

Summary of the DEIS

1.0 Introduction

This draft Environmental Impact Statement (DEIS) is prepared in accordance with Council of Environmental Quality (CEQ) Regulations at 40 CFR Part 1500 and National Park Service policy Directors Order 12 Handbook (DO 12) for implementing the National Environmental Policy Act (NEPA). The necessity for this DEIS derives from the desire to provide visitors with an appropriate range of winter opportunities. This document is also intended to address previous deficiencies identified by court decisions.

Chapter I of the DEIS expresses the purpose and need for action, and provides a brief history and context for the document. Chapter II presents the alternatives whose impacts are to be considered in this DEIS. The environment that is potentially affected by the alternatives is described in Chapter III of the document; the affected environment provides a context for alternative impacts that are presented in Chapter IV.

2.0 The Purpose of this EIS and Plan

The fundamental purpose for publishing an EIS is to disclose to the public, and for the decision maker, various alternatives for meeting articulated agency goals and the environmental consequences that may be involved with each. The purpose of this winter use plan is to provide a framework for managing winter use activities in the parks. In doing this, the plan is to provide park visitors with a range of appropriate winter recreational opportunities, while ensuring that these activities do not lead to unacceptable impacts or the impairment of park resources and values. This purpose is underpinned by laws, regulations and policies that direct national park management. The most pertinent laws, regulations and policies relating to winter use are presented in Appendix A of the DEIS.

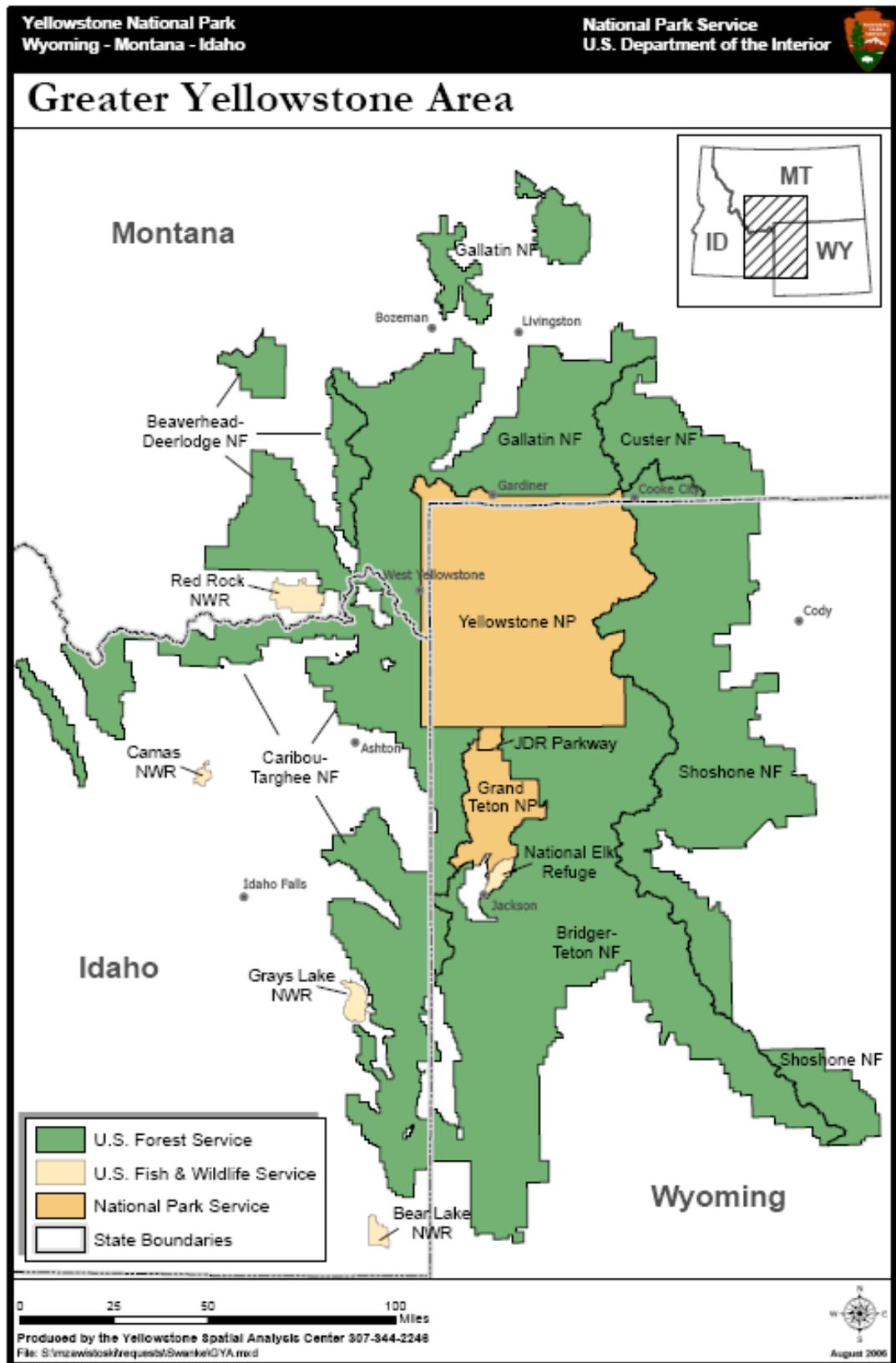
By virtue of court action vacating earlier environmental documents, this DEIS must address the historic conditions in developing a winter use plan. The historic conditions, compared to the desired conditions, illustrate the need for action, or the need for a winter use plan. It is important to note that winter visitation levels and modes of access to the parks have changed since the implementation of managed winter use in 2003. Part of the function of this DEIS is to determine, as well as possible, whether recent conditions (for the winters of 2003–2006) have improved or not, relative to the historic condition.

