson Drive. This alternative responds to the East Jackson residents who preferred to have the manufactured homes located elsewhere, by locating the 8 privately owned manufactured homes to Cottonwood Work Center site. All 18 single family homes would be built at Nelson Drive Residential site. As in Alternative 2, the proposed action, Option A is dropped because of the high real estate value of the North

Cache frontage. This alternative also drops Option B, again because the next highest real estate value is along the southern boundary. Therefore, the majority of the facilities, including housing are relocated to sites other than North Cache.

As a result, under Alternative 3, 10 acres of the North Cache site would be authorized for sale encompassing the 7 acres that would be authorized under Alternative 2, plus the remaining land along the south boundary of the site all the way to its eastern end on a boundary common with the National Elk Refuge. This would include 27 buildings. The Forest would retain a large northern portion, including substantial area adjoining the National Elk Refuge. This is shown in Figure 2.3.

The Forest would reserve the same street, utility, office and land as identified in Alternative 2, and would grant the same easement for Cache Creek as in Alternative 2.

On the remaining 5.3 acres of the North Cache parcel the Forest would construct an office building for Supervisor and District staff, a warehouse, and a vehicle storage building. The fire crew office and vehicle building, a fire storage warehouse, four single-family employee housing units and two bunkhouses would be constructed at the Cottonwood Work Center. As mentioned above, the 8 privately owned manufactured homes would be relocated to Cottonwood Work Center. These new facilities would be in addition to the existing facilities and housing at Cottonwood Work Center. Further, 18 new single-family housing units would be authorized for the Nelson Drive Residential site along with a horse facility. This would result in approximately 3.03 additional acres being developed at the Nelson Drive site. The Putt-Putt trailhead and approximately 800 feet of the trail would be relocated within the same general area. Construction at each of the three sites would include site work to make the facility functional and operational. Under Alternative 3, Table 2.1 lists the facilities that would remain or be constructed at each of the three administrative sites.

This alternative meets parts of the purpose and need for action, as follows:

- Generate funds for new building construction. Potentially more funds would be generated as a result of the sale of land, thereby allowing the Forest to build more new facilities at North Cache, Nelson Drive Residential and Cottonwood Work Center sites.
- Reduce the total number of government buildings that must be maintained. The sale of the property includes the buildings. Twenty-seven buildings would be included in the sale.
- Reduce the deferred building maintenance cost backlog by removing these buildings from the inventory.
- Improve energy efficiency by replacing buildings with new buildings with current energy design.
- Locate for visibility, improved customer service, and visitor contact by constructing a new administration office for both Supervisor and District offices, located nearby and with access to a traffic-lighted intersection.
- Maintains operational efficiencies for some work functions; efficiency for fire supply and logistical support and for wilderness rangers would be degraded;

Some operational effectiveness would be lost due to employees living remotely from work areas and employees would be exposed to more risk from driving.

- Improve housing availability for employees due to development of additional housing

This alternative assumes that the sale of 10 acres in this configuration would generate enough money to replace all of the needed facilities. If this alternative is selected and an adequate amount of money is not generated, the responsible official would consider available options including but not limited to, reoffering the parcel at a later date, selecting another alternative from this analysis which has been fully analyzed, choosing to construct fewer facilities until adequate funding becomes available, changing the duty station for employees who could live and work from locations outside Jackson, and supplementing funds needed with other revenue sources.

However, this alternative would require the employees who own manufactured homes, to incur any moving costs. Moving costs would be highest with this alternative since the homes would be moved 17 miles to Cottonwood. In addition, this alternative does not meet parts of the purpose and need for action, as follows:

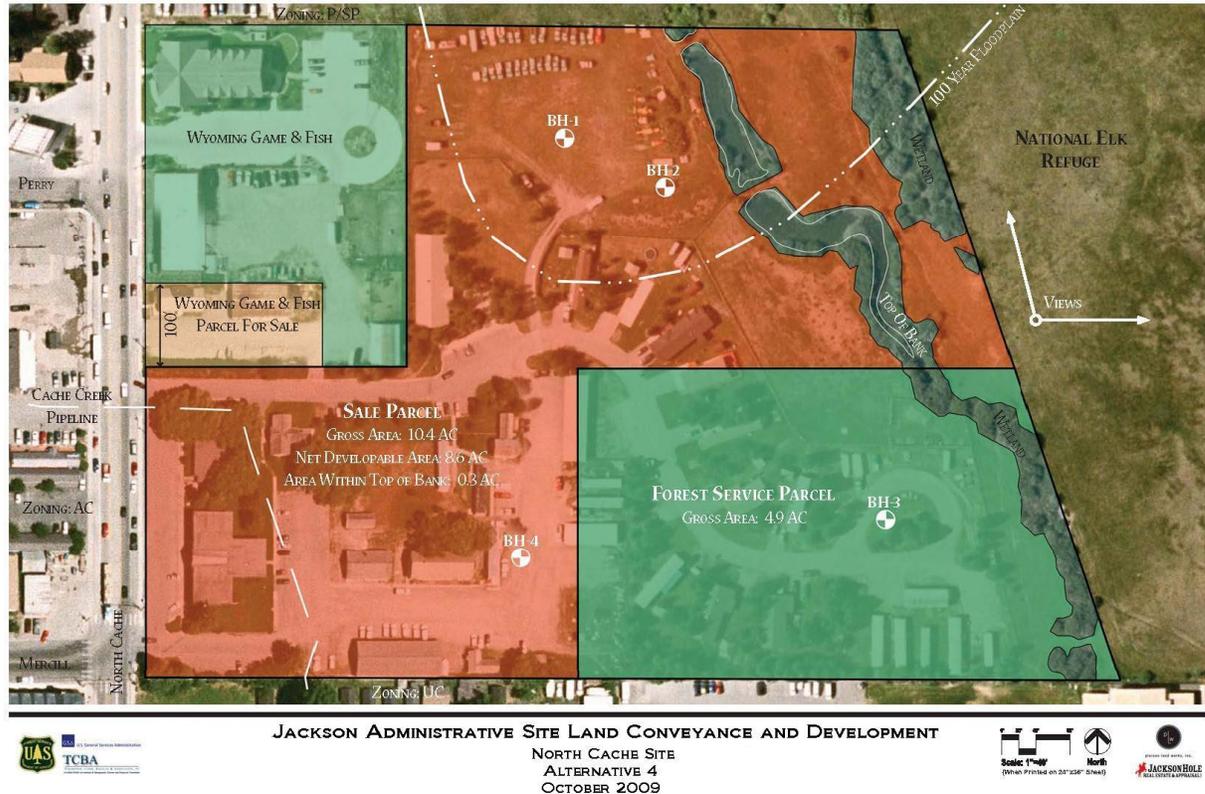
- This alternative would move the fire cache, warehouses and horse facilities from North Cache. Work equipment would be located separate from administrative office thus reducing operational efficiency.
- The Supervisor's Office would also be constructed on the north parcel somewhat removed from direct visibility on North Cache.

The original proposed action sent to the public for comment in October, 2008 estimated that not more than 11 acres would be authorized for sale at the North Cache site. The original proposal estimated that 8 manufactured homes would be moved from the North Cache site to the Nelson Drive Residential site, and an additional 18 housing units would be constructed at the Nelson Drive Residential site. This alternative of selling 10 acres requires the majority of new facilities and the manufactured homes to be located at Cottonwood Work Center. Because of the remaining parcel size, it is only feasible to construct minimal number of administrative buildings at the North Cache site.

Alternative 4 (Proposed Action)

Sell 10.4 Acres – Cache Frontage and North Parcel

Figure 2.4: Alternative 4 – Sell 10.4 Acres – Cache Frontage and North Parcel



Alternative 4 is in response to many of the same issues that created Alternative 3 including the potential to generate greater amount of revenue. Alternative 4 is similar to Alternative 3 in terms of the amount of acreage that would be sold, but differs in the configuration of the parcel, responding to a different market, more likely residential in nature on the northern parcel (Figure 2.4). With views of the National Elk Refuge, the north parcel has the potential to be developed for residential development or maybe visitor lodging, as identified at the Real Estate Industry Forum. This alternative is also closest to the proposed action, Option B, presented in the scoping document. The parcel is configured to include North Cache frontage and the north parcel. The anticipated zoning change is expected to be similar to Alternative 3, mixed use of commercial and residential.

As a result, 10.4 acres of the North Cache site would be authorized for sale including 4.4 acres of North Cache frontage and 6 acres on the north end of the site. The parcel would be configured in a “dogleg” shape. This would include 28 buildings in the sale. The Forest would retain 4.9 acres or the smallest amount of land of any of the proposals, comprising the

southeastern portion of the site. The advantages of this site would be the lower site development costs associated with street extensions.

The Forest would reserve the same street, utility, office and land as identified in Alternatives 2 and 3, and would grant the same easement for Cache Creek as identified in Alternatives 2 and 3.

On the remaining 4.9 acres of the North Cache parcel the Forest would construct an office building for Supervisor and District staff, a warehouse, a fire crew office and vehicle storage building, and a bunkhouse. New Facilities at the Nelson Drive Residential site would include 18 single family housing units, with the addition of the 8 privately owned manufactured homes. This would result in approximately 3.03 additional acres being developed at the Nelson Drive site beyond what is currently developed. The Putt-Putt trailhead along with approximately 800 feet of the trail would be relocated within the same general area. Facilities at the Cottonwood Work Center site include a vehicle storage building, fire storage warehouse, one bunkhouse, and 4 single family units. Construction at each of the three sites would include site work to make the facility functional and operational. Under Alternative 4, Table 2.1 lists the facilities that would remain or be constructed at each of the three administrative sites.

This alternative meets parts of the purpose and need for action, as follows:

- Generates funds for new building construction. Potentially more funds, but less than Alternative 3, would be generated as a result of the sale of land, thereby allowing the Forest to build more new facilities at North Cache, Nelson Drive Residential and Cottonwood Work Center sites.
- Reduces the total number of government buildings that must be maintained. The sale of the property includes the buildings. Twenty-eight buildings would be included in the sale.
- Reduces the deferred building maintenance cost backlog by removing these buildings from the inventory.
- Improves energy efficiency by replacing buildings with new buildings with current energy design. Locate for visibility, improved customer service, and visitor contact by constructing a new administration office for both Supervisor and District offices, located nearby and with access to a traffic-lighted intersection, and some potential frontage/visibility for the Forest Service from the likely extension of Mercill Avenue.
- Maintains operational efficiencies for some work functions; efficiency for fire supply and logistical support and for wilderness rangers would be degraded; Operational effectiveness would largely be retained since most employees would be living close to work areas.
- Improves housing availability for employees due to development of additional housing.
- However, this alternative would require the employees who own manufactured homes, to incur any moving costs. Moving costs would be moderate with this alternative since the homes would be moved only 2 miles to Nelson Drive.

In addition, this alternative does not meet parts of the purpose and need for action, as follows:

- This alternative would move the fire cache, warehouses and horse facilities from North Cache. Work equipment would be located separate from administrative office thus reducing operational efficiency.
- The Supervisor's Office would also be constructed on the north parcel somewhat removed from direct visibility on North Cache.

This alternative assumes that the sale of 10.4 acres in this configuration would generate enough money to replace all of the needed facilities. If this alternative is selected and an adequate amount of money is not generated, the responsible official would consider available options including but not limited to, reoffering the parcel at a later date, selecting another alternative from this analysis which has been fully analyzed, choosing to construct fewer facilities until adequate funding becomes available, changing the duty station for employees who could live and work from locations outside Jackson, and supplementing funds needed with other revenue sources.

The original proposed action sent to the public for comment in October, 2008 estimated that not more than 11 acres would be authorized for sale at the North Cache site. The original proposal estimated that 8 manufactured homes would be moved from the North Cache site to the Nelson Drive Residential site, and an additional 18 housing units would be constructed at the Nelson Drive Residential site. This alternative of selling 10 acres requires the majority of new facilities to be located at Cottonwood Work Center and the majority of housing to be located at Nelson Residential site. Because of the remaining parcel size, it is only feasible to construct a minimal number of administrative buildings at the North Cache site.

Identification of the Preferred Alternative

While a decision is not being made at this point, the Forest Supervisor has identified the Preferred Alternative as Alternative 3. The purpose of identifying a Preferred Alternative at this point is to inform the reader of the Forest Supervisor's intent.

Preferred Alternative 3, if selected at the point of decision, sells 10 acres of land along the southern boundary, and retains 5.3 acres located in the north parcel, a substantial area adjoining the National Elk Refuge with its scenic advantages, and a significant portion of the wetlands. The parcel, when sold, appears to be most likely to derive a larger amount of net revenue by virtue of the larger amount of land being offered. It is expected that the land would be re-zoned as a mixed use of commercial and residential uses. From the perspective of the purchaser/developer, the overall size allows for spreading of costs over more developable area, aesthetic values of the adjacent National Elk Refuge, and potential use of the Town's Planned Sub-Center District ordinance.

It is important to the Forest Supervisor, that each reader review the entire document, each alternative, and make comments specific to each alternative. The Forest Supervisor is interested in the reader's comments regarding configuration and size, as well as, location of new facilities at the North Cache site, and the Nelson Drive Residential and Cottonwood Work Center sites. This EA analyzes all three sites and comments are requested for each of those sites.

Identification of Alternative 3 as the Preferred Alternative, assumes that if selected, and if offered on the open real estate market, would produce the greatest revenue. The Forest has considered other funding mechanisms, to no avail. The Forest Supervisor is interested in hearing about other funding mechanisms which would likely result in construction of replacement facilities and provide new housing for Forest employees.

Table 2.1: Alternative Comparison

Assumption: Each alternative would generate revenue sufficient to construct all facilities. Therefore, the chart displays the same facilities in each alternative, with only the location of the facilities varying between North Cache, Nelson, and Cottonwood sites. Actual revenue generated will not be realized until the decision is implemented and the land is offered for sale. The actual revenue generated may result in a reduced ability to construct all the facilities.

Each alternative describes a desired or likely distribution of facilities in order to achieve management objectives for efficient operation. Once a decision is made, it is possible that facilities may be moved between the three sites during implementation of the decision.

JACKSON ADMIN SITE - LAND CONVEYANCE PROJECT	Alternative 1 No Action	Alternative 2 (Sell Cache Frontage)	Alternative 3 (Sell Full South Parcel)	Alternative 4 (Proposed Action) (Sell Cache Frontage & North Parcel)
North Cache Site				
Theme at North Cache Site	No change from existing site & operation	Admin+Fire+Manufactured Homes+Housing	Admin	Admin-Fire
LAND				
Land – Available	15.3 acres	15.3 acres	15.3 acres	15.3 acres
Land – Retained	15.3 acres	8.3 acres north & east parcel	5.3 acres north parcel	4.9 acres southeast parcel
Land – Sold	0.0 acres	7.0 acres west parcel fronting on N. Cache	10.0 acres south parcel	10.4 acres north parcel and south parcel fronting on N. Cache
Land – Total	15.3 acres	15.3 acres	15.3 acres	15.3 acres

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Land – Easements/ Reservations	none	Reserve (Mercill & King St) access, office space and land. Grant Cache Creek;	Reserve (Mercill & King St) access, office space and land. Grant Cache Creek;	Reserve (Mercill & King St) access, office space and land. Grant Cache Creek;
Land – Wetland retained	1.36 acres	1.36 acres	0.75 acres	0.36 acres
Land – Wetland sold	0 acres	0 acres	0.61 acres	1.0 acres
OFFICE				
Office (Supervisors/District Admin Offices)	Supervisor’s Office and Ranger District offices remain in 8 separate buildings	1 new SO/RD Admin Office bldg	1 new SO/RD Admin Office bldg	1 new SO/RD Admin Office bldg
Office – facilities retained after property transfer	Same – All 28 buildings retained	1 retained	1 retained	None retained
WAREHOUSE				
Warehouse – Storage Bldg	Warehouses-Storage remain in 5 separate buildings	1 new warehouse-storage bldg	1 new warehouse-storage bldg	1 new warehouse-storage bldg
Warehouse – Vehicle Bldg	Warehouses-Storage remain in 1 separate building	1 new vehicle storage bldg	1 new vehicle storage bldg	No (see Cottonwood)
Warehouse - Specialized Bldg	Warehouses-Specialized remain in 3 separate buildings	Weather Station (relocate on site) HAZMAT (see Cottonwood)	Weather Station (relocate on site) HAZMAT (see Cottonwood)	Weather Station (relocate on site) HAZMAT (see Cottonwood)
Warehouse – facilities retained after property transfer	Same – All warehousing retained	Weather Station retained (relocated)	Weather Station retained (relocated)	Weather Station retained (relocated)

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FIRE				
Fire – Office Bldg	FIRE – Office remains in 2 separate buildings	1 new fire crew office bldg	No (see Cottonwood)	1 new fire crew office bldg
Fire – Warehouse Storage Bldg (cache)	FIRE – Warehouse storage remains in 2 separate buildings	No (see Cottonwood)	No (see Cottonwood)	No (see Cottonwood)
Fire – Warehouse Vehicle Bldg	FIRE – Warehouse vehicle storage remains in 2 separate buildings	1 new fire vehicle bldg	No (see Cottonwood)	1 new fire vehicle bldg
Fire Bldgs – facilities retained after property transfer	Same – All fire buildings retained	None retained	None retained	None retained
HOUSING				
Housing – Privately owned	8 Private Manufactured Homes	8 Private Manufactured Homes (relocate on site)	No (see Cottonwood)	No (see Nelson)
Housing – FS provided	4 Manufactured Homes	9 new SF units (see Nelson) 1 new 8-unit Bunkhouse (see Cottonwood)	No (see Nelson & Cottonwood)	1 new 8-unit Bunkhouse (see Cottonwood)
Housing – facilities retained after property transfer	Same – 8 Private Manufactured Homes retained	Same – 8 Private Manufactured Homes retained(relocate on site)	None retained	None retained

Nelson Drive Residential Development Site				
Theme at Nelson Dr. Res. Site	No change to proposed action	Existing units+½ new Single Family units	Existing units+All new Single Family units	Existing units+All new Single Family units+Manufac'd Homes
LAND				
Land – Available	80.0 acres	80.0 acres	80.0 acres	80.0 acres
Land – Existing area within Town limits	6.04 acres	6.04 acres	6.04 acres	6.04 acres
Land – Existing developed footprint	4.09 acres	4.09 acres	4.09 acres	4.09 acres
Land – Expansion for new development	0.0 acres	3.03 acres	3.03 acres	3.03 acres
Land – Total Land Developed	4.09 acres	7.12 acres	7.12 acres	7.12 acres
OFFICE				
Office	None	No (see North Cache)	No (see North Cache)	No (see North Cache)
Office – facilities retained after property transfer	None	None	None	None
WAREHOUSE				
Warehouse (cabin) – Storage	Warehouse (cabin) - 1 Storage	No (removed)	No (removed)	No (removed)
Warehouse – Vehicle	None	No (see North Cache)	No (see North Cache)	No (see Cottonwood)
Warehouse – Specialized	None	No (see North Cache & Cottonwood)	No (see North Cache & Cottonwood)	No (see North Cache & Cottonwood)

Jackson Administrative Site Land Conveyance and Development Environmental Assessment

Warehouse – facilities retained after property transfer	1 warehouse (cabin) – storage retained	None	None	None
FIRE				
Fire – Office	None	No (see North Cache)	No (see Cottonwood)	No (see North Cache)
Fire – Warehouse	None	No (see Cottonwood)	No (see Cottonwood)	No (see Cottonwood)
Fire – Vehicle	None	No (see North Cache)	No (see Cottonwood)	No (see North Cache)
Fire – facilities retained after property transfer	None	None	None	None
HOUSING				
Housing-Privately owned	None	No (see North Cache)	No (see Cottonwood)	8 Private Manufactured Homes
Housing-Forest Service provided	7 single family units; 1 Duplex; 2 8-unit Bunkhouses	9 new single family units	18 new single family units	18 new single family units
Housing – facilities retained after property transfer	Same – 7 SFH; 1 Duplex; 2 8-unit Bunkhouses retained	Same – 7 SFH; 1 Duplex; 2 8-unit Bunkhouses retained	Same – 7 SFH; 1 Duplex; 2 8-unit Bunkhouses retained	Same – 7 SFH; 1 Duplex; 2 8-unit Bunkhouses retained