In response to the D.C. District Court, the DEIS addresses a number of concerns regarding the winter use 2003 Supplemental EIS (SEIS). These include road grooming and bison movement, compliance with NPS mandates, and the effectiveness of mitigation measures. In response to the Wyoming District Court, the DEIS addresses concerns about the 2000 EIS, including snowcoach use, guiding requirements, and public and cooperating agency involvement.

This EIS evaluates a full range of alternatives for managing winter use in Yellowstone and Grand Teton national parks and the John D. Rockefeller, Jr. Memorial Parkway.

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Figure S-1: Area Map



3.0 National Park Service Mandates

The management of the National Park System and NPS programs is guided by the U.S. Constitution, public laws, treaties, proclamations, Executive Orders, regulations, and directives of the Secretary of the Interior and the Assistant Secretary for Fish and Wildlife and Parks. NPS management policies and actions must be consistent with these higher authorities. Pertinent guidance is summarized in Appendix A of the DEIS. In DEIS Chapter III, for each impact topic, there is a section providing a regulatory and policy overview.

4.0 Purpose and Need for Action

The intent of a plan is to achieve, as well as practicable, a set of desired conditions or goals. The desired conditions and goals in this case are derived from NPS mandates and reflected in management policies. Relevant NPS mandates supporting the desired conditions are presented in Appendix A of the DEIS. The “existing conditions”, for purposes of this planning effort, are the historic conditions that existed prior to the last three winters of managed use. Thus the term “historic conditions” is used to describe the conditions that existed during the nearly 20 years of unmanaged snowmobile use in the parks. Historic, unregulated conditions clearly indicated a need for change. These historic conditions represent the existing condition prior to implementation of the temporary plan.

Desired and historic conditions are compared in the following table. Desired conditions reflect the 2006 Management Policies.