Cottonwood Site				
Theme at Cottonwood Site	No change to proposed action	Existing facilities +Bunkhouse+4 Single Family units Fire facility	Existing facilities+2 Bunkhouses+4 Single Family units+Manufactured Homes+ more fire facilities	Existing facilities+ Bunkhouse+ 4 SF units+Fire and other facilities
LAND				
Land – Available	12.0 acres	12.0 acres	12.0 acres	12.0 acres
Land – Existing Development	12.0 acres	12.0 acres	12.0 acres	12.0 acres
Land – Additional Land Developed	No	No	No	No
Land – Total Land Developed	12.0 acres	12.0 acres	12.0 acres	12.0 acres
OFFICE				
Office	None	No (see North Cache)	No (see North Cache)	No (see North Cache)
WAREHOUSE				
Warehouse – Storage	Warehouse-1 Storage	No (see North Cache)	No (see North Cache)	No (see North Cache)
Warehouse – Vehicle	None	No (see North Cache)	No (see North Cache)	1 new vehicle storage
Warehouse – Specialized	Warehouse-Specialized 2 Pump houses	HAZMAT	HAZMAT	HAZMAT
Warehouse – facilities retained after property transfer	Same – 1 warehouse-storage+2 pump houses retained	Same – 1 warehouse-storage+2 pump houses retained	Same – 1 warehouse-storage+2 pump houses retained	Same – 1 warehouse-storage+2 pump houses retained

Jackson Administrative Site Land Conveyance and Development Environmental Assessment

FIRE				
Fire – Office	None	No (see North Cache)	1 new fire crew office	No (see North Cache)
Fire – Warehouse	None	1 new fire warehouse	1 new fire warehouse	1 new fire warehouse
Fire – Vehicle	None	No (see North Cache)	1 new fire vehicle bldg	No (see North Cache)
HOUSING				
Housing-Privately owned	Housing remains as 2 vacant pads for private manufactured home	No	8 Manufactured Homes	No
Housing-FS provided	Housing remains as 4 single family units, 3 seasonal cabins, 2 vacant pads for manufactured home	1 new 8-unit Bunkhouse+ 4 single family units	2 new 8-unit Bunkhouses+ 4 single family units	1 new 8-unit Bunkhouse+ 4 single family units
Housing – facilities retained after property transfer	Same- Housing remains as 2 vacant pads for private manufactured home+ 4 single family homes, 3 seasonal cabins, 2 vacant pads for FS manufactured home	Same- Housing remains as 2 vacant pads for private manufactured home+ 4 single family homes,, 3 seasonal cabins, 2 vacant pads for FS manufactured home	Same- Housing remains as 2 vacant pads for private manufactured home+ 4 single family homes,, 3 seasonal cabins, 2 vacant pads for FS manufactured home	Same- Housing remains as 2 vacant pads for private manufactured home+ 4 single family homes,, 3 seasonal cabins, 2 vacant pads for FS manufactured home

Mitigation Common to All Action Alternatives _____

Mitigation measures were developed to ease some of the potential impacts the various alternatives could cause. The mitigation measures apply to all of the action alternatives.

Construction of facilities in wetlands will not be authorized on land that the Forest Service retains or develops at the North Cache or Cottonwood sites. Construction of facilities on lands conveyed with wetlands would comply with the provisions of the *Clean Water Act* regarding Army Corps of Engineer jurisdictional wetlands.

The Putt-Putt trailhead and approximately 800 feet of trail will be relocated in the same general area near the Nelson Drive Residential site to accommodate trail-users.

Twenty four hour a day/7 day a week communication must be established at the Cottonwood Work Center site to enable employees to effectively carry out their duties and to provide for the safety of residents of that site.

Wyoming Best Management Practices would be used at all disturbed sites, to protect soils and wetland functions.

Future development would be carried out in a manner that uses the smallest site footprint, is similar to the surrounding neighborhood in density, and protects critical wildlife habitat.

All additional housing at the Nelson Drive residential site will have off street parking.

Alternatives Considered But Not in Detail in the EA

Prior to the proposed action in this EA of conveying land and using the proceeds to construct new facilities, the Forest had been seeking ways to replace the administration offices, improve visitor services, and provide housing for employees for years. Many varied attempts had been tried, a few successful, but the majority of the larger scale funding proposals did not meet with success.

More recently, over the past 10 years, housing has become an urgent issue. Request for funding to construct housing has not been considered important at the national level. Because of the severe nation-wide backlog of Forest Service facility maintenance and replacement, i.e., the operational side; housing for retaining employees, even in markets with exorbitant housing costs, has not been considered of importance.

Specific programs attempted by the Forest include the Forest Service Capital Investment Program. This is an annual funding source, included in the President's budget. Nationally, the BTNF's proposal for replacement facilities ranked low, and the Forest's priority on the potential funding timeline ranked very far into the future. The BTNF has not fared well with Capital Investment Program funding.

The Forest attempted another funding source by working with local Town and County governments to request special legislation to fund building replacement through land exchange. Many of you knew about and participated in 'MAC'. Senator Thomas was successful in passing the *Multi-Agency Campus Act* specifically to allow this Forest to

exchange land for equal value in buildings. Had the proposal gone to completion, the Town would today own the parcel of land that is very similar to that shown in Alternative 3, approximately 10 acres from North Cache to the National Elk Refuge, and the Forest would have had new administrative offices and buildings in what is shown as the north parcel of Alternative 3, located east of Wyoming Department of Game and Fish. But the legislation expired prior to completion of the project.

Under the Bush Administration, Congress tested new legislation as another method of addressing the Forest Service facility maintenance backlog. Congress passed the *Forest Service Facility Realignment and Enhancement Act of 2005*, which is used as the authority in this proposal, allowing the Forest Service to sell property and retain the proceeds for construction of new or replacement facilities or maintenance of existing facilities.

Even as the Forest began developing this proposal, yet another funding program became available under the Obama Administration. The program is known as the Stimulus program. The Forest proposal for Stimulus funding did not result in funds from the first three funding packages. This may be due to the fact that Wyoming labor statistics are good compared with the labor situation in other states.

The Forest continues to seek methods for funding facility maintenance even while this EA is being prepared. The *Forest Service Facility Realignment and Enhancement Act* is one “tool” to help the Forest address the facility problem.

Prior to arriving at a proposed action to convey land at the North Cache Site, the Forest studied possible locations in other surrounding communities, including Pinedale, Alpine, and the Star Valley area. The Regional Forester made a decision that the Supervisors Office would remain in Jackson. Based on land costs, housing costs, and access to the multiple interest groups who work with the Forest, Jackson was selected as the community for the location of the headquarters.

Once Jackson was determined to be the headquarters, sites within Teton County and immediately adjacent to the Town of Jackson were visited and evaluated as possible sites. Land located adjacent to Lower Valley Energy, a parcel located in the proximity of the Wyoming Department of Transportation on highway 191/26/89 south of Town, and other available commercial sites within the Town limits were considered for relocation of the administration site. The existing administrative site located at 340 North Cache ranked to be the best site for continued operation of the Supervisor and Jackson District offices.

A proposed action was developed to sell up to 11 acres of the 15.3-acre site known as the North Cache administrative site. Two alternatives, A and B, were identified as lands to be retained; each approximately 4 acres in size. Alternative A fronted on North Cache, and Alternative B shared a boundary with the National Elk Refuge.

During the scoping process, additional issues were identified which caused the Forest to adjust the proposed action, Option A and Option B, thus creating new alternatives. The market study suggested that frontage on North Cache was deemed to be of greatest value to the real estate market for use as commercial uses. The Forest identified a goal of selling the least amount of land for the greatest return, Option A was dropped for further consideration. No matter how the planning team configured the parcel, North Cache frontage always played

out as a higher potential for funding. Option B of the proposed action, however, was retained and is best reflected in Alternative 4.

Summary of Environmental and Social Effects of the Alternatives

Table 2.2 provides a summary of the effects of implementing each alternative. The summary is based on the more detailed information contained in the next section of this environmental assessment, *Chapter 3: Affected Environment and Environmental Consequences*.

Table 2.2: Summary of Environmental and Social Effects of the Alternatives

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
Action	No Action	Sell 7 Acres: N. Cache Frontage, Increase, Maximize Development at N. Cache; Development at Cottonwood; Some Development at Nelson	Sell 10 Acres: Full South Parcel, Some Development at N. Cache; Increase Development at Nelson and Cottonwood Sites	Sell 10.4 Acres: N. Cache Frontage + North Parcel, Some Development at N. Cache; Increase Development at Nelson and Cottonwood Sites
Wildlife	No Effect	Negligible Effect on loss of habitat and disturbance	Negligible Effect on loss of habitat and disturbance	Negligible Effect on loss of habitat and disturbance
Soil and Water	No Effect	Negligible Effects to soil and water	Negligible Effects to soils and water	Negligible Effects to soils and water
Recreation	No Effect	No Effect	Potential for two-fold increase in the number of likely residents. This increase could double the current level of encounters on first part of trail (from 3 to 6 people during the summer)	Potential for three-fold increase in the number of likely residents. This increase could triple the current level of encounters on first part of trail (from 3 to 9 people during the summer).
Cultural Resources	No Effect	No Effect	No Effect	No Effect
Traffic	No Effect	Traffic increases by 10% on Nelson Drive	Traffic increases by 30% on Nelson Drive	Traffic increases by 30% on Nelson Drive

	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
Visual Quality	No Effect	Minimal Effects	Minimal Effects	Minimal Effects
Civil Rights - Employee	No Effect	Employees pay to relocate MH on site	Employees pay to relocate MH to Cottonwood; increased travel distance to work (17 mi); requires vehicle; no school bus; increase water and sewer system capacity; provide tele/cell/T-1 computer lines.	Employees pay to relocate MH to Nelson; increased travel distance to work (1 ¼ mi).
Market Analysis	No Effect; no revenue	High revenue for Commercial development; limited revenue from small Residential area	Commercial & Residential – derive larger amount of revenue	Commercial & Residential – derive larger amount of revenue

CHAPTER 3: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

The affected environment sections describe those portions of the natural and human environment that could be affected by the implementation of any of the action alternatives. The environmental consequences sections discuss the potential changes to the social, physical, and biological environments due to implementation of the alternatives; they also present the scientific and analytical basis for the comparison of alternatives presented in Table 2.2 in Chapter 2.

Recreation Resources

Information provided in this environmental assessment about recreation resources is excerpted from the *Recreation Report for the Jackson Administrative Site Land Conveyance and Development Project* by Recreation Officer Linda Merigliano (October 22, 2009). The full text of this report is incorporated by reference.

Affected Environment

The Nelson Drive administrative site is part of what is known as the Greater Snow King area. The Greater Snow King area is located immediately adjacent to the Town of Jackson and this proximity makes the area very popular for year round recreation use.

Summer Recreation Use: The Greater Snow King area contains approximately 52 miles of trail open to non-motorized uses during the summer. Recreation use is estimated at 45,000 visitors during the summer with many residents using the area daily. In addition to this general visitor use, there are approximately 30,000 service days of outfitted use (mostly associated with the wagon cookout operation in Cache Creek) and many recreation events. Numerous organizations came together to craft a plan for the future of the Greater Snow King area in 2001. Principles for the planning effort included fostering joint stewardship through partnerships, connecting the community with their public lands, and crafting long-term solutions in place rather than just moving problems to another location. Organizations were unified by a common problem statement – “The Greater Snow King Area trail system is facing a growing population with diverse and frequently conflicting needs recreating in an area that has not been designed or managed to minimize user conflicts and reduce resource damage”. Four goals emerged from the workshop with the theme of promoting “Sustainable Trails, Respect for People, and Respect for Land”.

- Create a sustainable trail system to offer an enjoyable experience to the broadest range of non-motorized uses possible.
- Promote responsible, shared use of trails and provide information to inform visitors about trail opportunities.

- Protect wildlife, plant, soil and water resources through design of trail systems, education and enforcement, and restoration projects.
- Maintain existing facilities, monitor visitor use and resource conditions, and gather public feedback about conditions.

The Putt-Putt Trail is a 4.7 mile trail accessed from a primary trailhead on the Cache Creek road and a secondary trailhead at Nelson Drive located within the administrative site (Figure 3.1). This trail is an integral part of the Greater Snow King trail network and provides many short loop opportunities close to town. It is one of the first trails to melt out in the spring and has long been popular with mountain bikers, hikers and runners. Occasional horse use also occurs on the trail. Although originally created by recreation use, it was added to the National Forest trail system in the 1990s. Since the 1990s, this trail has gradually been improved to increase sustainability with most of the labor coming from volunteers. With designation of the Gros Ventre as Wilderness in 1984, a portion of the Putt-Putt Trail was included in the Wilderness. Efforts to prevent mountain bike trespass proved difficult resulting in construction of an alternate trail outside of the Wilderness. After development of the recreation plan for the Greater Snow King area, the Putt-Putt Trail was identified as the priority for work to improve sustainability. This work began with re-construction of the lower trail from Nelson Drive to address significant erosion and development of multiple trails. In 2004, the Putt-Putt Trail was extended to provide a continuous loop with the Hagen Trail and help relieve congestion on the Cache Creek Trail. The trailhead at Nelson Drive is not developed and currently consists of a dirt parking area, a small information board, and a mutt-mitt station with a bear-resistant receptacle for dog waste. It is difficult to accurately assess how much recreation use is originating from the Nelson Drive trailhead. Monitoring has been conducted consistently since 2001; however, observations for the Nelson Drive trailhead are limited. Monitoring during the summer of 2007 on 8 occasions revealed an average of 1.6 vehicles parked at the trailhead with a maximum of 4 vehicles observed. This translates into approximately 3 people on this first section of trail per day. However, this does not account for people living in the neighborhood who walk or bike to the trailhead and certainly does not represent overall use on the Putt-Putt Trail (most of which is originating from the Cache Creek trailhead).

The Gros Ventre Wilderness is located within ½ mile of the Nelson Drive area. There are no primary access trails into the Wilderness from Nelson Drive but the short Crystal Butte trail goes a little ways into the Wilderness as does the Woods Canyon trail which is located partially on State land to the east. The Crystal Butte Trail is designed for hiker-use only and the section outside Wilderness was re-constructed in 2008 with the old, very eroded user-created trails closed and re-planted. Within the current Nelson Drive administrative site, there are also two non-system trails. The most prominent trail climbs a hill immediately north of the trailhead. This area was once used as the town dump and, due to its proximity to town, it is occasionally used as a party spot. The trail is steep and gradually getting wider and more eroded as use continues.

Winter Recreation Use: The Nelson Drive administrative site is closed to snowmobile and other motorized uses during the winter. Additionally, the portion of the Gros Ventre Wilderness north of the Putt-Putt Trail and adjacent to the National Elk Refuge is designated as wildlife winter range with no human activity permitted between December 1st and May 1st annually (see Figure 3.1). Winter activities on the Putt-Putt Trail include snowshoeing,

cross-country skiing, and walking during low snow years when foot traffic can pack the trail enough to permit walking. Winter recreation originating from Nelson Drive is low compared with the groomed trail on the old Cache Creek Road/Trail. The Nelson Drive trailhead is not plowed during the winter which limits winter use. Additionally, dogs are required to be leashed on the first 2 miles of the Putt-Putt Trail adjacent to the designated winter wildlife closure. This requirement went into effect in 2005 and further limits use. Monitoring of winter recreation use during the 2005-2006 season on 28 occasions revealed an average of 0.86 vehicles. Sixteen observations during the 2007-2008 season revealed an average of 0.375 vehicles with a maximum of 2 vehicles observed. This translates into approximately 1 person on this section of trail per day during the winter. Some additional winter use occurs on the water tank road by people in the neighborhood walking their dogs. Dogs are not required to be leashed on this road which can be problematic for deer and elk in the area. Temporary closures have been occasionally put into place to address wildlife disturbance.

Environmental Consequences

Overview of Issues Addressed

Public scoping generated concern about the impact on recreation use of the National Forest due to proposed expansion of employee housing at Nelson Drive. In particular, comments revealed concern about the effects of proposed development on the Putt-Putt Trail.

No concerns were identified regarding potential recreation impacts at the North Cache site or the Cottonwood site. Due to its in-town location, the North Cache site does not contain trails or other facilities that are used for recreation. Therefore, none of the alternatives would impact recreation use of this site. The Cottonwood site is adjacent to trails used for recreation. Specifically, the Dog Creek trailhead is located ½ mile from the residential homes. The Dog Creek trail is part of the Snake River Range which is designated by Congress as a Wilderness Study Area. Existing recreation use of this trail is low, especially compared to trails in the Greater Snow King area adjacent to the Town of Jackson. Alternatives 2 and 4 would generate an additional 10 permanent residents and 8 seasonal residents at the Cottonwood site while Alternative 3 would generate an additional 22 permanent residents and 16 seasonal residents. These additional residents could potentially increase recreation use slightly on the first section of the Dog Creek trail, particularly in the evenings after work or on weekends. However, general recreation use typically does not occur in the evenings on the Dog Creek Trail since it is not near other residential areas, thus increased use by Cottonwood residents in the evenings is not anticipated to effect other recreationists. On the weekends, Cottonwood residents are likely recreating in a variety of locations, thus the potential for increased use on the Dog Creek Trail is low and likely would not be noticeable to other recreationists.

Since public issues center on potential recreation effects at Nelson Drive and there are no anticipated adverse effects on recreation from proposed changes at the North Cache or Cottonwood sites, the analysis indicators and remaining effects discussion will focus on potential recreation impacts from proposed development of employee housing at Nelson Drive.

Issue Indicators

- Miles of Forest system trail affected
- Estimated increase in summer and winter recreation use on the Putt-Putt Trail (including increase in the number of dogs)
- Effect on non-system trails

Alternative 1 (No Action)

Direct, Indirect, and Cumulative Effects

Alternative 1 is the No Action Alternative. Under this alternative, the Forest Service would not sell land at North Cache and would not develop facilities at North Cache, Cottonwood Work Center and Nelson Drive Residential sites. Specifically, the Forest would retain all land and facilities at the three sites in the same number and condition. The Nelson Drive trailhead and current location of the Putt-Putt Trail would remain as shown on the maps below. The Nelson Drive administrative site is 80 acres. However, the existing developed area is only 6.04 acres with houses directly occupying 4.09 acres. There are currently a total of 10 housing units containing a mix of 7 single family houses, 1 duplex house, and 2 eight-bed bunkhouses for seasonal employees.

To calculate the potential resident population generated from housing units, a multiplier of 2.5 people is used for every single family house, 1.5 people per duplex unit, and 1 person per bunkhouse bed. For the private manufactured homes currently located on North Cache, a multiplier of 1.5 is used (based on current occupancy of mostly 1-2 people per unit). Based on these assumptions, the current housing units would generate an estimated 20.5 year-round residents plus 16 seasonal employees. The seasonal bunkhouses are generally full during the summer months with an average of 5 seasonal employees during the winter months. Thus, during the summer, the resident population at Nelson Drive is estimated at 36.5 people; during the winter, the resident population is estimated at 25.5 people. Permanent employees living in employee housing are permitted to have pets. Pets are not permitted in the seasonal bunkhouses. The resident population of employees and dogs fluctuates as new employees arrive and other leave the area but examining the current statistics reveals a year-round resident population of 20 people and 7 dogs, thus the assumptions used above are considered valid for estimation purposes (estimate generated 20.5 year-round residents). The current ratio of residents to dogs will be used to estimate the effects that could occur under other alternatives. Environmental quality, access to outdoor recreation, scenery, wildlife, and open space consistently rank among the top reasons people move to Jackson Hole and stay here. Forest Service employees are no different. Recreation trend information indicates that increasingly people are seeking trail opportunities close to home. Thus, many residents will likely use the Putt-Putt trail and trails in the overall Greater Snow King area, however, if the current resident population at Nelson is representative of the future, only about 30 percent of the residents use the trails regularly.