Table S-1: Desired Versus Historic Conditions for Winter Use Planning

Desired Conditions	Historic Conditions
<i>Visitor Access</i>	
Visitors have access to a range of appropriate activities for enjoyment of the park resources and values during the winter. Appropriate winter recreation is that which does not cause unacceptable impacts on unique characteristics of winter settings within the parks, while permitting their enjoyment and protection. Appropriate activities are those which promote understanding of the purposes for which the parks’ resources are being preserved, and those which promote the health and personal fitness of the general public.	Access for personal motorized use via snowmobile has increased greatly since the beginnings of the winter program, while access for “quiet” winter use has decreased in relation to it. Snowmobile use, in historic numbers, is inconsistent with winter park landscapes that uniquely embody solitude, quiet, undisturbed wildlife, and clean air vistas and the enjoyment of these resources by those engaged in non-motorized activities.
<i>Visitor Experience</i>	
Visitors experience high quality winter activities with a sense of appreciation and enjoyment that is consistent with the condition for visitor access. Recreation experiences are offered at such times and places that will enhance the enjoyment of park resources and values, while protecting the experiences of other park visitors. Conflicts among user groups are minimal. Oversnow vehicle sound and emission levels are reduced to enhance visitor experience. Visitors are informed of how to participate in winter use activities without damaging resources.	A variety of winter use conflicts have been identified involving the relationship between users and among different user groups, which affect how people experience the parks. At destination facilities and trails open to both motorized and nonmotorized users, the latter express dissatisfaction with the sound, odor, and number of snowmobiles as affecting the solitude, quiet, and clean air that people expect to enjoy in the parks.

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<i>Health and Safety</i>	
<p>High quality facilities, programs and operations provide a safe and healthful environment for visitors and employees. The safety and health of persons, and protection of property, are ensured by identifying and preventing potential injuries from recognizable threats. Known hazards are reduced or eliminated. Visitors know how to participate safely in winter use activities, and they equip themselves for doing so. Oversnow vehicle sound and emission levels are reduced to protect the health and welfare of employees and visitors.</p>	<p>The level of snowmobile accidents, unsafe users, inherent winter risks, and conflicts between users is a concern from the standpoint of public safety. The parks have documented health hazards from oversnow vehicle emissions and noise for both employees and visitors.</p>
<i>Park Resources and Values</i>	
<p>Park resources and values are protected from impairment by preventing unacceptable impacts. Oversnow vehicle sound and emission levels are reduced to protect air quality, natural soundscapes, and other resources that are dependent on those qualities. Impacts to wildlife are mitigated, and effective wildlife habitat for winter survival is protected.</p>	<p>Sound and exhaust emissions from oversnow vehicles affect air quality, visibility, and natural soundscapes. Oversnow vehicle travel causes harassment and other unintended impacts on wildlife, especially at times when wildlife species are highly vulnerable to natural stressors.</p>

5.0 Scope of Analysis – Range of Alternatives

The scope of analysis determines the range of alternatives to be considered. The 2000 EIS evaluated seven alternatives for managing winter use. As required by the June 29, 2001, settlement agreement with the International Snowmobile Manufacturing Association and the State of Wyoming, the 2003 SEIS focused on new information and additional public comment. Three additional alternatives allowing continued snowmobile use were considered, as well as an alternative allowing only snowcoaches (the “no action” alternative). The 2004 temporary Environmental Assessment (EA)/ Finding of No Significant Impact (FONSI) focused on analyzing the environmental impacts of six winter use alternatives. This DEIS evaluates a full range of alternatives for managing winter use. The scope of analysis is reflected in the decision to be made, the impact topics covered, and the major issues addressed.

5.1 Decision to be Made

The decision to be made is in regard to the type and extent of public recreational access appropriate to the parks during the winter. It will be judged upon the alternative and the associated impacts which best meet all the desired conditions defined in the purpose and need for action (Summary Table 1). Some desired conditions are not entirely consistent with others; for example an emphasis on motorized recreation runs somewhat counter to an emphasis on natural soundscape preservation. This means that the decision requires optimizing between recreation activities and protection of resources and values, in accordance with NPS policies. The reader may take special note of two NPS policies: avoiding impairment and visitor use (DEIS Appendix A).