Effects Summary for the No Action Alternative

Miles of Forest System Trail Affected: No miles of system trail would be affected under the No Action Alternative because there would not be an increase in employee housing under this alternative and the trailhead and trail would not be re-located.

Estimated Increase in Summer Recreation Use on the First Section of the Putt-Putt Trail: There would be no increase in summer or winter recreation use on the Putt-Putt Trail generated by employees. However, general public recreation use is estimated to gradually increase in this area, likely at a rate that parallels overall population growth in Teton County.

Effect on Non-system Trails: Recreation use of non-system, user-created trails in the Nelson Drive area (e.g. trail that climbs hill north of trailhead) would continue (including the occasional use as a party site with associated garbage) and this trail would continue to erode due to its poor location and lack of maintenance.

Alternative 2 (Sell Cache Frontage, Approximately 7 Acres)

Direct and Indirect Effects

Under this alternative, the least amount of land on North Cache would be sold, thus allowing development of Forest Service offices, facilities and some employee housing to exist at the North Cache property. Under this alternative, up to 9 additional single family homes would be added to the Nelson Drive site. The most realistic area for development is to cluster new homes in and adjacent to the existing developed area. Adding any homes east of the existing homes would necessitate relocating the Putt-Putt trailhead and the first section of trail (see Figure 3.2). There would be no effect on public access for recreation in this area. The new trailhead would be constructed north of the current site and up to 800 feet of trail would need to be constructed to tie in with the current Putt-Putt Trail. The new trailhead would be designed as a secondary access point for the Greater Snow King trail system accommodating the same level of use observed today.

Using the population estimators described under the No Action Alternative, the 9 single-family units would generate an estimated 22.5 additional residents and an additional 8 dogs. Combined with the existing employee housing at Nelson Drive, this alternative would generate a total population of 43 permanent residents, 16 seasonal employees, and 15 dogs. This increased use would not impact trailhead parking as residents could hike or bike from their homes. However, there would likely be some increase in recreational use of the Putt-Putt Trail, particularly in the evenings or on weekends during the summer. It is difficult to accurately assess how much increase would occur. With a 62 percent increase in the number of likely residents and 30 percent of residents regularly using the trails, one might expect a 19 percent increase on the trail. Thus, if 3 people on average are currently encountered per day during the summer, there could potentially be 3.6 people encountered per day. During the winter, there could potentially be an average of 1.2 people encountered per day. This increased use would likely not be noticeable particularly beyond the first section of trail.

Effects Summary for Alternative 2

Miles of Forest System Trail Affected: Up to 800 feet of system trail (0.15 miles of the Putt-Putt Trail) would be affected under Alternative 2 as would the Nelson Drive trailhead. However, public access to the National Forest would be retained through re-location of the trailhead and first section of trail.

Estimated Increase in Summer Recreation Use on the First Section of the Putt-Putt Trail: Expanded employee housing would generate an estimated 43 permanent residents, 16 seasonal employees, and 15 dogs. The increased population could generate an average of 0.6 more people per day on the trail in the summer (19 percent increase). This increased use would likely not be noticeable particularly beyond the first section of trail.

Effect on Non-system Trails: Expanded development of employee housing at Nelson Drive provides an opportunity to examine existing non-system trails (e.g. trail that climbs hill north of trailhead) and either close and rehab the trail or create an alternate more sustainable trail that can be adequately maintained.

Alternative 3 (Sell Full South Parcel at North Cache, Approximately 10 Acres)

Direct and Indirect Effects

Under this alternative, more land would be sold at North Cache, thus necessitating development of employee housing at Nelson Drive. Under this alternative, up to 18 additional single family homes would be added to the Nelson Drive site. The most realistic area for development is to cluster new homes in and adjacent to the existing developed area. This development would necessitate relocating the Putt-Putt trailhead and the first section of trail (see Figure 3.2). There would be no effect on public access for recreation in this area. The new trailhead would be constructed north of the current site and up to 800 feet of trail would need to be constructed to tie in with the current Putt-Putt Trail. The new trailhead would be designed as a secondary access point for the Greater Snow King trail system accommodating the same level of use observed today.

Using the population estimators described under the No Action Alternative, the 18 single-family units would generate an estimated 45 additional residents and an additional 16 dogs. Combined with the existing employee housing at Nelson Drive, this alternative would generate a total population of 65.5 permanent residents, 16 seasonal employees, and 23 dogs. This increased use would not impact trailhead parking as residents could hike or bike from their homes. However, there would likely be some increase in recreational use of the Putt-Putt Trail, particularly in the evenings or on weekends during the summer. With a 123 percent increase in the number of likely residents and 30 percent of residents regularly using the trails, one might expect a 37 percent increase on the trail. Thus, if 3 people on average are currently encountered per day during the summer, there could potentially be 4.1 people encountered per day. During the winter, there could potentially be an average of 1.4 people encountered per day. This increased use would likely not be noticeable particularly beyond the first section of trail. Key to mitigating the effects of increased use is education regarding respectful and responsible use. Given that the increase in use is coming from Forest Service

employees, the ability to gain compliance with trail regulations and guidelines is greater than what is possible with general public recreation use.

Effects Summary for Alternative 3

Miles of Forest System Trail Affected: The effects would be the same as Alternative 2, however the greater number of houses would be more visible to trail users under this alternative compared with Alternative 2.

Estimated Increase in Summer Recreation Use on the First Section of the Putt-Putt Trail: Expanded employee housing would generate an estimated 65.5 permanent residents, 16 seasonal employees, and 23 dogs. The increased population could generate an average of 1.1 more people per day on the trail in the summer (37 percent increase). This increased use would likely not be noticeable particularly beyond the first section of trail.

Effect on Non-system Trails: The effects are the same as Alternative 2.

Alternative 4 (Sell Cache South and North Parcel, Approximately 10 Acres)

Direct and Indirect Effects

Under this alternative, approximately 10 acres would be sold at North Cache, thus necessitating development of employee housing at Nelson Drive. Under this alternative, up to 18 additional single family homes would be added to the Nelson Drive site and 8 manufactured homes would be moved from North Cache to Nelson Drive. The most realistic area for development is to cluster new homes in and adjacent to the existing developed area. This development would necessitate relocating the Putt-Putt trailhead and the first section of trail (see Figure 3.2). There would be no effect on public access for recreation in this area. The new trailhead would be constructed north of the current site and up to 800 feet of trail would need to be constructed to tie in with the current Putt-Putt Trail. The new trailhead would be designed as a secondary access point for the Greater Snow King trail system accommodating the same level of use observed today.

Using the population estimators described under the No Action Alternative, the 18 single-family units and 8 manufactured homes would generate an estimated 57 additional residents and an additional 20 dogs. Combined with the existing employee housing at Nelson Drive, this alternative would generate a total population of 77.5 permanent residents, 16 seasonal employees, and 27 dogs. This increased use would not impact trailhead parking as residents could hike or bike from their homes. However, there would likely be some increase in recreational use of the Putt-Putt Trail, particularly in the evenings or on weekends during the summer. With a 156 percent increase in the number of likely residents and 30 percent of residents regularly using the trails, one might expect a 47 percent increase on the trail. Thus, if 3 people on average are currently encountered per day during the summer, there could potentially be 4.4 people encountered per day. During the winter, there could potentially be an average of 1.5 people encountered per day. This increase in use would likely not be noticeable. Key to mitigating the effects of increased use is education regarding respectful and responsible use. Given that the increase in use is coming from Forest Service employees,

the ability to gain compliance with trail regulations and guidelines is greater than what is possible with general public recreation use.

Effects Summary for Alternative 4

Miles of Forest System Trail Affected: The effects are the same as Alternative 2 but houses might be more visible than under Alternative 3

Estimated Increase in Recreation Use on the First Section of the Putt-Putt Trail: Expanded employee housing would generate an estimated 77.5 permanent residents, 16 seasonal employees, and 27 dogs. The increased population could generate an average of 1.4 more people per day on the trail in the summer (47 percent increase). This increased use would likely not be noticeable particularly beyond the first section of trail.

Effect on Non-system Trails: The effects would be the same as Alternative 3

Cumulative Effects Common to All Alternatives

There are no foreseeable actions planned to perform work on the Putt-Putt Trail beyond on-going maintenance. As noted in the discussion above, with or without development of additional employee housing at Nelson Drive, recreation use of the Putt-Putt Trail is anticipated to grow at a rate that parallels population growth in Jackson Hole. In particular, the planned Daisy Bush development will increase recreation use on the Putt-Putt Trail due to its close proximity to the trail. This development is expected to contain 28 single family units. At 2.5 people per unit, this development would generate an estimated 70 additional people in East Jackson. It is difficult to estimate what percent of these residents would use the trails regularly and those residents who do regularly use the trail might visit both the Cache Creek Trail as well as the Putt-Putt Trail. Under the No Action Alternative, these 70 additional residents in East Jackson could potentially increase use of the Putt-Putt Trail by 27 percent, assuming that 30 percent use the trail regularly. Under Alternative 2, the potential increase in recreation use of the Putt-Putt trail could be 46 percent due to additional Forest Service housing coupled with the additional residents in the Daisy Bush development. Under Alternative 3, the potential increase in recreation use of the Putt-Putt Trail could be 64 percent and under Alternative 4, the potential increase could be 74 percent. Again, this potential increase may not be entirely focused on the Putt-Putt Trail if residents use a variety of trails in the Cache Creek area.

Direct and Indirect Effects on Recreation Unique to each Alternative, and the Differences between the Action Alternatives

Table 3.1: Summary Table Comparing Recreation Effects from Proposed Project in the Nelson Drive Residential area

Indicator	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Miles of Forest system trail affected	0 miles	0.15 miles	Same as Alt 2 but houses more visible	Same as Alt 3 but houses more visible
Estimated increase in summer recreation use on the Putt-Putt trail	No increase beyond overall recreation use increase associated with population growth in Jackson	Potential for 19% increase which could generate an average of 0.6 more people per day on the trail	Potential for 37% increase which could generate an average of 1.1 more people per day on the trail	Potential for 47% increase which could generate an average of 1.4 more people per day on the trail
Effect on non-system trail	Non-system trail would continue to erode	Opportunity to either close and rehab trails or create alternate sustainable trail	Same as 2	Same as 2

Figure 3.1: Winter Recreation Map

Winter Recreation Map

N Greater Snow King/Game Creek Areas

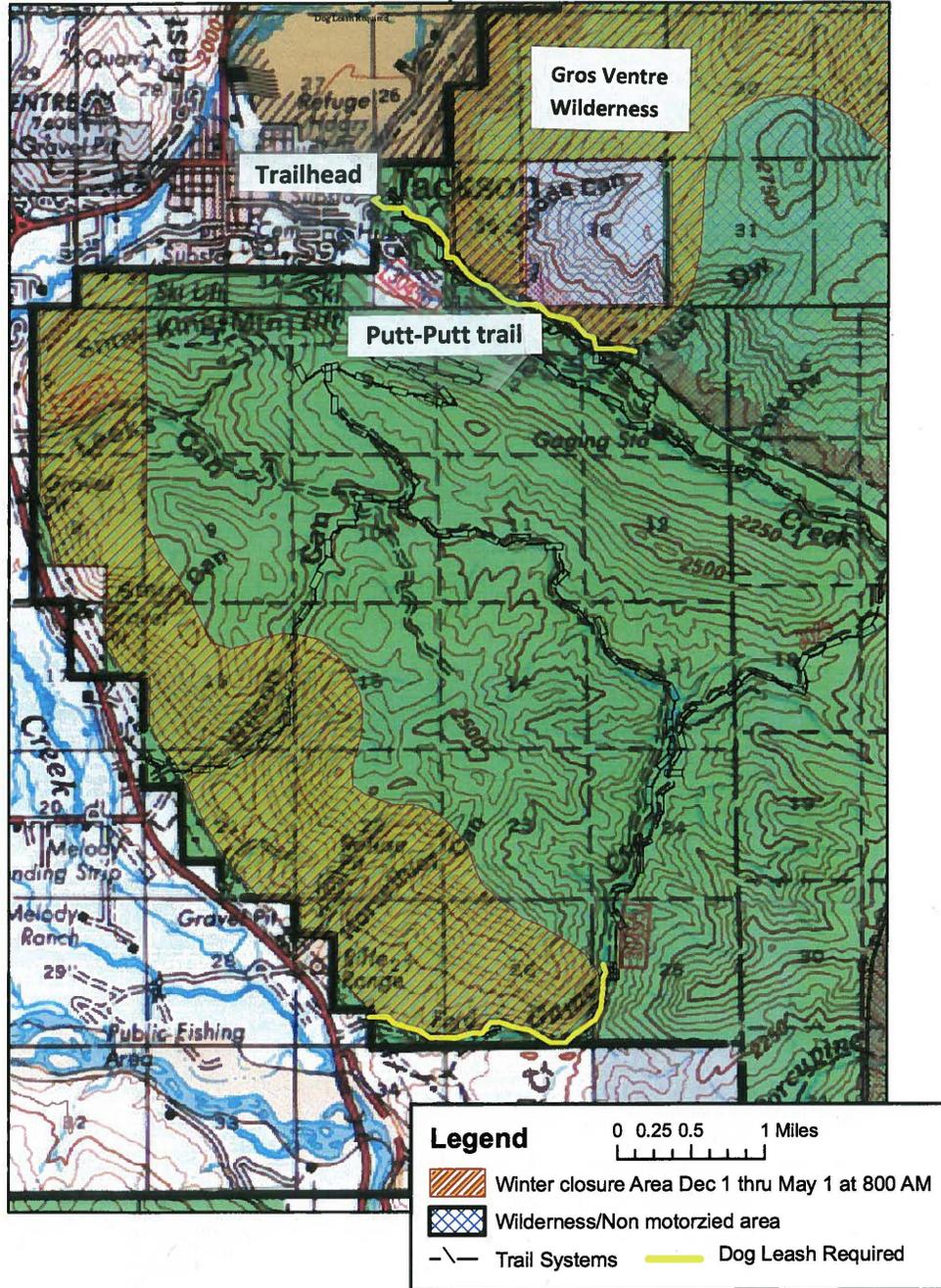
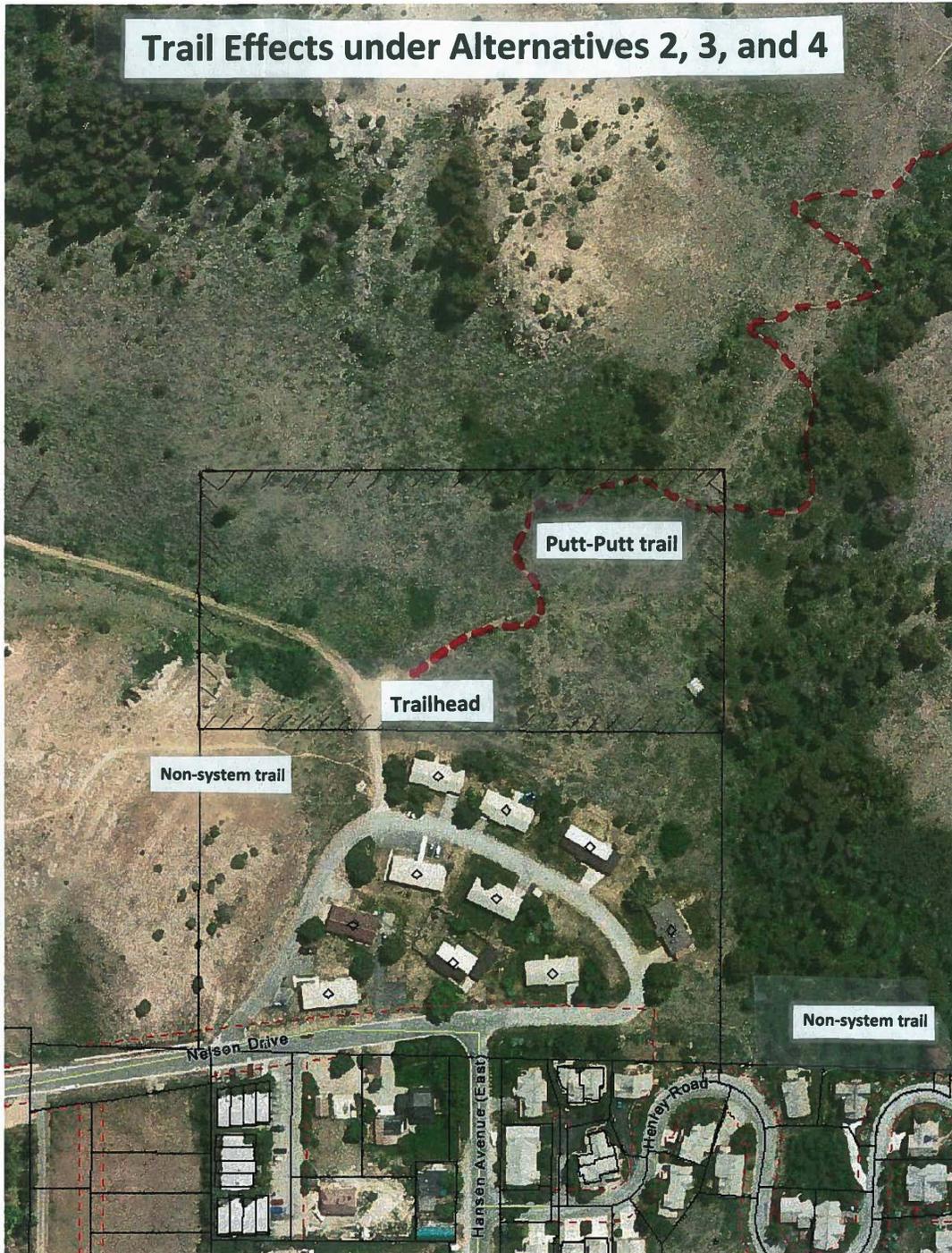


Figure 3.2: Effects on Putt-Putt Trail



Wildlife Resources

Information provided in this environmental assessment about wildlife resources is excerpted from the *Wildlife Resource Specialist Report* including the *Biological Assessment and Biological Evaluation for the Jackson Administrative Site Land Conveyance and Development* by Forest Wildlife Biologist Douglas Spaeth (October 23, 2008). The full texts of these reports are incorporated by reference. Since there are no threatened, endangered, candidate, sensitive, or management indicator fish species present on any of the three project areas, fisheries resources will not be discussed in this document.

This section of the document splits wildlife species into four different sections: threatened, endangered, candidate species, and experimental/nonessential populations; Forest Service sensitive species; management indicator species; and migratory birds.

Affected Environment

North Cache Site: This site is approximately 15 acres in size, and is the headquarters for both the Supervisor's Office and the Jackson District Office, which operate from two separate buildings. The remainder of the site is occupied by warehouse and garage buildings. In addition, several employees rent land for placement of their privately owned manufactured home. The parcel is bounded on the west by Highway 191/26/89, which leads into Jackson; bounded on the east by the National Elk Refuge (separated by an 8 foot wire fence); on the south by a motel; and the north by the Wyoming Department of Game and Fish administrative site. As a result of the development, both on the site and surrounding the site, habitat values for wildlife are low, as most of the site is occupied by buildings or is paved. Deer occasionally move through the site (mostly during winter), and other urban wildlife also likely use the site to some extent. There is also a small pond and wetland (approximately 1.36 acres) on the site that supports vegetation for songbirds, amphibians, and a few ducks.

Nelson Drive Residential Site: This parcel is an 80 acre Forest Service administrative site. The site currently has ten housing structures on it which occupy about 4 acres. The majority of the remaining 76 acres is vegetated in sagebrush, mixed tall shrubs and grassland, with some small patches of aspen and conifer trees. The parcel is bounded by East Jackson residential neighborhood on the west; bounded by the National Forest on the east; bounded by the National Elk Refuge on the north; and bounded by Cache residential neighborhood on the south. There is crucial winter range for ungulates located immediately to the west of this site. As described by Biota (private contractor), "the site is primarily used by wildlife species that are tolerant or have been habituate to human presence and associated disturbances. Mule deer have been observed irregularly moving through the existing development and sometimes browsing on landscaped areas. Individual moose have also been observed, but these observations are uncommon. Various migratory songbirds use the vegetation surrounding existing development and exploit feeders provided by residents. Other avian species adapted to humans, such as magpies, crows, and ravens are also common residents. Several species of small mammals to medium-sized mammals can be expected to be present, including red fox, coyotes, weasels, rodents, bats and others". Use of the area outside of the existing development is probably similar, although some species that are not as well adapted to human presence may be more commonly observed. Use by deer outside of winter months,

and use by elk and moose is more common away from the development. The area that is not developed provides good habitat for wildlife, however; this area does receive high human use from people accessing the Putt-Putt Trail, which degrades its benefits to wildlife.

Cottonwood Work Center Site: The Cottonwood parcel is an administrative site, approximately 12 acres in size. This site is occupied with warehousing, corrals, outdoor storage, housing and manufactured homes. The character is that of mixed uses, creating a residential subdivision character with light manufactured character mixed with the warehouse/corral area. The parcel is bounded on all sides by National Forest, and Fall Creek Road passes within a short distance of the property. There is private property nearby, where elk are fed during winter months, and cattle are grazed in other seasons. A major highway is also very close to this parcel. Areas of this parcel outside of the developed portion likely provide good habitat for wildlife, although the highway, county road, and nearby private property diminish values for wildlife. Elk, Mule deer, moose, and several species of small mammals to medium-sized mammals can be expected to be present, including red fox, coyotes, weasels, rodents, bats and others.

Federally Listed Threatened and Endangered Species

The *Endangered Species Act*, as amended, is Federal legislation that is intended to provide a means to conserve the ecosystems upon which threatened, endangered, proposed, and candidates species depend by providing programs for the conservation of those species, thus preventing extinction of plants and animals. The U. S. Fish and Wildlife Service (USFWS) is the Federal agency that is responsible for administering the provisions of the *Endangered Species Act*.

Endangered Species Act terms that will be used in this document are defined below:

- **Endangered species:** Species in danger of extinction throughout all or a significant portion of its range.
- **Threatened species:** Species that is likely to become endangered within the foreseeable future throughout all or a significant portion of its range.
- **Experimental/Nonessential populations:** Distinct populations that have protections as provided for experimental populations in section 10(j) of the *Endangered Species Act*.
- **Candidate species:** A species for which USFWS has sufficient information on biological vulnerability and threats to support a proposal to list as endangered or threatened.

Canada Lynx (*Lynx canadensis*) – Threatened Species

Mapped lynx habitat is present within the mixed conifer stands along the eastern and southern portions of the project area of the Nelson administrative site. Mapped habitat is not within the project area of the Cottonwood administrative site. The closest mapped habitat is present on a forested hillside on the west side of Fall Creek approximately 300 meters from this project site.

Grizzly Bear (*Ursus arctos horribilis*) – Threatened Species

Habitats for grizzly bears include large areas with diverse vegetation communities, free from human disturbance. Their presence is closely tied to the availability of food (USFS 2006). Habitat for grizzly bears is present throughout the BTNF, with optimum habitat in the wilderness areas. Grizzly bears inhabit the Jackson Ranger District; however, there are no known den sites or specialized food sources within the project areas. While bears could pass through the project areas, these developed sites are not locations where the WGFDF would tolerate the presence of a bear (Boyce pers. comm. 2008). The *Forest Plan Amendment for Grizzly Bear Habitat Conservation for the Greater Yellowstone Area National Forests* (USFS 2006) differentiates between management inside and outside of the Primary Conservation Area. The proposed development is outside the Primary Conservation Area and standards and guidelines contained in the Plan Amendment do not apply to these areas.

Gray Wolf (*Canis lupus*) – Experimental Population

While individual wolves may pass through the action areas, there are no known wolf packs or dens within the action areas of the proposed project (Jimenez 2008). The closest known wolf pack to the Nelson site is on the National Elk Refuge to the north. However, these wolves do not utilize the Nelson site area. There has been some sporadic wolf activity near Dog Creek, Mosquito Creek, and Fall Creek; however, these wolves do not have a defined home range.

Yellow-billed Cuckoo (*Coccyzus americanus*) – Candidate Species

One project area, Cottonwood, is located in a mature cottonwood stand. While there are some portions of the larger cottonwood stand that contain willows and maintain standing water for a portion of the year, the area of proposed construction is not within these areas.

Whooping Crane (*Grus americana*) – Experimental Population - Extirpated

On January 22, 1993, the Whooping crane population in western Wyoming was designated as an “experimental, non-essential population.” Currently, the whooping crane is considered extirpated from western Wyoming. Thus, this species will not be considered further in this analysis.

Sensitive Wildlife Species

The Intermountain Region Proposed, Endangered, Threatened, and Sensitive Species List (USFS 2008) was reviewed to determine those species which have potential to occur or be affected within project area boundaries. Those species without the potential to occur within the project areas are excluded from further discussion in this document.

Northern Goshawk (*Accipiter gentilis*)

Northern goshawks generally nest in mature forest stands with a multilayered canopy with open understory (Reynolds et al 1992). The species is a habitat generalist using a variety of forested types, ages, and structural stages. Foraging areas often include forests with a high density of large trees interspersed with shrublands and openings. It preys on birds and mammals including robins, grouse, chipmunks, rabbits, squirrels, and woodpeckers. The

Douglas-fir, aspen, and cottonwood forests adjacent to the project areas may provide habitat for this species.

Northern Three-toed Woodpecker (*Picoides tridactylus*)

Northern three-toed woodpeckers inhabit mixed conifer forests of lodgepole pine, Douglas-fir, Englemann spruce, and subalpine fir, especially stands that have been recently burned (Wyoming Partners in Flight 2003). Surveys on the BTNF have found this species within all of these habitats. Because this species is found within a variety of habitats on the BTNF it is assumed that it may be present within the Douglas-fir habitats adjacent to the Nelson site and the cottonwood habitats within the Cottonwood site.

Flammulated Owl (*Otus flammeolus*)

This species' key habitats are ponderosa pine, Douglas-fir, and aspen. They most often nest in abandoned tree cavities made by primary cavity nesters. Flammulated owls prefer yellow pine or Douglas-fir for foraging; these habitat types may support an abundance of their favored prey (Natureserve 2008). While this species is uncommon it has been observed on the BTNF and it is possible that they utilize Douglas-fir habitats adjacent to the Nelson site.

Bald Eagle (*Haliaeetus leucocephalus*)

Bald eagle nest sites are generally found in large trees less than one mile from lakes and rivers. Old-growth stands containing structural diversity and open canopies provide snags, and open canopied trees offer preferred perch sites near nests and foraging areas (WFGD 2005). In recent years, a bald eagle nest was located within one mile of the Cottonwood site and bald eagles are occasionally observed within the Cottonwood administrative site. There are no known nest sites within the proposed development area. Bald eagles are occasionally observed flying and perching in the area of the Cottonwood site by residents of the Cottonwood administrative site.

Management Indicator Species

This section is summarized from the document entitled *Management Indicator Species of the Bridger-Teton National Forest* (USFS 2007).

Management indicator species are identified in the BTNF Forest Plan (USFS 1990) and are those species whose population changes are believed to reflect the effects of land management activities. Four types of management indicator species were identified: threatened and endangered species; important harvest species; ecological indicator species, and sensitive species. Eleven wildlife management indicator species occur on the BTNF. Three of these (peregrine falcon, grizzly bear, and bald eagle) are Forest Service sensitive species and are addressed along with the other sensitive species. The remaining seven species are: elk, mule deer, moose, bighorn sheep, pronghorn antelope, pine marten, whooping crane, and Brewer's sparrow.

Elk (*Cervus elaphus nelsoni*)

The Nelson and Cottonwood sites are within elk herd 103. The population trend for herd 103 is increasing. Elk are habitat generalists that can thrive in habitats ranging from sagebrush and grassland to alpine tundra. Virtually all of the BTNF could be considered elk habitat. The proposed project areas fall within spring-summer-fall habitat defined as range utilized annually between May 1 and November 14.

Mule Deer (*Odocoileus hemionus*)

The WFGD defines seasonal ranges for big game species. The proposed project areas fall within spring-summer-fall (range utilized annually between May 1 and November 14); crucial winter range (utilized annually between November 15 and April 30 and is determining factor in ability to maintain population); and crucial winter year-long range (utilized year round with a significant influx of animals during winter and is a determining factor in ability to maintain population).

Moose (*Alces alces shirasi*)

Nearly all of the BTNF is classified as some type of moose seasonal range. The proposed project areas are within spring-summer-fall range (utilized annually between May 1 and November 14) and winter year-long range (utilized year round with a significant influx of animals during winter).

Pronghorn Antelope (*Antilocapra americana*)

Pronghorn use sagebrush and grassland habitats in Wyoming, and only a small portion of the lower elevation habitat in the BTNF is considered pronghorn habitat. Neither the Nelson nor Cottonwood sites fall within the WFGD herd units. Thus, this species will not be considered further in this analysis.

Bighorn Sheep (*Ovis canadensis canadensis*)

Six bighorn sheep herd units encompass the BTNF (herd units 106, 107, 121, 203, 204, and 609). The Nelson site is within 107 while the Cottonwood site is within 106. The population trend for 107 is stable while the trend for 106 is increasing. The project areas are within spring-summer-fall range (utilized annually between May 1 and November 14).

Pine Marten (*Martes americana origines*)

Pine marten inhabit old-growth forests. Pine marten are dependent on structural diversity associated with late successional or mature forest stands for denning, resting, foraging habitat, thermal and escape cover, as well as gaining access to sites under the snow layer for resting and foraging during winter. The project areas for this analysis do not contain old-growth forests, and therefore, pine marten will not be discussed further.

Peregrine Falcon (*Falco peregrinus anatum*)

Peregrine falcons are closely associated with open water, wetlands, and riparian habitat. They are neotropical migrants that most commonly nest on large cliffs greater than 200 feet high

less than 9,500 feet in elevation. They forage in a variety of open habitats. Their main prey is other birds that they capture in the air. The project areas may provide foraging habitat for peregrine falcons.

Brewer's Sparrow (*Spizella breweri*)

Brewer's sparrows inhabit prairie and foothill shrublands where sagebrush is present. They are common summer residents of suitable habitats in Wyoming. Brewer's sparrow is a sagebrush obligate species, which nests in live sagebrush or on the ground at the base of a live sagebrush shrub (Nicholoff 2003). Sagebrush habitat on the project areas may provide habitat for this species.

Western Boreal Toad (*Bufo boreas boreas*)

The range of the boreal toad includes the entire BTNF; however, the boreal toad appears to be quite rare on the BTNF. Breeding occurs in ponds, slow streams, river backwater channels and along lake edges. Eggs are deposited in the water. Adults are primarily terrestrial and are observed in a great variety of habitats, frequently at night during the summer. Habitat is present at the North Cache administrative site and the Cottonwood site; however no boreal toads were observed at these locations when surveys were conducted (D. Spaeth and N. Berg 2009). Typical habitat is not present at the Nelson site.

Boreal Chorus Frog (*Pseudacris maculate*)

Formerly known as the Western chorus frog, the boreal chorus frog is the smallest and most conspicuously vocal amphibian in the area. In the spring and early summer, male frogs call from ponds, marshes, and ephemeral pools, attracting females to the breeding sites. After breeding, adults disperse away from the breeding sites to moist habitats including riparian areas, grasslands, and forests. The range of the boreal chorus frog includes the entire BTNF. Habitat and chorus frogs are present in appropriate habitat at the North Cache administrative site and the Cottonwood site (D. Spaeth and N. Berg 2009). Habitat is not present at the Nelson site.

Neotropical Migratory Birds

Executive Order 13186, signed January 10, 2001, lists several responsibilities of Federal agencies to protect migratory birds. Additional direction comes from the Memorandum of Understanding between the Forest Service and the U.S. Fish and Wildlife Service, signed January 17, 2001. Neotropical migratory birds use a variety of habitats on the BTNF. The wetland areas located at the North Cache and Cottonwood sites likely provide high quality habitat for migratory birds.

Environmental Consequences

Overview of Issues Addressed

An issue identified through scoping, is the degree to which the proposed action impacts wildlife security, or may cause loss or destruction of wildlife habitat.

Issue Indicators

- Direct habitat loss or alteration
- Indirect loss or alteration of habitat (including habitat fragmentation/isolation, changes in prey habitat or population, noxious weed invasion, and adjacent disturbance)
- General disturbance related to natural use of habitat, movements, and also specific life cycle activities and habitats
- Interruption or alteration of linkages or migration routes.

Alternative 1 (No Action)

Direct, Indirect and Cumulative Effects

There would be no additional negative effects of not implementing the proposed development in the project areas. While no additional loss of habitat would occur, the effects of the current loss of habitat from human activities including existing development at the Nelson and Cottonwood sites would remain. Any disturbance effects from noise at the existing buildings would continue. Because there are no known direct or indirect effects of the No Action Alternative, there are also no cumulative effects.

Effects Common to the Action Alternatives

General Direct, Indirect and Cumulative Effects to All Wildlife Species Addressed in this Document

The differences in effects of Alternatives 2, 3 and 4 are negligible, because 3.03 acres would be developed at the Nelson Drive Residential site for all three alternatives. Therefore, the action alternatives are analyzed together. Loss of habitat and disturbance would be the primary effects.

North Cache Site: Except for the small pond on this site, this parcel has low value to wildlife, because of the extensive development here. The pond would be protected under all action alternatives, and would likely be improved by not using the pond for watering stock.

Nelson Drive Residential Site: While the proposed construction at the Nelson site is in the general area of existing development, including the Town of Jackson and the heavily used Putt-putt trailhead and trail system, proposed construction at this site does move development into a less currently developed location. The additional proposed development at the Nelson

site, however, would only occupy at most an additional 3.03 acres of land. For each of the species addressed in this document, the additional 3.03 acres represents an inconsequential loss of habitat for these species.

Cottonwood Work Center Site: Areas of this parcel outside of the developed portion likely provide good habitat for wildlife, although the highway, county road, and nearby private property diminish values for wildlife. The proposed actions at this site would be within the footprint of currently existing development; therefore impacts to wildlife from implementing the action alternatives would be negligible.

All Sites: All species likely incur some impact from the short term disturbance from noise associated with actual construction and longer term disturbance from noise associated with the use of the resultant buildings. The potential effects and amount of disturbance is unknown. However, given the existing buildings and human use of the North Cache, Cottonwood Work Center and Nelson Drive Residential sites, any effects of additional short or long term disturbance would be negligible.

There are no known federal or state actions proposed within the reasonably foreseeable future within the project areas. It is unknown what level of potential future development may occur on adjacent private lands. Given the current amount of existing development within the Town of Jackson, however, it seems reasonable that development of private lands will continue. Despite the potential for future private development within the project area, the species addressed have large amounts of habitat available and thus, any cumulative effect of private development in this area would be inconsequential.

Threatened, Endangered and Candidate Species

Canada Lynx – Direct, Indirect and Cumulative Effects

The proposed construction will not occur within mapped lynx habitat. The areas outside of the footprint of development may receive some increased level of disturbance from any additional noise associated with construction or activities associated with the presence of development (e.g. human voices, automobiles, lawnmowers, etc.). However, proposed development at the Cottonwood Work Center site would be immediately adjacent to already existing developments and any increased disturbance would be small. If lynx were using the forested areas adjacent to the administrative sites any increased disturbance from the proposed project would likely affect a very small portion of the 42,243 acres of mapped lynx habitat within the Flat Creek LAU or 40,819 acres of mapped lynx habitat within the Fall Creek LAU. Further, several studies suggest that lynx are generally tolerant of human-related activities (Ruediger et al 2000).

The only future private, state, or tribal activities that are reasonably likely to occur within the action area include the potential continued development of privately owned lands to the south and west of the Nelson Drive Residential site and to the north of the Cottonwood Work Center site. While additional development of these sites would likely add some level of additional noise disturbance to the action area, the overall increased disturbance would be inconsequential.

Grizzly Bear – Direct, Indirect and Cumulative Effects

Effects to bears can be measured in terms of the amount of secure habitat available. While the small amount of new road construction will not change the amount of secure habitat available in the area of the Cottonwood Work Center site. The direct and indirect effects of the proposed project on grizzly bears are likely inconsequential; therefore, the past, present, and future activities within the area when combined with the proposed action will not likely add to the overall effect of the proposed project.

Gray Wolf – Direct, Indirect and Cumulative Effects

There are no known wolves utilizing the area of the Nelson Drive Residential site. While individual wolves have been reported to use the area of Fall Creek adjacent to the Cottonwood Work Center site, their use of the area would not be affected by additional building construction. Wolves of course do not occur on the North Cache property. There would be no direct, indirect or cumulative effects of this project on wolves.

Yellow-billed Cuckoo – Direct, Indirect and Cumulative Effects

This species is not known to breed within the project areas and the proposed construction is not within cottonwood stands with a highly developed willow understory, therefore, the proposed activities would have no direct, indirect or cumulative effects on the yellow-billed cuckoo.

Sensitive Species

Flammulated Owl, Three-Toed Woodpecker and Northern Goshawk – Direct, Indirect and Cumulative Effects

Proposed development could affect flammulated owls, three-toed woodpeckers, and northern goshawks by removing habitat or causing disturbance through noise. While there are some individual trees that have been attacked by bark beetles adjacent to the project area, there are no recently burned areas near the project areas that would provide high quality habitat for three-toed woodpeckers. There are also no dense canopied forested areas used for nesting by goshawks or Douglas-fir stands within the site of proposed development. However, it is possible that the forested areas adjacent to the proposed development area could support nesting or foraging individuals. If these species did nest or forage within the adjacent forested areas and occasionally utilized a portion of the open sage habitat within the development area for foraging, the proposed development could remove that small portion of foraging habitat. However, foraging areas are large (> 5,000 acres for goshawks) and the loss of approximately three acres at the Nelson Drive Residential site would be insignificant relative to the overall foraging area size. The site of proposed development at the Cottonwood Work Center site is immediately adjacent to existing development and additional development would have a negligible increase in any potential effects to the species.

There are no known nests for these species within the project areas. Any additional short or long term disturbance to individuals utilizing potential habitat adjacent to the project areas from building construction and its associated human use would be small and insignificant relative to the already existing disturbance in the area.

The direct and indirect effects of the proposed project on these species are likely inconsequential; therefore, the past, present, and future activities within the area when combined with the proposed action will not likely add to the overall effect of the proposed project.

Bald Eagle – Direct, Indirect and Cumulative Effects

As described in the general effects to wildlife above, proposed development could affect bald eagles by removing habitat or causing disturbance through noise. There are no bald eagle nests within the project areas and potential perch sites at the Cottonwood Work Center site would not be affected by the project. Any additional short or long term disturbance from building construction and its associated human use would be small and inconsequential relative to the existing disturbance in the area.

The direct and indirect effects of the proposed project on bald eagles are likely inconsequential; therefore, the past, present, and future activities within the area when combined with the proposed action will not likely add to the overall effect of the proposed project.

Management Indicator Species

Big Game Species (Elk, Mule Deer, Moose, Bighorn Sheep) – Direct, Indirect and Cumulative Effects

The proposed development will disturb an additional 3.3 acres at the Nelson Drive Residential site while the additional development at the Cottonwood Work Center site is limited to the general area of existing buildings. Overall, the reductions in habitat for the various components of big game habitat are extremely small relative to the overall amounts present within that specific area and within those features for the species herds. The Nelson Drive Residential site is the larger of the proposed development sites and its additional 3.3 acres would represent an insignificant reduction of less than 1/10,000th of any of the available seasonal range types for any of the species. Further, the proposed development would occur immediately adjacent to already developed areas at both sites and are within developed administrative sites. These administrative sites are not intended to contribute toward the obtainment of species population numbers identified by the WGF (Forest Plan p.223).

Despite the potential for future private development near the project area, the species addressed have large amounts of habitat available and thus, any cumulative effect of private development in this area would be inconsequential.

Brewer's Sparrow - Direct, Indirect and Cumulative Effects

The proposed development will disturb an additional 3.3 acres at the Nelson Drive Residential site while the additional development at the Cottonwood Work Center site is limited to the general area of existing buildings. All of the development would occur within potential habitat for this species. The BTNF, however, provides plentiful habitat for Brewer's sparrows, so the very small amount of habitat altered by development would represent an inconsequential loss of habitat for this species. Despite the potential for future private development near the project area, the species addressed have large amounts of habitat available and thus, any cumulative effect of private development in this area would be inconsequential.