Part of the decision to be made includes the type and extent of restrictions on public recreational snowmobile and snowcoach use, if they are allowed. The record of decision based on the eventual Final EIS will constitute a plan that provides long-term guidance for winter use management in the parks. The decision to be made from this EIS will consider the conclusions in the 2000 EIS, the 2003 Supplemental EIS and the 2004 EA regarding adverse impacts, and the finding in the November 2000 ROD and affirmed in the March 2003 ROD and the 2004 FONSI,

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that historically unlimited and unregulated snowmobile use constitutes an impairment of park resources and values.

5.2 Major Issues

The purpose of developing alternatives is to compare different ways of resolving issues and their environmental consequences. Based on need and public comment, the major issues to be addressed in this DEIS are summarized in the following table. Many of these same issues were critical for evaluating and disclosing impacts in the earlier EIS, the Supplemental EIS, and the Temporary EA. Resources and values associated with major issues are addressed as “impact topics” in Chapter IV of this DEIS.

Table S-2: Major Issues

Issue Subject	Issue Description
Social and Economic Issues	The potential economic impacts of various winter use elements on local businesses and economies are at issue. Comments range from statements that protection of park resources is paramount, to the social and economic benefits of various access options. Affordable access, diversification of gateway community economies, protection of local business opportunities, and a need for additional socioeconomic surveys were all raised as issues, as was the potential closure or allocation changes at some entrances.
Human Health and Safety	Three primary health and safety issues regarding winter visitor use were identified that affect different areas of the three NPS units to a varying extent: the effect of motorized vehicular emissions and noise on employees and visitors; avalanche hazards; and safety problems where different modes of winter transport are used in the same place or close proximity.
Wildlife	The impact of snowmobiles, snowcoaches, and snow road grooming on wildlife is addressed, including the topic of ungulate use of groomed roads. The issue of whether or not groomed roadways affect bison movements, habitats and population distribution has played a crucial role in the history of winter use planning and associated litigation.
Air Quality	The impact of recreational snowmobile and snowcoach travel on air quality, including emissions, visibility, and air quality-related values, is addressed. The issue is a question of how much pollution emitted by oversnow vehicles is acceptable relative to laws and policies governing national park units. Air quality is a key resource, in itself, as well as a highly prized (and expected) element of the park visitor experience.
Natural Soundscapes	The impact of noise from recreational snowmobile and snowcoach travel on the natural soundscape is addressed. The issue is a question of whether the character and amount of sound emitted by oversnow vehicles is acceptable relative to laws and policies governing national park units. Soundscapes are a key resource, as well as a highly prized (and expected) element of the park visitor experience.
Visitor Access and Circulation	Various user groups contend that the parks offer either too much or not enough of various types of use. Those who advocate for snowmobile use indicate that there is a right to personal (individual) access to the parks for this use. Those who advocate for snowcoach-only access indicate that snowmobile technology does not adequately protect park resources. Others advocate that any motorized use is inappropriate during the winter season.
Visitor Experience	Expectations for quality winter recreation experiences vary among user groups. This creates conflict between those for whom the expectation of quiet, solitude, and clean air contrasts with the impacts of oversnow vehicles, especially when facilities for these different groups are in close proximity. At issue is the nature of visitor enjoyment and its relationship to the management and conservation of park resources and values.

6.0 Scoping Comments

The public scoping period for this EIS was June 24 – September 1, 2005. The NPS received 33,365 documents commenting on the scope of the EIS. Of these, about 90% were form letters of various kinds, and about 1% contained unique or substantive comments rather than, or in addition to, opinion statements. Comments were received from persons in all U.S. states and territories, and from other countries.

Although the public scoping period was intended to garner comments about the scope of this EIS, many people simply expressed their opinions regarding winter use management in the parks. A detailed report of the public scoping comments is available for public review on the NPS website: <http://www.nps.gov/yell/parkmgmt/winterusetechnicaldocuments.htm>. Chapter V of the DEIS contains a summary of public involvement during this process.

7.0 Alternatives Considered

Chapter II in the DEIS explains the alternatives in detail, including actions and assumptions common to all, important definitions, mitigation, monitoring, and actions that are specific to the different park units. This summary refers the reader to those sections; the alternatives are listed below, and the following table describes the salient features of each.

- Alternative 1: Continue Current Plan (Preferred Alternative)
- Alternative 2: Snowcoaches Only
- Alternative 3: Eliminate Grooming and No Action
- Alternative 4: Expand Recreational Use
- Alternative 5: Provide for Unguided Access
- Alternative 6: Mixed Use

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Table S-3: Summary and Comparison of Alternatives

	Alternative 1: Current Plan (Preferred Alternative)	Alternative 2: Snowcoaches Only	Alternative 3: 3A: Eliminate Most Road Grooming 3B: No Oversnow Vehicles (no action)	Alternative 4: Enhanced Recreational Use	Alternative 5: Provide for Unguided Access	Alternative 6: Mixed Use
General Description	Allows for nearly historic levels of snowmobile use but requires commercial guides. This Alternative mimics the temporary winter use plan currently in place, with three primary changes: 1) snowcoaches must meet Best Available Technology (BAT) standards; 2) daily limit on snowcoaches; and 3) Sylvan Pass would be closed to through travel.	Emphasizes snowcoach access; prohibits recreational snowmobiling. Road grooming would continue. Sylvan Pass would be closed to through travel.	3A: Prohibits road grooming or packing on most road segments in Yellowstone National Park. The road from the South Entrance to Old Faithful would be the only oversnow motorized access route in Yellowstone. 3B: Recreational oversnow vehicle access would cease in all three parks.	Allows for increased snowmobile use, relative to historic numbers. Commercial guides would be required for most snowmobilers; some could also visit the park after completing a non-commercial or unguided guide training course.	Balances snowmobile and snowcoach access and accommodates some visitors who wish to have an unguided snowmobile experience. Features a seasonal limit as well as a flexible daily limit.	Emphasizes plowing Yellowstone's mid-elevation, west-side roads to allow wheeled commercial vehicle access. Continues to allow oversnow vehicle access through the South Entrance and on the east side of the park. Sylvan Pass would be closed to through travel.
Daily Snowmobile Limits in Yellowstone National Park (YNP)	720 snowmobiles per day West - 424 South - 256 North - 20 East - 0 Old Faithful - 20 Cave Falls Road - 50 snowmobiles (no BAT or guiding)	Snowmobiles prohibited Cave Falls Road closed to snowmobiles	3A: South - 250 snowmobiles per day Cave Falls Road closed to snowmobiles <hr/> 3B: No recreational motorized oversnow access	1,025 snowmobiles per day West - 600 South - 250 North - 25 East - 100 Old Faithful - 50 Cave Falls Road - 75 snowmobiles (no BAT or guiding)	540 snowmobiles per day West - 290 South - 145 East - 40 North - 40 Old Faithful - 25 Cave Falls Road - 50 snowmobiles (no BAT or guiding) Seasonal entry limit would be put in place.	350 snowmobiles per day South - 250 Old Faithful/Norris - 100 100 commercial wheeled vehicles Cave Falls Road - 50 snowmobiles (no BAT or guiding)