Columbia Spotted Frog, Western Boreal Toad, and Boreal Chorus Frog - Direct, Indirect and Cumulative Effects

No habitat for Columbia spotted frog, western boreal toad or boreal chorus frog is present at the Nelson Drive Residential site. Proposed development at the Cottonwood Work Center site will not disturb additional amphibian habitat because new construction will be confined to the existing footprint; therefore no additional long-term effects to amphibians will occur at this site. Amphibian habitat at the North Cache administrative site may be enhanced by removing stock grazing pressure in the area. Currently, portions of a wetland pond are located within a stock pasture that is heavily grazed. Proposed development under all potential action alternatives will preclude stock grazing at the North Cache administrative site. Additionally, wetlands and other waterways will include a 25 foot building setback as established by town zoning regulations at the North Cache administrative site.

Any additional short or long term disturbance to individuals utilizing potential habitat adjacent to the project areas from building construction and its associated human use would be small relative to the already existing disturbance in the area. The direct and indirect effects of the proposed project on these species are likely inconsequential; therefore, the past, present, and future activities within the area when combined with the proposed action will not likely add to the overall effect of the proposed project.

Migratory Birds - Direct, Indirect and Cumulative Effects

The proposed development will disturb an additional 3.3 acres at the Nelson Drive Residential site while the additional development at the Cottonwood Work Center site is limited to the general area of existing buildings, and the wetland area at the North Cache administration site would be protected. However, trees surrounding the Supervisor's Office and the Jackson Ranger District, which are used by some migratory species would likely be removed. All of the development would occur within potential habitat for migratory birds. Nevertheless, the BTNF provides plentiful habitat for these species, so the very small amount of habitat altered by development would represent an inconsequential loss of habitat for migratory birds.

Small to Medium sized Mammals - Direct, Indirect and Cumulative Effects

Small to medium sized mammals such as red fox, coyotes, rodents, raccoons, etc. are not usually addressed in NEPA documents because these species are considered common and have adapted to human development to the degree that they are often referred to as “urban species”. However, residents of East Jackson have expressed concern about the effects on these species particularly with regard to a highly visible pair of foxes that forage in the Nelson Drive area. While these species may be disturbed during development activities, it is not expected that they will experience a decline in population and could potentially benefit from the additional development as they continue to forage on human garbage, pet food, stray pets, etc. The red foxes, in particular, travel throughout the neighborhoods of East Jackson and are obviously at home in an urban setting. Effects on these species are expected to be minimal if not actually beneficial.

Threatened, Endangered, Sensitive and Management Indicator Plant Species

Information provided in this environmental assessment about threatened/endangered, sensitive and management indicator plant species are excerpted from the *Jackson Administrative Site Land Conveyance Threatened, Endangered and Sensitive Plant Species Report* and the *Management Indicator Plant Species Report* by Sarah Canham (June 4, 2009).

Currently, four plant species appear on the Wyoming Natural Diversity Database as Threatened or Endangered in the State of Wyoming by the US Fish and Wildlife Service. Of these, only *Spiranthes diluvialis* (Ute ladies' tresses) has a potential of occurring in western Wyoming. However, *Spiranthes diluvialis* has not been located within Teton County, Wyoming nor the Bridger-Teton National Forest.

Informal surveys were conducted on the North Cache, Cottonwood, and Nelson administrative sites in 2009. Of the nineteen sensitive plant species listed for the Bridger-Teton National Forest, none have been observed within the conveyance project area. Because no threatened and endangered or sensitive plant species were found on any of the project sites, these plants will not be further addressed in this document.

Affected Environment

The only management indicator plant species found in the project area is aspen, which is an ecological management indicator species.

Aspen (Populus tremuloides)

The Forest vegetation layer developed by the Remote Sensing Application Center for the BTNF was completed and made available to the Forest in January 2007. According to the BTNF vegetation map, the aspen cover type occupies minimal acreage within the project areas, the greatest amount being about 6 acres on/in the vicinity of the Nelson Drive site. It is

not found on the North Cache or Cottonwood sites in enough volume to be concerned about its value as cover or forage.

Environmental Consequences

Alternative 1

Direct, Indirect and Cumulative Effects

There would be no direct, indirect and cumulative effects on aspen as a result of the No Action Alternative because aspen stands on the Nelson administrative site would not be disturbed.

Effects Common to the Action Alternatives

Direct, Indirect and Cumulative Effects

Aspen is only found in small stands on the perimeter of the proposed Nelson project site, potentially slightly within. Given the small amount of aspen habitat that would potentially be affected, direct, indirect and cumulative effects would be minimal.

Cultural Resources

Information provided in this environmental assessment about cultural resources is excerpted from the *Jackson Administrative Site Land Conveyance and Development Cultural Resources Report* by Forest Archeologist Jamie Schoen (April 29, 2008). The full text of this report is incorporated by reference. The report covers three administrative sites including North Cache, Cottonwood Work Center and Nelson Drive Residential sites. The Forest Archeologist contacted the State Historical Preservation Organization, the Jackson Hole Historic Preservation Board and Teton County Museum for data concerning these sites.

Affected Environment

Cultural resource surveys have been conducted at the Cottonwood Work Center site, the North Cache site, and the Nelson Drive residential site. Reports detailing the results of these surveys have been reviewed by the Wyoming State Historic Preservation Office.

Two historic sites were recorded as a result of these field surveys. Site 48TE1250 is the administrative. North Cache site which currently consists of seven buildings that were constructed during the 1930s, one building that was constructed in 1943, the current two story Supervisor's Office that was constructed in 1964, six trailers that have been brought onto the complex since 1985, and a warehouse, generator building, and weather station that were all constructed since 1985. A one story log building (the Jackson Visitor Information Center) was moved to the property in 1992. The original Supervisor's Office that was built in

1934 was removed from the property in 1964 to make way for the current Supervisor's Office. A review and evaluation of this site complex resulted in a determination that the property is not eligible for the National Register of Historic Places. Alterations made to the various historic structures, removal of other historic structures, and addition of trailers and more recent buildings has resulted in a loss of the physical and historic integrity of the complex. The Wyoming State Historic Preservation Office concurred with this determination in a letter dated February 6, 2009.

Site 48TE1792 is located at the Nelson Drive Residential site. It consists of the historic debris scatter from the original Jackson Town Dump that was abandoned in 1939, and six buildings that were constructed between 1957 and 1962. These buildings include a log cabin that was used for storage, four dwellings, and a separate garage associated with one of the dwellings. A review and evaluation of the entire site complex resulted in a determination that the site complex was not eligible for the National Register of Historic Places. The Wyoming State Historic Preservation Office concurred with this determination in a letter dated February 6, 2009.

Environmental Consequences

Overview of Issues Addressed

The issue addressed is in regard to the degree to which the actions may adversely affect sites, districts, structures, or objects listed in or eligible for listing in the National Register of Historic Places, or may cause loss or destruction of significant scientific cultural or historical resources.

Alternative 1 (No Action)

Direct, Indirect and Cumulative Effects

There would be no direct or indirect effects to cultural resources under Alternative 1. The existing buildings at both the North Cache site and the Nelson Drive Residential site would remain in place. Because the structures at these sites have been determined not eligible for the National Register of Historic Places, continued maintenance and potential alterations of the buildings would not result in an adverse effect to historic properties.

Effects Common to the Action Alternatives

Direct, Indirect and Cumulative Effects

Under alternatives 2, 3 and 4, all existing structures at the North Cache site will be removed and an entirely new office complex will be constructed on the parcel retained by the Forest Service. The portion of the administrative site that is sold will also undergo major reconstruction activities. However because the existing buildings that comprise the North Cache site have been determined not eligible for the National Register, the removal of all

buildings and reconstruction at the administrative site would have no direct, indirect or cumulative effects to significant historic properties.

Under alternatives 2, 3, and 4, some of the older structures at the Nelson Drive Residential site may be removed and additional housing units will be constructed. Because the Nelson Drive Residential site has been determined not eligible for the National Register, there would be no direct, indirect or cumulative effects to significant historic properties.

Because no historic properties have been identified at the Cottonwood Work Center site, there would be no direct, indirect or cumulative effects.

Soil and Water Resources

Information provided in this environmental assessment about soil and water resources is excerpted from the *Soils and Wetland Report for the Jackson Administrative Site Land Conveyance and Development* by Soils Scientist Eric Winthers (October 15, 2009). The full text of this report is incorporated by reference.

Affected Environment

North Cache Site

Soils: The North Cache site is where the Supervisors Office, the Jackson Ranger District office, several out buildings, and employee housing (manufactured homes) are located. Soils on the North Cache Site were mapped by the Natural Resources Conservation Service in 1982 (USFS 1982). This administrative site is composed of two main soil map units.

The soils in map unit 12 in the northeastern side of the project area are Cryaquolls and Cryofibrists. They are wet soils that formed in alluvium and are poorly drained. Flooding is frequent and depth to the water table ranges from 0 to 6 inches. The ecological site is classified as WETLAND (R043 (R043278WY) (USFS 1982). The Natural Resources Conservation Service classified this map unit as an ‘emergent wetland’ by the Cowardin classification system¹.

The soils in map unit 14, which occupy the southern and western parts of the project area, are the Greyback, gravelly loam. This soil is well drained and depth to water table is greater than 40 inches most of the year. The ecological site is GRAVELLY (15-19W) (R043XY212WY).

Wetlands: Wetlands were field verified by the Forest Soil Scientist in the summer of 2009. Figure 3.3 shows the extent of the wetlands in the project area. Soils and vegetation were assessed per methods described in the U.S. Army Corps ‘*Interim Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Western Mountains, Valleys and Coast*

¹ In 1979, a comprehensive classification system of wetlands and deepwater habitats was developed for the U.S. Fish and Wildlife Service (Cowardin et al. 1979). Under this system, wetlands are of two basic types: coastal (also known as tidal or estuarine wetlands) and inland (also known as non-tidal, freshwater, or palustrine wetlands).

Region'. Data forms confirming the wetland determination are in the project record. A topographic survey was conducted and map prepared by Pierson Land Works of Jackson, Wyoming, dated December, 1998, delineating the wetland boundary. The topographic map is on file at the Forest Supervisors office in Jackson. Any planned future development would occur outside a 25 foot setback from the wetland boundary, as required by the Town of Jackson. Therefore, there would be no direct impact to the wetland. Use of Best Management Practices involving potential movement of soil into the wetland during construction would be required, such as silt fences, filter strips, erosion mats, and straw waddles. There would be no net loss of wetlands.

Water Table: A geotechnical investigation was conducted by Nelson Engineering on the North Cache Administrative site in October and November of 2007. Three bore holes were drilled to determine subsurface conditions and monitor groundwater. Figure 3.3 displays the locations of the bore holes. Soils in the borings consisted of swamp deposits overlying dense alluvial gravels and cobbles (Gyr 2008). A continuous aquifer is present in the underlying gravels and cobbles. The estimated seasonal peak depth to groundwater is two feet at bore holes 1-3. Table 3.2 shows the groundwater elevations and depth below ground surface on November 7, 2007.

Table 3.2: Groundwater Elevations 11/7/2007

Bore hole #	GS ELEV (ft)	Water Depth BGS (ft)	Water surface elevation
1	6216.8	3.2	6213.6
2	6218.8	3.6	6215.1
3	6221.8	7.2	6214.6

Ground water elevation would rise seasonally and in response to snowmelt and after significant rainfall events (Gyr 2008). Observations made by the Forest Soil Scientist during the snowmelt period indicate that localized flooding can occur when soil surfaces remain frozen for a portion of the snowmelt cycle.

Figure 3.3: Site Map Showing Wetlands, Floodplain, and Locations of Bore Holes within the North Cache Administrative Site



Flood Plain – Federal Emergency Management Agency (FEMA): A floodplain line is shown on Figure 3.3. The line is an “undetermined” flood plain line, estimating the potential location for flooding as estimated by FEMA. An “undetermined” line is an estimate of where the flood plain might be located and is generally drawn at a broad scale of zone of protection. Flood Zones are geographic areas that FEMA has defined according to varying levels of flood risk. The area depicted in Figure 3.3 in the northern part of the North Cache site is designated as A/AE/AO. This designation means that there is a 1 percent annual chance of flooding and a 26 percent chance of flooding over the life of a 30 year mortgage. The average depth of possible flooding ranges from 1 to 3 feet in the AO category (FEMA online).

At the request of the Forest, Pierson Land Works completed additional topographic surveys and found that the “undetermined” line actually covers a much lesser portion of the site. Pierson completed a report, dated, September 17, 2009, demonstrating where the “determined” flood plain line should be located. The report was submitted to Teton County, Planning and Building Department, County Flood Plain Administrator for review and determination. Determination of the flood plain was approved by the Town of Jackson Engineer on September 29, 2009. The new Base Flood Plain Elevation is established at 6,214 feet. Therefore, there are now only three small areas remaining on the North Cache site

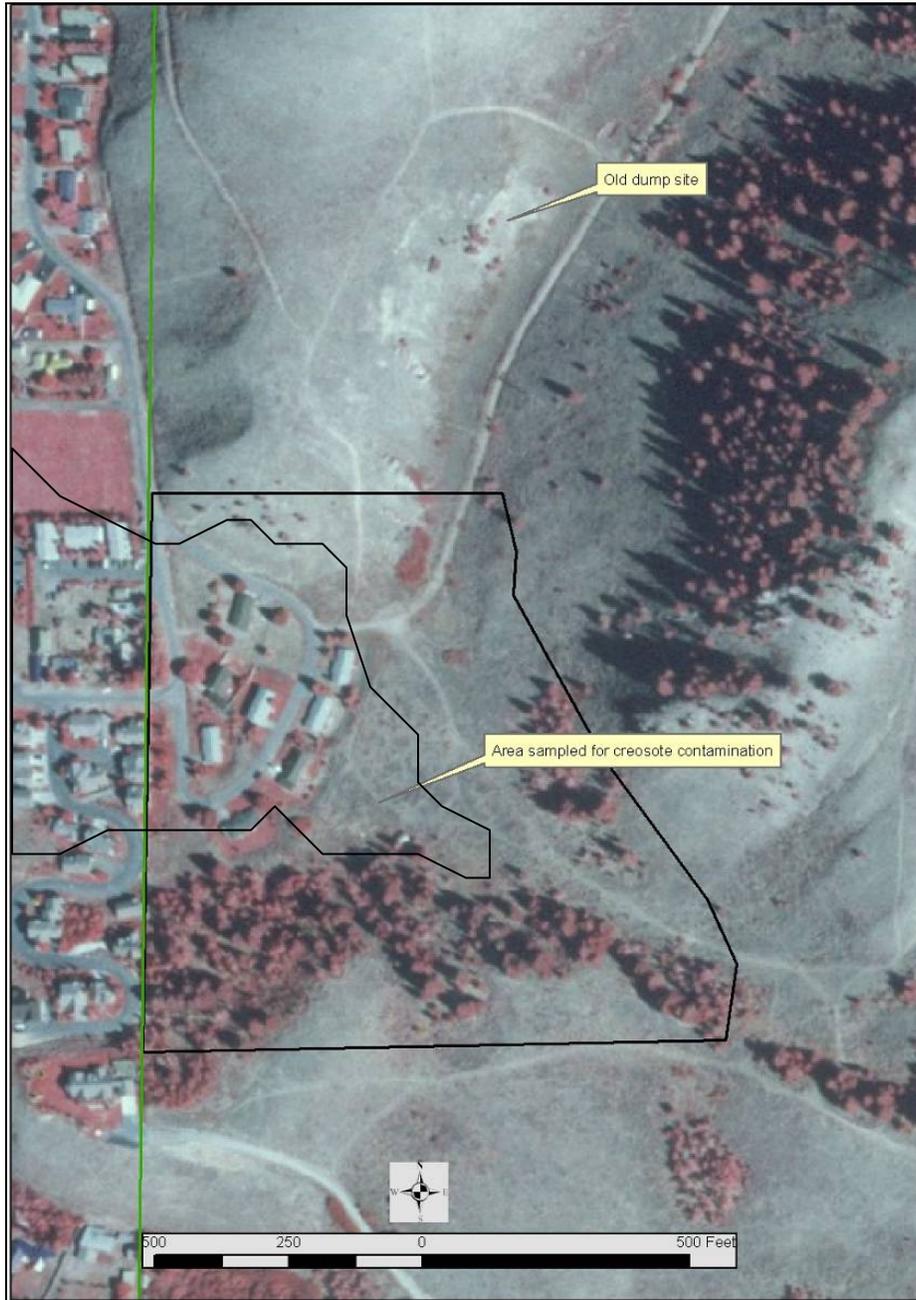
which are considered to be flood plain. The locations are in the northwest corner near the Wyoming Game and Fish parking lot, and the two north central wetlands delineated on the map above. Any planned future development would occur outside the determined flood plain boundary. Therefore, there would be no direct impact to the flood plain, thus avoiding to the extent possible any long and/or short term impacts associated with occupancy and modification of flood plains.

Therefore, the project meets the intent of *Executive Order 11988, Floodplain Management*.

Nelson Drive Residential Site

Soils: The portion of this site considered suitable for development is located on an alluvial fan that extends off the adjacent mountain slopes. The soils are mapped as Greyback, gravelly loam and are generally suitable for construction purposes. An old shed exists on the site near an area where logs were once thought to be treated with creosote (personal communication with Jamie Schoen, Forest Archeologist). Since the possibility of creosote contamination exists, soils in the area were sampled for presence of creosote with a creosote test developed by Cheiron Resources (2008). Three grab samples were collected and all tested negative for the presence of creosote.

Figure 3.4: Overview of the Nelson Site



An old dump is located in the draw at the northern most part of the property. No trenching of this site has been conducted to date. Figure 3.4 provides an overview of the portion of the Nelson Drive Residential property considered suitable for development in relation to the trailhead. In Figure 3.5 the view is to the north. The old dump site is visible up the draw next to the two track road.

Figure 3.5: View of the Nelson Site



Wetlands: There are no wetlands on the Nelson Drive Residential site.

Flood Plain: There are no flood plains associated with the Nelson Drive Residential site.

Cottonwood Work Center Site

Soils: The soils are classified as coarse-loamy over sandy skeletal, mixed, active, oxyaquic haplocryept supporting an overstory of mature cottonwoods. Brome grass is the primary understory species, but willows, roses, serviceberry and cattails are present (Klienschmidt, 2007).

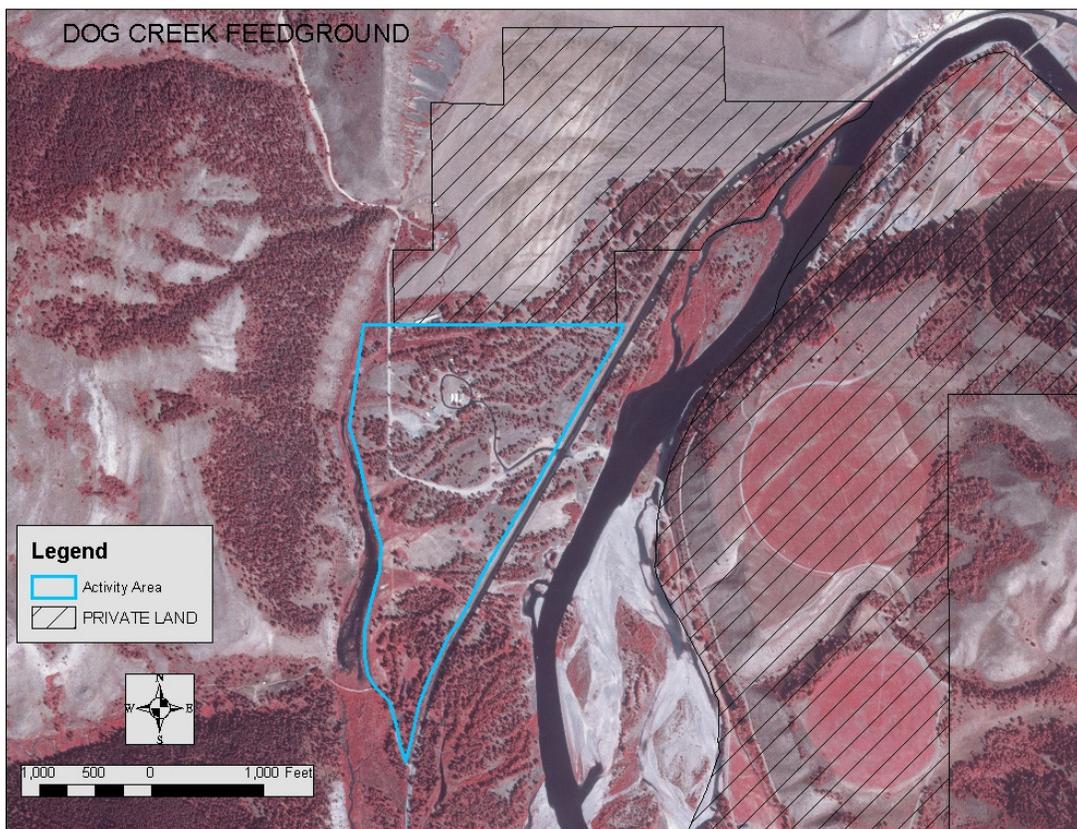
Flood Plain: The Cottonwood Work Center is located within the 100-year flood plain of the Snake River. Although the area is protected by a levee system, the possibility of flooding exists in the event the levee fails. The Teton County GIS web site map server has the entire area mapped as a FEMA flood zone. The levee is managed by the Bureau of Reclamation. Several government-owned employee houses and a shop are located here. The area is also an elk feed ground during the winter. If the levee were not present this area would probably be flooded during high water years. Given that the levee would likely be maintained to protect the highway and adjacent private lands, this site is suitable for development.

Because of the levee, the site is still within the floodplain, but “protected” from loss of live and property.

Water Table: The depth to the water table in the spring is 6 to 18 inches (personal observation).

Wetlands: Wetlands do exist near the project area but are not expected to be affected by the potential development. Any development would be outside the 25 foot setback required by Teton County. Silt fencing would be used during construction to prevent any runoff from adding sediment to the wetlands. Figure 3.6 provides an overview of the project area and locations of potential wetlands. Wetlands would not be impacted directly or indirectly.

Figure 3.6: Overview of the Cottonwood Work Center and Dog Creek Feedground



Environmental Consequences

Overview of Issues Addressed

An issue identified through scoping concerns potential impacts to wetland function at the North Cache site.

Alternative 1 (No Action)

Direct, Indirect, and Cumulative Effects

There are 1.36 acres of wetlands within the proposed conveyance area located at North Cache site, less than 1 acre of wetlands at the Cottonwood Work Center, and no wetlands at the Nelson Drive Residential site.

There would be no direct, indirect, or cumulative effects as a result of taking no action.

Effects of the Action Alternatives

Direct, Indirect, and Cumulative Effects

The action alternatives include a condition that during development, no wetlands would be impacted directly and all development would occur outside the 25 foot setback required by the Town of Jackson and Teton County. Therefore, no wetlands would be impacted directly.

Further, some soil erosion may occur during and immediately following proposed construction. This effect would be minimal as all development would be required to follow Best Management Practices. This means that erosion control methods would be implemented on all areas of development. Erosion control methods include; silt fences, filter strips, erosion mats, and straw wattles. Therefore, there would be no indirect impacts to wetlands.

Any future private owner of land at the North Cache site would be required to comply with the provisions of the *Clean Water Act* regarding jurisdiction wetlands. This would include appropriate permitting from the Army Corp of Engineers.

Under Alternative 2, the Forest Service would retain all 1.36 wetland acres; under Alternative 3, 0.75 wetland acres would be retained and 0.61 acres of wetlands would be sold; and under Alternative 4, the Forest Service would retain 0.36 wetland acres and sell 1.0 acres of wetlands. Due to the design features in this alternative, i.e. all development would occur outside the 25 foot setback required by the Town of Jackson and Teton County, there would be no direct, indirect or cumulative effects to soils or wetlands on the North Cache site or on the Cottonwood Work Center Site as a result of taking the action of selling or developing the land. There are no wetlands on the Nelson Drive Residential site.

There are no direct, indirect or cumulative effects to wetlands. Therefore, the project meets the intent of *Executive Order 11990, Protection of Wetlands*.

Effects of Traffic

Information provided in this environmental assessment about traffic is excerpted from the *Jackson Administrative Site Land Conveyance and Development Traffic Report* by Sean O'Malley of Rendezvous Engineering (July 14, 2009). The full text of this report is incorporated by reference.

Affected Environment

Roadway Geometry and Surface Conditions: The proposed development is located approximately 1 mile east of US Highway 26-89 at the Jackson Town Square. The highway is the primary arterial roadway through Jackson. Broadway is the primary access route to East Jackson. It functions as a local road by providing direct access to businesses and residences. It also functions as a collector street for surrounding neighborhoods as well as a low-speed arterial roadway to and from the downtown core. The intersection with US Highway 26-89 is controlled with a traffic signal. A 4-way stop-controlled intersection is located at the intersection of Willow Street and Broadway and Redmond Street and Broadway. All other streets intersecting Broadway, including Nelson Drive, are stop-controlled with Broadway having the right-of-way. There are no traffic lights along Broadway east of the highway. Both Broadway and Nelson Drive have minimal grade. Broadway has a straight alignment while Nelson is curvilinear. Speed limit is posted at 25 miles per hour.

Traffic Count Data: Average daily trip data has been collected by the Wyoming Department of Transportation (WYDOT) in the summers of 1991, 1996, 2002, and 2006. Hourly count information is not available. WYDOT did not separately track large truck and transit trips on Broadway. The WYDOT count locations are shown in Figure 3.7 and the average daily trips are shown in Table 3.3.

Figure 3.7: Counter Location Map

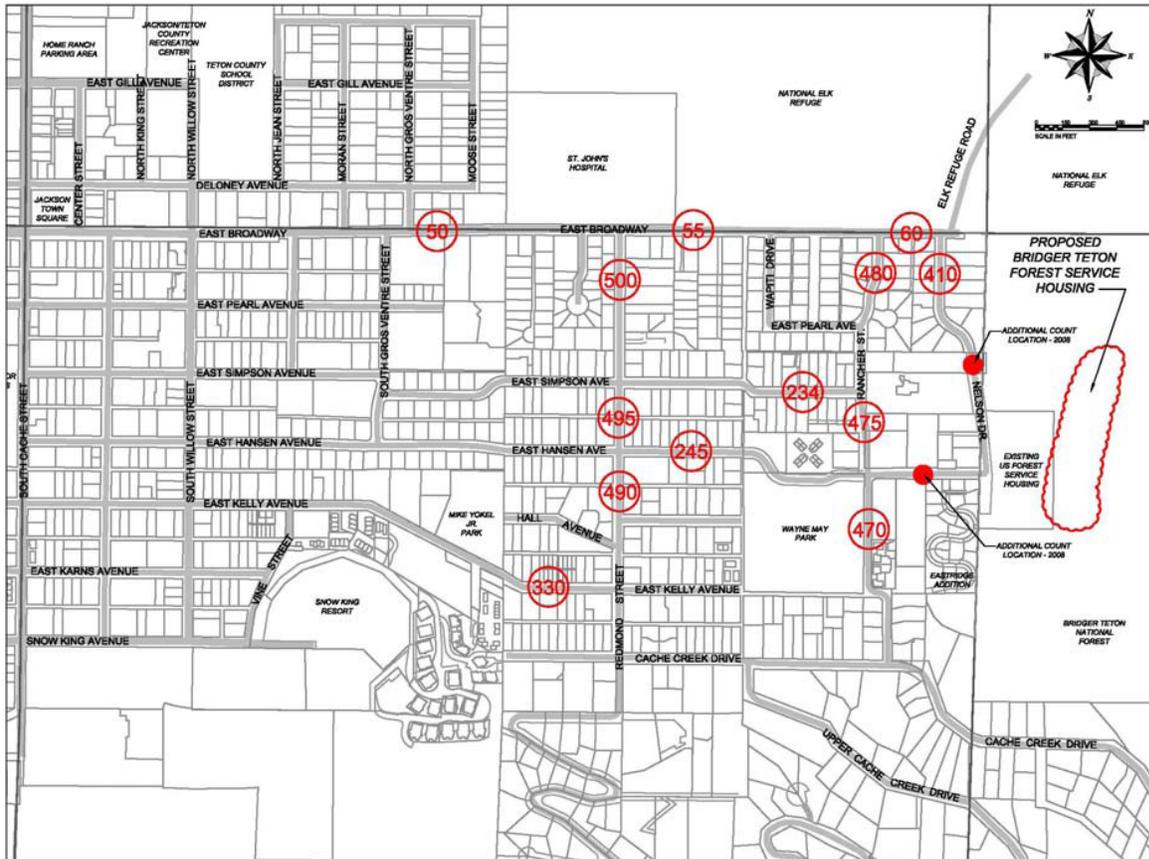
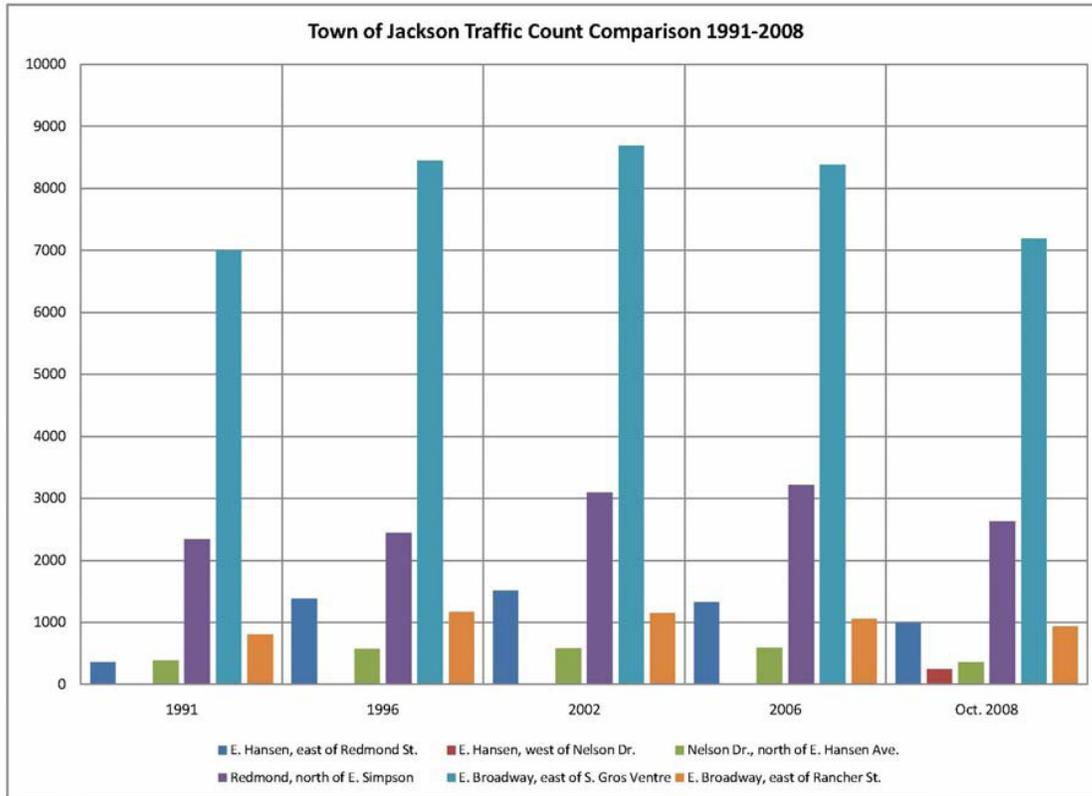


Table 3.3: WYDOT Traffic Data – Average Daily Trips

Roadway Segment	Counter Number	1991	1996	2002	2006
Broadway - East of Gros Ventre St.	50	7,000	8,447	8,686	8,384
Broadway - East of Redmond ST	55	3,768	3,270	3,258	2,750
Broadway - East of Rancher St.	60	802	1,170	1,149	1,054
Hansen Ave. - East of Redmond St.	245	360	1,377	1,507	1,328
Nelson Dr. - South of Broadway	410	388	571	582	591
Rancher St. - South of Hansen Ave.	470	396	437	453	417
Rancher St. - South of Simpson Ave.	475	1,093	584	525	596
Rancher St. - South of Broadway	480	932	724	408	629
Redmond St. - North of Hall Ave.	490	3,042	2,649	3,109	3,146
Redmond St. - South of Simpson Ave.	495	3,079	2,517	3,106	3,001
Redmond St. - South of Broadway	500	2,336	2,439	3,098	3,217
Simpson Ave. - West of Rancher St.	534	511	246	331	338
East Kelly Ave. - West of Redmond	330	3,149	2,728	2,687	3,278

Figure 3.8: Compares All Traffic Count Information since 1991, Including the Counts Conducted in 2008



The count data collected in October/November 2008 (Table 3.4) is predictably lower than the count data collected during the summers. The WYDOT data indicates that peak summer traffic growth for the past 12 to 17 years in this section of Jackson is essentially flat or increasing slightly. This minimal increase in traffic (which would seem counter-intuitive) is likely due to several factors: the specific time of year during which the counts were conducted and construction influences. While all counts were collected during the peak summer travel season, the 1996 traffic counts were collected over the 4th of July weekend; the 2002 counts were collected later in July; and the 2006 counts were not collected until either late July or early August. Factoring out construction and timing issues, traffic is likely growing at a rate of 1-2 percent per year – as is typical elsewhere in Teton County. Road construction projects can increase volumes on adjacent roadways for a period of time during and after construction. The WYDOT data does not include turning movement information for the intersections nor truck and transit volumes.

Roadway and Intersection Capacity: Roadways with peak daily traffic approaching 10,000 trips per day are usually classified as arterials. Broadway functions as a local road, a collector road (providing access to homes and businesses in East Jackson), and an arterial road (providing direct access to/from St. John’s Hospital). The redundant nature of the street system in East Jackson allows and encourages residents to optimize their driving patterns for the conditions; many of the side streets carry more traffic at peak hour than might normally be predicted, which, in turn, allows Broadway to function adequately.

Existing Intersection Conditions: By observation, as well as anecdotally, all intersections in the immediate vicinity of the BTNF housing project perform adequately. Additional turning movement counts would be useful for determining peak summer level of service at the more outlying intersections such as Broadway/Redmond, Broadway/Willow, and Broadway/Cache.

Transit, Pedestrian and Other Non-Motorized Facilities: There are no sidewalks on the BTNF Housing Project property. The property is currently accessed primarily from Broadway and Nelson Drive. Alternate access is via Hansen Avenue and a variety of other streets (See Figure 1.1, Vicinity Map). Broadway generally has 2 – 12 feet travel lanes, curb and gutter, and sidewalks (variable width). West of Pioneer Lane, Broadway widens to include 2 – 8 feet parking lanes for a total width of approximately 40 feet. Broadway connects to US Highway 26-89 at the Jackson Town Square approximately 1 mile west of Nelson Drive. The north access point is approximately 1,000 feet south of the intersection of Nelson Drive and Broadway. There are no sidewalks along Nelson Drive. The paved surface width between curbs is approximately 24 feet. The existing BTNF Housing Project is located on a paved US Forest Service road that is approximately 24 feet wide. The closest transit facilities are located several blocks to the west of the project at St. John’s Hospital as well as at the intersection of Hansen and Redmond. While there are no separated facilities for bicycles, they are adequately served by the low-speed, low volume, relatively wide streets.

Table 3.4: October / November 2008 Traffic Data

Roadway Segment	Average Daily Traffic October /November 2008
Broadway – East of Gros Ventre St.	7,188
Broadway – East of Rancher St.	841
Hanson Avenue – East of Redmond St.	977
Hanson Avenue – West of Nelson Drive	248
Nelson Drive – North of East Hansen Avenue	361
Redmond Street – North of East Simpson Avenue	2,631

Environmental Consequences

Overview of Issues Addressed

An issue identified through scoping concerns the degree to which additional traffic in the Nelson Drive Residential site may adversely affect residents of the Town of Jackson as a result of development at the Nelson Drive Residential administrative site.

Issue Indicators

- The primary issue indicator is the projected number of additional vehicular trips in and out of the Nelson Drive Residential site due to more Forest Service employees living in that location.

Alternative 1

Direct, Indirect and Cumulative Effects

There would be no direct, indirect or cumulative effects on traffic in the Nelson Drive Residential site as a result of the No Action Alternative because no new housing would be built.

Effects Common to the Action Alternatives

Direct and Indirect Effects

Alternatives 2, 3 and 4 would increase traffic in the Nelson administrative site area. The following discussion calculates the amount of traffic increase in the worse-case scenario of full build out (construction of an additional 26 housing units), which could occur under Alternatives 3 and 4. Alternative 2 only authorizes 9 additional housing units on Nelson Drive and therefore the effects on traffic would be less.

Trip Generation: Trip generation for the BTNF Housing Project is calculated from the number of residential units. The Jackson/Teton County Comprehensive Plan uses a rate of 9.5 trips per unit for residential housing. Trip generation rates for residential housing vary significantly depending on location, density, proximity to schools and work place, income levels, culture, and availability of walking, biking, and transit facilities. Until the recent increases in oil prices, national trends showed steady increases in vehicular trip-making. Improved pedestrian, bicycle and transit opportunities in our community, coupled with higher fuel costs may reduce these rates in the future. Based on this and other traffic studies in Jackson, the following assumptions have been utilized for this analysis:

- Residential units would generate 9.5 daily trips.
- While it is possible to access some of the site from Cache Creek Drive, this study assumes that all access would be taken from the Nelson Drive area.
- AM peak hour for this study averaged 10 percent of the total daily traffic while PM Peak hour averaged nearly 18 percent of total daily traffic.

Table 3.5: Peak Periods

	East Hansen west of Nelson Dr.	East Hansen east of Redmond	Nelson Drive north of Hansen	East Broadway east of Gros Ventre St.	East Broadway east of Rancher St.
7-9am % of total	8	9	11	11	10
4-6pm % of total	15	17	18	18	17

- During the morning peak hour, approximately 80 percent of all trips are outbound from BTNF Housing Project (presumably work and school-bound trips) and 20 percent are inbound. During the afternoon peak hour, the outbound/inbound ratio is 40/60.
- In Jackson, the morning peak hour typically occurs between 7am and 9am while the afternoon peak tends to remain higher for a longer time period - and may extend from 3pm to 7pm. USFS employees are generally at work by 8am, consequently their AM peak hour is typically between 7am and 8am.
- Lacking origin and destination data, it is assumed that most vehicles entering and exiting the site (70 percent) would follow Nelson Drive and Broadway. The majority of work trips made are likely between the Nelson Drive area and the BTNF headquarters on North Cache Street. The remaining vehicle trips (30 percent) would use East Hansen Avenue, Redmond Street, East Kelly Avenue, and other, less busy streets.
- Anecdotally, some BTNF employees commute via walking or bicycling. No data has been collected for non-vehicular trip making and no reduction in trips has been assumed.