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	Alternative 1: Current Plan (Preferred Alternative)	Alternative 2: Snowcoaches Only	Alternative 3: 3A: Eliminate Most Road Grooming 3B: No Oversnow Vehicles (no action)	Alternative 4: Enhanced Recreational Use	Alternative 5: Provide for Unguided Access	Alternative 6: Mixed Use
Daily Snowmobile Limits in Grand Teton National Park (GTNP) and the John D. Rockefeller, Jr., Parkway (the Parkway)	140 snowmobiles per day Grassy Lake Road: - 50 Continental Divide Snowmobile Trail (CDST) - 50 Jackson Lake - 40	Snowmobiles prohibited	3A: Grassy Lake Road - 50 CDST - Closed Jackson Lake -Closed 3B: No recreational oversnow vehicle access	250 snowmobiles per day Grassy Lake Road - 75 CDST - 75 Jackson Lake - 100	140 snowmobiles per day Grassy Lake Road - 50 CDST - 50 Jackson Lake - 40	90 snowmobiles per day Grassy Lake Road - 50 CDST - Closed Jackson Lake - 40
Snowmobile Guide Requirements	YNP: 100% commercially guided GTNP and Parkway: Guides allowed, but not required	N/A	3A: YNP: 100% commercially guided GTNP and Parkway: Guides allowed, but not required 3B: No recreational oversnow vehicle access.	YNP: 75% commercially guided; 25% either unguided or non-commercially guided GTNP and Parkway: CDST - 50 commercially guided; 25 unguided Jackson Lake and Grassy Lake Road - unguided	YNP: 80% commercially guided 20% unguided, with brief training Unguided snowmobiles would be required to enter YNP prior to 10:30 a.m. GTNP and Parkway: Guides allowed, but not required	100% commercially guided for both oversnow and wheeled vehicles GTNP and Parkway: Guides allowed, but not required
Best Available Technology (BAT) Requirements for Snowmobiles	YNP: All BAT GTNP and Parkway: All BAT, except snowmobiles originating on Targhee National Forest (NF) using Grassy Lake Road	N/A	3A: YNP: All BAT GTNP and Parkway: All BAT, except snowmobiles originating on Targhee NF using Grassy Lake Road 3B: No recreational oversnow vehicle access	YNP: all BAT GTNP and Parkway: Jackson Lake: All BAT Grassy Lake Road: All Non-BAT CDST - 50 commercially guided BAT; 25 unguided 2006 model year or newer	Improved BAT for snowmobiles (95% reduction in Hydrocarbons (HC) and 75% reduction in carbon monoxide (CO); not to exceed 72 dBA), except snowmobiles originating on Targhee NF using Grassy Lake Road	YNP: All BAT GTNP and Parkway: All BAT, except snowmobiles originating on Targhee NF using Grassy Lake Road

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	Alternative 1: Current Plan (Preferred Alternative)	Alternative 2: Snowcoaches Only	Alternative 3: 3A: Eliminate Most Road Grooming 3B: No Oversnow Vehicles (no action)	Alternative 4: Enhanced Recreational Use	Alternative 5: Provide for Unguided Access	Alternative 6: Mixed Use
Maximum Group Size	8 with one guide; 17 with 2 guides	N/A	3A: 11 with one guide 3B: 0	11 with one guide	11 with one guide	8 with one guide; 17 with 2 guides
Use of YNP Side Roads by Snowmobiles	Washburn Overlook and Freight Road: snowcoach only Firehole Canyon Drive, Canyon North Rim Drive and Riverside Drive: open in <u>afternoon</u> to snowmobiles Lake Butte and Canyon South Rim: open to snowmobiles Virginia Cascades: non-motorized only	Virginia Cascades: non-motorized only All other side roads: snowcoach only	3A and 3B: All closed (there are none on the road from South Entrance to Old Faithful under 3A)	All side roads open to snowmobiles Virginia Cascades: non-motorized only	Washburn Overlook and Freight Road: snowcoach only Firehole Canyon Drive, Canyon North Rim Drive and Riverside Drive: open in <u>afternoon</u> to snowmobiles Lake Butte and Canyon South Rim: open to snowmobiles Virginia Cascades: non-motorized only	Canyon North and South Rim Drives, Lake Butte: open to snowmobiles Firehole Canyon, Riverside Drive, Fountain Freight Road, Washburn Hot Springs: Snowcoach only Virginia Cascades: non-motorized only
Daily Snowcoach Limits in YNP and Snowcoach BAT	78 snowcoaches per day West - 34 South - 13 North - 13 East - 0 Old Faithful/ Parkwide - 18 All must meet snowcoach BAT	120 snowcoaches per day West - 55 South - 25 North - 17 East - 0 Old Faithful/ Parkwide - 23 All must meet snowcoach BAT	3A: South - 20 All meet snowcoach BAT 3B: 0	115 snowcoaches per day West - 46 South - 15 North - 5 East - 4 Old Faithful/ Parkwide - 35 Private - 10 All must meet snowcoach BAT	83 snowcoaches per day West - 34 South - 10 North - 3 East - 2 Old Faithful/ Parkwide - 34 All must meet snowcoach BAT Seasonal entry limit	40 snowcoaches per day South - 10 Old Faithful/Norris - 30 All must meet snowcoach BAT 100 wheeled commercial vehicles on west side