Calculations

- Average Daily Trip Generation: The additional units proposed for the BTNF Housing Project Residential Units (26) would generate 9.5 trips each ($9.5 * 26 = 247$ daily trips)
- AM Peak Hour Calculation: $10\% * 247 = 25$ (via Nelson Drive).
- PM Peak Hour Calculation: $18\% * 247 = 44$

Overall Trip Distribution:

- AM Peak Outbound: $80\% * 25 = 20$ trips
- AM Peak Inbound: $20\% * 25 = 5$ trips
- PM Peak Outbound: $40\% * 44 = 18$ trips
- PM Peak Inbound: $60\% * 44 = 26$ trips

Nelson/Broadway Distribution:

- AM Peak Out: $70\% * 20 = 14$ trips
- AM Peak In: $70\% * 5 = 4$ trips
Total 18 trips
- PM Peak Out: $70\% * 18 = 13$ trips
- PM Peak In: $70\% * 26 = 18$ trips
Total 31 trips

East Hansen/Redmond Distribution:

- AM Peak Out: $30\% * 20 = 6$ trips
- AM Peak In: $30\% * 5 = 2$ trips
Total 8 trips
- PM Peak Out: $30\% * 18 = 5$ trips
- PM Peak In: $30\% * 26 = 8$ trips
Total 13 trips

The BTNF Housing Project's percent contribution to average daily traffic would vary with the time of year. Averaging the 1996, 2002 and 2006 Nelson Drive trips north of the BTNF Housing Project (Count Station 410) yields 581 trips per day during the summer months (the October/November 2008 count was 361). Assuming 70/30 distribution between Broadway and Hansen Avenue, the north segment of Nelson Drive and East Broadway would see an additional 173 trips per day due to the BTNF Housing project (70 percent * 247) and East Hansen Avenue would see an additional 74 trips per day (30 percent * 247). This assumes that all Hansen traffic stays on Hansen and does not divert to Rancher Street.

- Average daily traffic on Nelson Drive (between the BTNF site and Broadway) would increase approximately 30 percent ($(581+173)/581$).
- During the worst-case PM peak hour, the BTNF Housing Project would add approximately 31 trips to the Nelson/Broadway roadway segment resulting in a peak hour increase of 30 percent ($(581*0.18+31)/(581*0.18)$). The percent increase during the AM peak hour would be less.
- Average daily traffic on Broadway east of St. John's Hospital would increase approximately 6 percent ($(3093+173)/3093$).
- Average daily traffic on East Hansen Avenue (east of Redmond Street) would increase approximately 5 percent ($(1404+74)/1404$).
- During the worst-case PM peak hour, the BTNF Housing Project would add approximately 13 trips to the East Hansen Avenue roadway segment resulting in a peak hour increase of 5 percent ($(1404*0.18+13)/(1404*0.18)$). The percent increase during the AM peak hour would be less.

As noted above, the BTNF Housing Project would add approximately 18 trips onto Nelson Drive and Broadway during the AM peak hours or one additional vehicle every 3.3 minutes. During the PM peak hour, the project would add 31 trips or one additional vehicle every two minutes. East Hansen Avenue, and to a lesser extent, Redmond and surrounding streets, would see an additional 8 and 13 trips during the AM and PM peak hours respectively, or an average of one additional vehicle every 7.5 minutes in the morning and 4.5 minutes in the afternoon.

Given the minor increase in vehicles per minute added to the system, there is no discernible change in queuing times or level of service between the existing and post-development conditions at the stop-controlled intersections.

Conclusions and Recommendations: The BTNF Housing Project would increase traffic by 30 percent on Nelson Drive, but build-out traffic volumes of approximately 800 vehicles per day are easily accommodated on the existing road network. East Hansen Avenue and East Broadway would see projected increases of 5-6 percent on segments adjacent to the project. Again, these streets have sufficient capacity, because of width and geometry, for the projected traffic. Construction traffic would likely increase total traffic for a period of time, but should return to projected levels following construction. Three and four-way, stop-controlled intersections in East Jackson should continue to function adequately. Ultimately the roadway/Redmond and Broadway/Willow intersections may require improvements – either with signalization, roundabouts, or other traffic solutions.

This scenario assumes that all new residents of Nelson Drive would drive to work rather than walk, take a bus, bicycle, or car-pool. It also assumes that each household would make 9.5 trips per day. Consequently, this study likely overstates the projected traffic.

Nelson Drive and East Hansen Avenue, without sidewalk facilities, are marginally sufficient for walkers at this time. Sidewalks connecting to existing walks on East Hansen Avenue and Broadway should be provided along both Nelson Drive and East Hansen Avenue. This would improve access to St. John's Hospital, the downtown core, the future May Park, elementary schools, and ultimately, the Bridger Teton National Forest Headquarters. Sidewalks would also benefit the (high percentage of) elderly residents at Pioneer Homestead and the Senior Center.

Cumulative Effects

The only reasonably foreseeable development approved by the Town of Jackson is the Daisy Bush development (potential 28 single family units) but that has been put on hold due to St. John's Hospital ending their partnership with the Jackson Hole Housing Authority because of expense and no demand by hospital employees for housing (supply exceeds demand). It is therefore not possible to evaluate cumulative traffic impacts from other development in the East Jackson area.

Visual Quality Impacts

Information provided in this environmental assessment about visual quality is excerpted from the *Jackson Administrative Site Land Conveyance and Development Project Visual Quality Report* by Bernadette Barthelenghi October 23, 2009. The full text of this report is incorporated by reference.

All three land parcels being considered in this proposal follow Management Prescription 9A, (Administrative and Developed sites). Management direction defines that these areas are to be managed for campgrounds, other noncommercial sites, and Forest Service administrative sites, including roads and sites. Although these parcels are allocated for development, all new facilities must blend in with the natural landscape setting and environment.

Lands designated as Administrative Sites were set aside for the Forest to use in order to provide, store, manage and administer general forest lands. Administrative sites are expected to be altered from a natural appearing landscape to that of a developed landscape.

In order to assess the visual resource, direction was provided by Forest Service-710 guidance, entitled *The Built Environment Image Guide*, dated December, 2001. This guide outlines the architectural standards for all Forest Service buildings. In addition, the Forest considered the Teton County and the Town of Jackson Comprehensive Plan and planning and zoning guidelines to ensure that Forest Service development fit in with the surrounding neighborhood. Finally, the development surrounding each parcel was reviewed, noting the changes as the Town evolves with normal real estate patterns. Therefore, assumptions for development of the federal property, whether it would be developed by the Forest Service or by a private developer, are that it be developed in a manner which uses the smallest site footprint, is similar to the surrounding neighborhood in terms of density, and protects critical wildlife habitat.

Affected Environment

North Cache Site: The North Cache parcel is the headquarters for both the Supervisors Office and the Jackson District Office, operating from two separate buildings. The remainder of the site is occupied by warehouse and garage buildings all constructed over a long time period and therefore having various shapes and colors. In addition, several employees rent land for placement of their privately owned manufactured homes. The homes are located at the southeast corner of the site and create a quiet residential neighborhood character.

The parcel is approximately 15 acres in size and is bounded on the west by a major travel route (Highway 191/26/89) leading into Jackson; bounded on the east by the National Elk Refuge; on the south by Kudar Motel, and the north by Wyoming, Department of Game and Fish administrative site. The larger surrounding area or neighborhood is zoned as auto or urban commercial, and is comprised of light commercial businesses and hotels.

The most likely scenario for development after the sale would be for a private developer to remove the Forest warehouse and office buildings and construct light commercial, hotel and some residential buildings, thus keeping within the character of the surrounding neighborhood. The Forest would construct a new facility to house the administrative offices of the Supervisor and Jackson District operation. In addition, various warehouses, garages, fire buildings and housing would be constructed depending on the size of the parcel retained in federal ownership.

Nelson Drive Residential Site: The Nelson site is developed with housing for Forest employees. Development includes a paved street and 10 separate single-storey homes. The character is that of a residential subdivision.

The Nelson parcel is an administrative site, approximately 80 acres in size. Approximately 6 acres of the 80 acres have been developed, leaving the remaining 74 acres as open undeveloped space with exception of a few recreational trails. The parcel is bounded by East Jackson residential neighborhood on the west; bounded by the National Forest on the east; bounded by the National Elk Refuge on the north, and bounded by Cache residential neighborhood on the south. The larger surrounding area to the west and south is zoned as residential, and is comprised of single family homes. Recent development is changing the neighborhood to a more increased density, although still residential. The character of the buildings are also changing from a more traditional 1950s look to a more modern contemporary look, using materials which require less maintenance. The surrounding area to the north and east is undeveloped open space

The most likely scenario for development of the Nelson parcel would be for the Forest Service to add housing. In keeping with the surrounding neighborhood character, the Forest would likely construct up to 18 new single family units, and may move the manufactured homes from the North Cache parcel. Development could include either extending the area of development to the east into a flat area located behind the most eastern existing homes, or remove the older homes within the existing development and replace with an increased density of housing units. For example, removing one home and replacing with 3 to 4 homes.

Cottonwood Work Center: The Cottonwood site is occupied with warehousing, corrals, outdoor storage, housing and manufactured homes. Development includes a paved road, warehouse, five manufactured homes, and four separate single-story homes, and two cabins.

The character is that of mixed uses, creating a residential subdivision character with light manufacturing character mixed in the warehouse/corral area.

The Cottonwood parcel is an administrative site, approximately 12 acres in size. While most of the parcel includes some development, the development is surrounded by a forested landscape, so the building density is not as apparent.

The parcel is bounded on all sides by National Forest, and Fall Creek Road passes within a short distance of the property.

The most likely scenario for development of the Nelson parcel would be for the Forest Service to add more mixed uses. In keeping with the existing character, the Forest would likely construct up to four new single family units, warehouse and fire storage facility. The density within the existing 12 acre parcel would increase, but there would be no expansion beyond the parcel configuration.

Environmental Consequences

Alternative 1 (No Action)

Direct and Indirect Effects

There would be no direct, indirect or cumulative effects on visual quality as a result of Alternative 1 because no new development would occur on any of the three projects sites.

Effects Common to the Action Alternatives

Direct and Indirect Effects

There would be temporary visual contrast from construction equipment, demolished buildings, exposed soil, and permanent visual contrast from new buildings, facilities and operations.

There would be temporary visual contrast from all building and construction activities.

Measurement Indicators: There would be no direct or indirect effects to Forest Visual Resources. The amount of acres inventoried in the Forest Plan for Visual Quality Objectives: Retention, Partial Retention or Modification Visual Quality Objectives would remain the same. Visual resources under all three proposals would be maintained to present a healthy forest scene.

Visual Resources Conclusion: The introduction of new buildings on three land parcels would add a variety of line, form, color and texture to the existing landscapes. Forest visitors would see a slightly modified forest in the background zones where new buildings are constructed. There will be no effect in the foreground Retention zone of US Highway 191, 26, and 89.

Rendezvous Group prepared a visual simulation of the Nelson Drive Residential site that allowed views from various angles of the existing and potential future development. See Figures 3.9 and 3.10 for simulated views of the site after development (from Rendezvous et al. 2009). A fully developed 7.12 acre site (4.09 acres currently developed plus 3.03 acres of future development) with 36 housing units would create slight visual impacts as viewed from adjoining neighborhoods. This is due to the new development area being surrounded and screened by existing topography on the north, east, and south and the existing structures to the west. Views of the potential new development areas east of the current developed area would only become apparent from viewpoints in the middle elevations of the Eastridge subdivision. Views of the surrounding mountains would not be impacted by either the redevelopment of existing structures or the expansion into the flat eastern area.

Figure 3.9: Simulated View from Mid Eastridge



Figure 3.10: Simulated View from Hanson after Development of 3.03 Acres



Operational Efficiency and Effectiveness _____

Information provided in this environmental assessment about operational efficiency and effectiveness is excerpted from the *Operations Report for the Jackson Administrative Site Land Conveyance and Development Project* by Jackson District Ranger Dale Deiter and Recreation Manager Linda Merigliano (October 23, 2009). The full text of this report is incorporated by reference.

Affected Environment

Operational efficiency and effectiveness is at the core of the purpose and need for this project. The key question for this project is to ask how the conveyance process can be used to position the Forest Service to be most effective in the long-term to “care for the land and serve people” in cooperation with the public and our partners. The Bridger-Teton National Forest is known for world-class headwaters, wildlife, wildlands, and year-round recreation opportunities. Teton County’s economy, culture, and character are largely defined by its public land base. The National Forest makes up the majority of the public land, contributing 51 percent to the County land base. Core work functions performed on the National Forest include wildlife habitat improvement, fuels reduction, wildfire response, road maintenance and management, trail construction and maintenance, visitor education and regulation enforcement, prevention and treatment of invasive species, special use permit administration

(e.g. ski resorts, outfitter-guides, range, forest products, communication sites, easements), planning, resource inventory and monitoring, developed facility maintenance, and resource restoration. Because of natural resource values, amount of National Forest, proximity of the National Forest to town and residential areas, and proximity to other national public lands such as the Elk Refuge and Grand Teton National Park, the Bridger-Teton National Forest is important locally, regionally and nationally. Thus, how effectively and efficiently the National Forest is managed matters not only to employees but also to visitors and communities.

Management and protection of the National Forest to sustain resource values and public services does not happen on its own. The essential ingredient is quality employees with a passion for land stewardship and public service. Thus, the ability to recruit and retain employees becomes a critical element determining management effectiveness. A large percentage of current permanent employees secured housing before prices escalated over the last several years. As these long-term employees move or retire, the need for employer provided housing will increase substantially. Market housing in Jackson is no longer affordable for those with single income Forest Service salaries. Even with the current economic downturn, the real estate market in Jackson is not affordable to most Forest Service employees. Based on ongoing efforts to fill vacant positions in Jackson, housing availability is a primary determinant of whether or not applicants are applying and accepting job offers when their duty station is located in Jackson. Currently, existing employer-provided housing for permanent employees includes one duplex with two units and 11 single-family homes. In addition, the Forest Service provides trailer pads for 8 privately-owned manufactured homes which provide an alternate affordable option for some employees. For seasonal employees, the Forest Service currently provides four trailers, two bunkhouses, and three cabins. Employer-provided housing has been available to permanent employees for a three-year term, although this policy has been temporarily suspended due to the uncertainties associated with the conveyance project. The three-year term historically allowed sufficient time for employees to find alternate housing, thus making room for newer employees. However, as noted above, market housing is no longer an option for many employees thus the limited supply of housing along with the term limits have come to define employee retention directly (i.e. employees stay three years then have to move on due to lack of housing).

While housing availability is the most important element of employee recruitment and retention, the location of housing is also a consideration for many employees. Locations in Jackson are preferred over living at the Cottonwood Work Center. This is because in-town locations offer the ability to minimize driving and most importantly, in-town locations provide community services and amenities that are not located at the Cottonwood Work Center. Cottonwood requires driving to work and to town for groceries, gas, and other errands. Additionally, there is no cell service at Cottonwood, no school bus service, and no natural gas connections. This lack of services can create hardships, particularly for families with children, potentially affecting employee recruitment and retention. Currently, out of the 13 employer-provided housing units and the 8 trailer pads for private manufactured homes, 17 are located either at North Cache or at the Nelson Drive Residential site and 4 are located at Cottonwood. Of the 24 rooms provided for seasonal employees, 20 are located in town.

Operational effectiveness is also affected by how well the work environment functions to support employees and the agency mission. Key to this discussion is locating vehicles, tools,

equipment, horses, and supplies close to offices or work areas to maximize productive work time rather than converting work time into driving time. Effectiveness is also about reducing fixed costs associated with building maintenance, energy use, and fossil fuel use. By reducing fixed costs, more funding can be directed towards land stewardship and public services. The discussion of how agency mission might be impacted is separated into fire and non-fire operations. Key concerns for fire operations center on where the engine base, fire cache, and helitack housing are located. Currently, the fire cache and engine base are supported out of North Cache while the helitack base operates out of the Jackson Hole Airport. Key concerns for non-fire operations includes access to tools, equipment, vehicles, horses, and supplies, particularly for the recreation, wildlife, wilderness and trails programs. North Cache is considered the most effective location particularly for District work functions because it is centrally located to frequent work areas to the north (Gros Ventre, Shadow Mountain), to the south (Snake and Hoback River corridors), to the east (Cache Creek, Curtis Canyon), and to the west (Teton Pass, Teton Village, Fall Creek). Currently, non-fire operations are entirely located at the North Cache site except for river operations which are based at the Cottonwood Work Center to provide ready access to the Snake River. Many of the efficiencies inherent to current fire and non-fire operations result from past lessons learned and represent conscientious decisions that were made as Districts were consolidated (e.g. Hoback and Gros Ventre Districts became the Jackson District) and operations were reorganized. Other configurations, such as having employees scattered among several buildings, are simply historic adaptations that are not inherently efficient. Even though North Cache is the most effective location, the existing facilities are not configured efficiently, which could be improved by consolidation and modernization. Some Supervisor's Office personnel and services do not have to be located at North Cache in order to remain effective for the Forest. Current examples include the Forest Soil Scientist and Air Quality specialists that are located in Pinedale and the Forest road crew that is based out of Afton, but additional options are feasible.

Impacts to operational efficiency and effectiveness associated with each alternative are described in greater detail below. The ability of an alternative to improve available employee housing, provide housing at in-town locations, and locate fire and non-fire operations where driving can be minimized and access to tools, equipment, horses, and supplies maximized will directly determine the long-term effectiveness of the Forest Service to "care for the land and serve people", thus meeting the purpose and need for this project.

Environmental Consequences

Overview of Issues Addressed

Internal employee scoping generated concern about the potential impacts of the proposal to forest employees accomplishing their work tasks and to forest employees who own manufactured homes or live in government provided housing. Three significant concerns exist: (1) Impact on owners of manufactured homes who will need to pay moving costs, (2) Impact on employees moved to the Cottonwood Work Center due to increased driving and lack of services, (3) Impact on work efficiency for fire and non-fire operations due to

location of tools, equipment, communication and supplies relative to work offices and work areas.

Issue Indicators

- Availability and location of employee housing (percent of employer-provided housing, percent of employees in government housing or in private trailers located in-town)
- Moving costs for employees who own manufactured homes (cost)
- Location of offices and equipment/supplies in relation to work areas for fire operations (mileage, time, communications)
- Location of offices and equipment in relation to work areas for non-fire operations (mileage, time)

Alternative 1(No Action)

Direct, Indirect and Cumulative Effects

Under Alternative 1, no land would be sold at North Cache and no additional housing or facility development would occur at any of the three administrative sites as a result of this proposal. The location of employee housing, work offices and access to equipment would remain as described in the affected environment section. Direct and indirect effects for the four issue indicators would be:

Employee Housing: Availability would not change from existing conditions. This includes 13 units for permanent employees and bunkhouse or cabin space for 24 seasonal employees. This translates into employer-provided housing for approximately 18 percent of the permanent workforce. Housing only 18 percent of the permanent workforce does not meet Teton County guidelines for employer-provided housing, thus does not meet a critical piece of the purpose and need for this project. If the privately-owned manufactured homes are included, housing is still offered for only 30 percent of the workforce. The lack of affordable housing is already an issue in recruiting and retaining new employees. As current employees move or retire, the need for government housing is expected to increase substantially. Over the past years, less than a quarter of Forest Service employees enrolled in affordable housing programs have succeeded in securing homes. That percentage is likely to decrease for two reasons: (1) the number of County applicants is increasing at a faster rate than the construction of affordable housing, and (2) more Forest Service employees will likely enroll in the program than they have in the past, if they intend to stay with the Bridger-Teton National Forest beyond the government-provided housing term limit. Frequent turnover of employees and inability to recruit employees due to lack of housing will directly affects the ability to “care for the land and serve people”. Most District employees are paid less than those working in the Supervisor’s Office, so they will be disproportionately affected by the lack of employee housing.

Of the housing provided for permanent employees, nine are located at the Nelson Drive Residential site and four are located at the Cottonwood Work Center. The 8 privately-owned manufactured homes are located at the North Cache administrative site. This translates into 17 out of 21 permanent employees living at in-town locations (81 percent). The in-town location minimizes commuting time reducing the risk of exposure associated with driving,

employees have the option to walk or bike to work reducing traffic and fossil fuel use, and have convenient access to community amenities and services (restaurants, cell, computer, school buses, day-care). Similarly, 20 out of the 24 seasonal employee rooms (83 percent) would be located in town, thus the same benefits of living close to work and community amenities and services would be available for these employees.

Moving Costs: Employees who own manufactured homes located at the North Cache administrative site would not incur any moving costs since the homes would not be moved.

Fire Operations: There would be no change in the location of the fire cache or the engine base. Both of these functions would continue to operate out of the North Cache administrative site. Helitack operations would continue to be based at the Jackson Hole Airport north of town. This means the distance between the fire cache and the Airport is 9 miles (15-20 minutes) one way. While the in-town location means longer drive times to southern portions of the Bridger-Teton National Forest, critical efficiencies are gained by having ready access to food, gas and equipment suppliers to support timely fire response. The availability of cell service and radio communications is also critical to the efficient function of the Fire Cache and is a major advantage associated with the North Cache location.

Non-fire Operations: There would be no change in the location of non-fire work offices, warehouses, horse corrals, and storage facilities. Since support facilities would be co-located with offices at North Cache, efficiency is gained since there would be no drive time between offices and where equipment or horses are located. However, the existing condition of having work functions housed in multiple buildings at the North Cache site creates significant energy and maintenance costs thus reduces funding that could be put towards work functions. Additionally, the lack of *American with Disabilities Act* compliant office buildings and the lack of a common reception area for people seeking information or services do not provide quality customer service.

Effects Common to the Action Alternatives

Direct and Indirect Effects

Employee Housing: All action alternatives would increase the availability of government-provided housing. Housing for permanent employees would increase from 13 to 35 units. This equates to 50 percent employer-provided housing. While this falls short of Teton County guideline for employer-provided housing, it would represent a significant improvement over the current situation. Additionally, under all of the action alternatives, the 8 privately-owned manufactured homes would still be located at one of the three administrative sites. Thus, employer-provided housing or Forest Service trailer pads would provide affordable options for 43 permanent employees or 61 percent of the workforce. This improves the ability of the Forest to attract and retain the quality employees that are needed to care for the land and serve people. A key assumption for all action alternatives is that infrastructure upgrades would be made at the administrative sites to make the sites fully functional. This is particularly true for the Cottonwood Work Center which would need upgraded well and pump house as well as septic. Alternative 3 adds the most structures and people to the Cottonwood Work Center and would require a major upgrade of the septic system including pumping stations.

Moving Costs: All action alternatives move the location of the privately-owned manufactured homes resulting in moving costs at employee expense. Alternative 2 would move the homes to another location at North Cache, Alternative 3 would move the homes to the Cottonwood Work Center, and Alternative 4 would move the homes to the Nelson Drive Residential site. Moving costs include the need for home preparation, transport, and reassembly; repair of damages from transport; transportation taxes; retrofitting natural gas appliances to burn propane; and, bank loan and refinancing costs to cover these unexpected expenses. Preliminary estimates of moving costs are \$8,000 - \$12,000 per home assuming the home can be moved in one piece. Most of the manufactured homes are more than 10 years old and cannot be easily sold. For employees in entry level or lower grade positions, this unexpected cost could force them into debt or force them to transfer to another job. Mitigating the effect of moving costs on affected employees may be possible but requires further investigation.

Fire Operations: As currently proposed, the Interagency Fire Cache is moved to the Cottonwood Work Center under all action alternatives. This places it closer to four out of the six Districts on the Bridger-Teton, but further away from the Airport, Jackson and the Interagency Dispatch Center. A significant drawback for locating the Fire Cache at the Cottonwood Work Center is being 27 miles away from the Airport (40-60 minutes one-way) and 17 miles (25-40 minutes) away from commercial suppliers of goods and services that often are purchased in Jackson and then assembled at the Cache for transport to fire camps. This would greatly complicate logistics and increase response times for filling orders. It would also result in a permanent increase in fixed costs. It is not likely that these drawbacks could be fully mitigated by changing business procedures. Another concern is that access to the Cottonwood Work Center is much more vulnerable to highway closures resulting from wildfire, landslides, vehicle accidents, and earthquakes. Therefore, the Cache could potentially be unavailable during critical emergencies. Cell service is currently not available at the Cottonwood Work Center. Fire Cache operations rely heavily on cell phone communication when filling fire orders. Significant upgrades to communication and computer services will be necessary at the Cottonwood Work Center to retain any operational effectiveness as well as address employee safety.

Non-fire Operations: All action alternatives modernize and consolidate existing facilities, which will result in buildings that are energy efficient and compliant with the *Americans with Disabilities Act*. This improved efficiency would improve customer service and would reduce fixed costs, thereby increasing funds for work tasks. For all action alternatives, the planned Supervisor's/Jackson District warehouse is assumed to be adequate to house tools, equipment, supplies, and needed storage, thus operational efficiency would be retained for most functions. This includes work space for tasks such as tool care and sharpening, painting signs, and building information kiosks. Vehicles would also be parked at the North Cache location along with equipment such as ATVs or snowmobiles, depending on the season. Locating the Fire Cache at the Cottonwood Work Center would reduce operational effectiveness somewhat for non-fire operations since equipment such as the forklift and supplies located at the Fire Cache are sometimes used to assist non-fire operations.

Effects for Alternative 2

Direct and Indirect Effects

Under Alternative 2, the least amount of land would be sold. The North Cache site would contain the 8 manufactured homes, 9 new single family homes, and 1 new seasonal employee bunkhouse. The Nelson Drive Residential site would retain the existing housing plus nine new single family homes. Cottonwood Work Center would retain the existing housing plus 4 new single family homes along with 1 new seasonal employee bunkhouse. As noted in the effects common to all alternatives, the availability of housing would increase under this alternative. In terms of housing location, 35 out of 43 permanent employees living in employer-provided housing or at Forest Service trailer pads would be living at in-town locations (81 percent). The in-town location minimizes commuting time reducing the risk of exposure associated with driving, employees have the option to walk or bike to work reducing traffic and fossil fuel use, and have convenient access to community amenities and services (restaurants, cell, computer, school buses, day care). Similarly, 24 out of the 36 seasonal employee rooms (67 percent) would be located in town, thus the same benefits of living close to work and community amenities and services would be available for these employees.

Under Alternative 2, the horse facility and the fire cache would move to Cottonwood but the fire engine base would be retained at North Cache. A vehicle building for equipment/vehicle maintenance and repair would also stay at the North Cache site. Retaining the engine base at North Cache would have the benefit of maintaining existing efficiency with respect to fire personnel assisting with other resource project work, facilities maintenance, and emergency situations. Locating the horse corrals south of Jackson would create significant work inefficiencies since the horses would not be located central to work areas, creating the potential of personnel having to drive south of town to gather horses then drive back through town to get to the field. This would have the effect of converting project and patrol time into driving time, greatly reducing public service. Additionally, because horses would potentially not be located near where stock qualified people live or work, re-locating corrals south of Jackson would result in an estimated \$35,550 annual additional fixed cost for stock care.

Effects for Alternative 3

Direct and Indirect Effects

Under Alternative 3, more land would be sold, thus more housing and support facilities would be moved to Nelson Drive and Cottonwood. The North Cache site would contain no housing. The Nelson Drive Residential site would retain the existing housing plus 18 new single family homes. Cottonwood Work Center would retain the existing housing plus 4 new single family homes, the 8 manufactured homes, and 2 new seasonal employee bunkhouses. As noted in the effects common to all alternatives, the availability of housing would increase under this alternative. However, the location of housing units would allow 27 out of 43 permanent employees living in employer-provided housing or at Forest Service trailer pads to live at in-town locations (63 percent). In this alternative, 16 out of the 36 seasonal employee rooms would be located at North Cache or Nelson Drive, thus the benefits of living close to work and community services would be available for only 44 percent of these employees.

This alternative locates more housing at the Cottonwood Work Center compared to other alternatives. Employees living at the Cottonwood Work Center would have a 17-mile commute to Jackson (25-40 minutes) and more driving trips would be necessary to access community amenities/services. Additionally the lack of bus service would require employees with families to drive children to school, potentially resulting in families having to purchase a second vehicle. The lack of cell service, utilities and easy access to restaurants and other amenities would be a deterrent for some employees potentially affecting recruitment and retention. Some mitigation of these effects is possible if the housing policy is modified to match employee housing location as closely as possible with work areas and consider family needs.

Under Alternative 3, the fire engine base would move to the Cottonwood Work Center along with the Fire Cache. The horse corrals would be moved to the Nelson Drive Residential site, some efficiency would be lost by moving the horses out of the North Cache site but not to the extent that would occur under Alternative 2. Moving both the fire cache and fire engine base to the Cottonwood Work Center would negatively affect fire operations. There would be a 17-mile drive to the Supervisor's or District Offices and a 27 mile drive to the airport and helibase. Fire engines are by definition large vehicles which are not fuel efficient. Drive time could be as much as one hour one-way from the Cottonwood Work Center to the airport reducing work productivity. Locating the engine base at the Cottonwood Work Center reduces opportunities for fire personnel to assist other functions, particularly facility maintenance, but would increase response times to fires south of Jackson. Overall, this alternative has the largest carbon footprint due to the increased driving necessary due to moving fire operations and greatest amount of permanent and seasonal housing to the Cottonwood Work Center.

Effects for Alternative 4

Direct and Indirect Effects

Under Alternative 4, a similar amount of land would be sold as in Alternative 3 but land sold would be a different configuration allowing more facilities to be retained at North Cache compared with Alternative 3. The North Cache site would contain 1 new bunkhouse for seasonal employees. The Nelson Drive Residential site would retain the existing housing plus 18 new single family homes and the 8 manufactured homes. Cottonwood Work Center would retain the existing housing plus 4 new single family homes and 1 new seasonal employee bunkhouse. As noted in the effects common to all alternatives, the availability of housing would increase under this alternative. However, this alternative provides more housing at the in-town locations, thus the effects on employees would be the same as described under Alternative 2.

Under Alternative 4, the fire engine base would be retained at North Cache thus the effect to fire operations would be the same as described under Alternative 2. However, under Alternative 4, the vehicle building would move to Cottonwood thus reducing the ability to service vehicles and equipment at the location where this equipment is stored. This facility is frequently used by the road crew which is largely based in Afton; so it is possible that work processes could be restructured to mitigate this inefficiency. The horse corral would be re-located under this alternative to the Nelson Drive Residential site. Some efficiency would be

lost by moving the horses out of the North Cache site but not to the extent that would occur under Alternative 2. While not as convenient as the North Cache site, the Nelson Drive Residential site is only one mile from the current location of the corrals.

Cumulative Effects

The most relevant foreseeable action that would cumulatively affect operational efficiency and effectiveness is WYDOT's planned reconstruction of the Hoback bridge and South Jackson highway. Highway reconstruction projects typically last multiple years. During reconstruction work, delays of 20-30 minutes are typically imposed. Thus for employees living at Cottonwood and for fire operations located at Cottonwood, the highway reconstruction combined with normal summer traffic could make the drive to Jackson consume one hour of time one-way and the drive from Cottonwood to the airport could consume 1 hour, 20 minutes one-way. This would significantly reduce work productivity and operational effectiveness.

Summary

Consolidation of facilities that are modern and energy efficient provides an opportunity to reduce permanent fixed costs. Retaining quality employees increases efficiency as they gain experience with both the people and the place. Lower rates of employee turnover reduce the need to pay moving and hiring costs. To the contrary, any operational inefficiency created increases costs reducing the available money to accomplish work on the ground. Cumulative impacts to operational efficiency will permanently affect the discretionary portion of the Forest budget that can be spent caring for the land and serving people. Alternative 1 retains current efficiencies and deficiencies, but reduces effectiveness over the long-term due to lack of employee housing affecting employee recruitment and retention. All of the action alternatives add to operational effectiveness by increasing employer-provided housing and add to operational efficiency by modernizing and consolidating building facilities, but they differ in terms of where people and equipment are located relative to their core areas of work. Of the various alternatives, Alternative 2 has the least impact to operational effectiveness and efficiency because of the potential to maintain existing efficiencies while correcting existing deficiencies. Alternative 3 retains the least amount of existing efficiency while adding new inefficiencies, thus it is the most detrimental. Alternative 4 is intermediate to Alternatives 2 and 3.

Table 2.6: Summary Table Comparing Operational Efficiency and Effectiveness

Indicator	Alternative 1 – No Action	Alternative 2	Alternative 3	Alternative 4
Availability of employee housing (% of employer-provided housing for permanent workforce)	18%	50%	50%	50%
Location of employee housing (% of permanent employees in government housing or at FS trailer pads who live in-town; % of seasonal employees in government housing who live in-town)	81% of permanent employees; 83% of seasonal employees	81% of permanent employees; 67% of seasonal employees	63% of permanent employees; 44% of seasonal employees	Same as Alternative 2
Moving Cost for employees who own manufactured homes	No moving cost	Moving costs of \$8000-\$12,000 estimated	Same as Alternative 2	Same as Alternative 2
Fire Operations (mileage and time to Jackson and Airport)	0 miles to Jackson; 9 miles to airport (15-20 minutes) for both fire cache and fire engine base	Fire Cache: 17 miles (25-40 minutes) to Jackson, 27 miles (40-60 minutes) to Airport. Fire Engine Base: 0 miles to Jackson, 9 miles to Airport	Fire Cache: Same as Alternative 2 Fire Engine Base: 17 miles to Jackson, 27 miles to Airport	Fire Cache: Same as Alternative 2 Fore Engine Base: Same as Alternative 2
Non-fire	Equipment,	Existing non-	Non-fire	Wilderness

Operations (proximity of equipment and horses to work offices and field areas)	horses, and storage facilities co- located with offices, except for river warehouse	fire efficiency retained	efficiency reduced by not having easy access to fire engine personnel	work efficiency reduced by re- locating horse corral.

Other Required Disclosures

This section contains disclosures or effects that are specifically required by federal law, regulation, or policy.

Cumulative Effects

No adverse cumulative effects would result from implementation of the proposed project. The various resource sections in Chapter 3 provide more information on cumulative effects.

Endangered Species Act

The direct, indirect, and cumulative effects upon listed species are described in the Wildlife section of this EA.

National Historic Preservation Act

See *Cultural Resources* for discussion.

Conflicts with Other Agency Goals and Objectives

Consultation with other agencies indicates that there are no major conflicts between this Proposed Action and the goals and objectives of other government entities.

Whether the Action Threatens a Violation of Environmental Laws or Requirements

Actions taken as a result of the Jackson Administrative Site Land Conveyance and Development Project would not violate any environmental laws or regulations.

Environmental Justice

Executive Order 12898, issued in 1998, directed federal agencies to identify and address disproportionately high and adverse human health and environmental effects, including the interrelated social and economic effects of their programs, policies, and activities on minority and low-income populations in the United States. Environmental Justice means that, to the greatest extent practicable and permitted by law, all populations are provided the opportunity to comment before decisions are rendered on government programs and activities affecting

human health or the environment (USFS 1997), and are allowed to share in the benefits of, are not excluded from, and are not affected in a disproportionately high and adverse manner by these programs.

Environmental justice reviews typically require two components: first, an analysis of the racial and ethnic composition and percentage of the population below the poverty level of people living near the project sites; and second, the analysis must explain how the scope of potential impacts from the project is unlikely or likely to be significant, high and adverse. If there are no significant high and adverse impacts, then even with protected populations nearby, there is no opportunity for them to disproportionately experience high and adverse impacts. It is important to both documents the presence of any protected minority and low-income populations, and to explain why impacts would or would not be significantly high and adverse. There are no protected populations living near any of the administrative sites considered in this project.

Tribes

The Shoshone-Bannock and Eastern Arapahoe tribes claim “traditional use” of the Bridger-Teton National Forest and were included in project scoping and thus were informed and invited to consult on the proposed actions. No response was received from the Tribal Councils or any tribal members.

Low Income Residents of Teton County

Activities that low income residents may engage in for subsistence, such as firewood cutting, hunting, or huckleberry gathering, do not occur on any of the administrative sites considered in this project. Therefore, low income residents would not be adversely affected by any actions proposed under the alternatives. On the contrary, the action alternatives could benefit low income residents by providing employment while development activities are being implemented.

After considering the effects of the proposed actions on subsistence activities, none of the alternatives would impose any disproportionate adverse human health or environmental effects on minority and low-income populations.

Equal Employment Opportunity and Civil Rights

The U. S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities, including this proposal, on the basis of race, national origin, sex, religion, age, disability, political beliefs, sexual orientation, or marital or family status. Persons with disabilities who require alternative means for communication of program information (Braille, large print, audio tape, etc.) should contact (USDA)’s TARGET center at 202-720-2600 (voice and TDD). The civil rights or civil liberties of any American citizen including women and minorities are not differentially affected by the implementation of any of the alternatives.

All contracts and employment offered by the Forest Service contain Equal Employment Opportunity requirements. Therefore, no adverse or discriminatory

effects to civil rights, minority groups or women are expected with regards to access to federal contracts or jobs.

To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, Room 326-W, Whitten Bldg, 1400 Independence Ave, SW Washington D.C. 20250-9410, or call 202-720-5964.

Effects on Wetlands and Floodplains

Effects on wetlands and floodplains are discussed in the Soils Report in the Analysis File, and are summarized in the Effects section of this Environmental Assessment.

Public Health and Safety

There are a number of health and safety hazards to Forest Service employees and private contractors involved with carrying out any of the action alternatives due to construction activities. There are no hazards identified that are unusual or unique to the Project. The health and safety hazards to Forest Service employees and contractors are addressed by the USDA Forest Service Health and Safety Code (Forest Service Handbook 6709.11), and by Occupational Health and Safety Administration requirements. Analysis of these health and safety hazards will not be repeated here.

Increased Traffic

Implementation of any of the action alternatives will increase traffic on roads within, and leading to, the project area. For more discussion, see the Traffic Effects Section.

Unique Characteristics of the Geographic Area

The Jackson Administrative Site Land Conveyance and Development Project area contains no unique characteristics or features. There are no park lands, prime farmlands, wild and scenic rivers, ecologically critical areas, congressionally designated areas (such as wilderness, wilderness study areas, or National Recreation Areas), Research Natural Areas, or municipal watersheds. There also are no inventoried roadless areas. The area does contain a small amount of floodplains and wetlands; however, the effects to these resources have been examined in the Environmental Assessment, and there is nothing noted about these features that would suggest that they are unique, or that associated effects would be significant.

The Degree to Which the Effects are Highly Uncertain or Involve Unique or Unknown Risks

There were no highly uncertain, unique, or unknown risks identified in any of the effects analyses conducted for this project.

The Degree to which the Action may establish a Precedent for Future Actions with Significant Effects

None of the proposed actions in the action alternatives set precedents.

The Degree to Which the Effects on the Quality of the Human Environment are Likely to be Highly Controversial

This category refers to scientific controversy regarding the effects of the proposed actions. There is no scientific controversy regarding the projected effects of the alternatives.

CHAPTER 4: CONSULTATION AND COORDINATION

The Forest Service consulted the following individuals, Federal, State, and local agencies, tribes and non-Forest Service persons during the development of this environmental assessment:

ID TEAM MEMBERS:

Mike Balboni, Deputy Forest Supervisor, Team Lead - moved
Sara Baldwin, acting Deputy Forest Supervisor – interim Team Lead
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Keith Sunshine, Project Manager
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Rick Dustin, Landscape Architect - moved
Doug Spaeth, Wildlife Biologist
Terry Hershey, District Wildlife Biologist - retired
Linda Merigiliano, Recreation & Wilderness Specialist
Eric Winthers, Soil Scientist
Jamie Schoen, Archeologist
Rod Dykehouse, Forest Fire Management Officer - retired
Kevin Pfister, District Fire Management Officer - moved
Steve Haydon, Forest Engineer
Wayne Clayton, Forest Facilities Manager
Ray Spencer, Representative for District Operations
Sandra Seaton, Representative for private home owners

FEDERAL, STATE, AND LOCAL AGENCIES:

Tom Johnson, Army Corp of Engineers – Wetlands
Bob McLaurin, Town of Jackson, Administrator
Shawn P. O'Malley, Town of Jackson – Flood Plain FEMA Administrator
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Shawn Hill, Town of Jackson, Associate Planner
Jeff Daugherty, Teton County - Planning Director
Hillary Taylor, Teton County - Staff Planner
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Wil Morgan, General Service Administration- Property Sale Advice
Scott McDaniel, General Service Administration- Property Sale Advice
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Allan Tschida, Region 4, Lands, Zone Member
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John Moore, Region 4, Lands, Appraiser
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OTHERS:

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Bill Collins, Planner - Collins Planning
Tom Campbell, Wildlife Biologist – Biota
John Carney, Principle Architect - Carney Architects
Andy Ankeny, Architect - Carney Architects
Jen Mei, Architect – Carney Architects
Teton County Historic Preservation Board - Staff

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