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	Alternative 1: Current Plan (Preferred Alternative)	Alternative 2: Snowcoaches Only	Alternative 3: 3A: Eliminate Most Road Grooming 3B: No Oversnow Vehicles (no action)	Alternative 4: Enhanced Recreational Use	Alternative 5: Provide for Unguided Access	Alternative 6: Mixed Use
Road Grooming	Continue road grooming, except Sylvan Pass would be closed.	Continue road grooming, except Sylvan Pass would be closed.	3A: Only groom South to Old Faithful. All other segments ungroomed and closed to all travel. 3B: No roads groomed for recreational access	Continue road grooming	Continue road grooming	Plow Mammoth to West Yellowstone to Old Faithful. Groom Old Faithful to South to Lake to Canyon to Norris. Sylvan Pass would be closed.
Non-motorized Use in YNP (no changes planned for GTNP)	Allowed subject to Winter Severity Index; increased use on South and East entrance roads during the spring opening shoulder season.	Same as for alternative 1	3A: Limited to groomed ski routes and boardwalks. Majority of park closed to non-motorized travel. 3B: Allowed subject to Winter Severity Index	Same as for alternative 1	Same as for alternative 1	Same as for alternative 1
Estimated maximum number of daily vehicle passengers in YNP	Snowmobiles passengers - 936 Snowcoach passengers - 624 Total - 1560	Snowmobiles passengers - 0 Snowcoach passengers - 960 Total - 960	Snowmobiles passengers - 325 Snowcoach passengers - 160 Total - 485	Snowmobiles passengers - 1333 Snowcoach passengers - 920 Total - 2253	Snowmobiles passengers - 702 Snowcoach passengers - 664 Total - 1366	Snowmobiles passengers - 455 Snowcoach passengers - 320 Wheeled vehicle passengers - 2000 Total - 2775

Note that historically, a peak of 2,140 visitors toured Yellowstone daily, and that currently, an average of 570 tour it daily.

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Table S-4: Summary and Comparison of Impacts by Resource

Alternative 1	Alternative 2	Alternative 3A/B	Alternative 4	Alternative 5	Alternative 6
Air Quality and Air Quality Related Values					
Emissions: moderate, short-term and adverse impacts due to CO emissions (6% of historic CO emissions). Visibility: negligible impact	Emissions: negligible, short-term and adverse impacts due to CO emissions (1.2% of historic CO emissions). Visibility: negligible impact	Emissions for 3A: minor, short-term and adverse impacts due to CO emissions (1.9% of historic CO emissions). Visibility for 3A: negligible impact 3B: No emissions or visibility impacts	Emissions: major, short-term and adverse, impacts due to CO emissions (8.9% of historic CO emissions). Visibility: negligible impact	Emissions: negligible to minor, short-term, and adverse impacts due to CO emissions (1.6% of historic CO emissions). Visibility: negligible impact	Emissions: moderate, short-term, and adverse impacts due to CO emissions (3.4% of historic CO emissions). Visibility: moderate, short-term, localize, and adverse impacts due to road sanding operations.
Health and Safety					
Minor, short-term, and adverse impacts due to 1) closure of Sylvan Pass; 2) continued use of BAT and guiding requirements; and 3) snowcoach BAT requirements	Minor, short-term, and adverse impacts due to 1) closure of Sylvan Pass; 2) elimination of snowmobile use; and 3) snowcoach BAT requirements	Minor, adverse and short term impacts due to 1) closure of Sylvan Pass; 2) continued use of BAT and guiding requirements; 3) snowcoach BAT requirements; and 4) closure of most or all park roads to OSVs and concomitant elimination of noise and contaminant exposure.	Major, long term and adverse impacts due to 1) continued avalanche control on Sylvan Pass; 2) increase in snowmobile numbers; 3) provision for possible unguided snowmobile use; 4) use of some two-stroke machines in GTNP; and 5) use of BAT snowmobiles and snowcoaches.	Major, long term and adverse impacts due to 1) continued avalanche control on Sylvan Pass; 2) provision for unguided snowmobile use; and 3) use of BAT snowmobiles and snowcoaches.	Minor, short-term and adverse impacts due to 1) closure of Sylvan Pass; 2) continued use of BAT and guiding requirements; 3) snowcoach BAT requirements; and 4) plowing of some roads and concomitant reductions in exposure to air toxics, noise, and unsafe touring behavior.
Wildlife					
Bison and Elk: negligible to moderate, adverse and short-term impacts due to displacement and behavioral/ physiological effects. Wolves: negligible to moderate, adverse and short-term impacts due to displacement, behavioral, and physiological effects. Lynx and Wolverines: negligible, adverse and short-term impacts due to closure of Sylvan Pass.	Bison and Elk: negligible to moderate, adverse and short-term impacts due to displacement and behavioral/ physiological effects. Wolves: negligible to moderate, adverse and short-term impacts due to displacement, behavioral, and physiological effects. Lynx and Wolverines: negligible, adverse and short-term impacts due to closure of Sylvan Pass.	Bison and Elk: negligible to minor, adverse and short-term impacts due to behavioral/ physiological effects. Wolves: effects would be negligible, adverse and short-term for either alternative 3A or 3B. Lynx and Wolverines: negligible, adverse and short-term impacts due to closure of Sylvan Pass. Coyotes and Ravens: negligible, short-term	Bison and Elk: minor to moderate, adverse and short-term impacts due to vehicle-caused mortality, displacement, behavioral/ physiological and demographic effects. Wolves: minor to moderate, adverse, and short-term impacts due to vehicle-caused mortality, displacement, behavioral, and physiological effects. Lynx and Wolverines: negligible to minor,	Bison and Elk: negligible to moderate, adverse and short-term impacts due to displacement and behavioral/ physiological effects. Wolves: negligible to moderate, adverse, short-term impacts due to displacement, behavioral, and physiological effects. Lynx and Wolverines: negligible to minor, adverse, short-term impacts due to	Bison and Elk: negligible to moderate, adverse and short-term impacts due to vehicle-caused mortality, displacement, and behavioral/ physiological effects. Wolves: negligible to moderate, adverse, and short-term impacts due to vehicle-caused mortality, displacement, behavioral, and physiological effects. Lynx and Wolverines: negligible to minor,

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Alternative 1	Alternative 2	Alternative 3A/B	Alternative 4	Alternative 5	Alternative 6
Coyotes and Ravens: negligible, short-term and adverse effects due to provisions for 100% guiding. Bald Eagles and Swans: negligible to moderate, adverse and short-term impacts due to displacement, behavioral, physiological, and demographic effects.	Coyotes and Ravens: negligible, short-term adverse effects due to provisions for 100% guiding. Bald Eagles and Swans: negligible to moderate, adverse and short-term impacts due to displacement, behavioral, and physiological effects.	adverse effects due to provisions for 100% guiding. Bald Eagles and Swans: negligible to minor, adverse, short-term impacts under 3A due to displacement, behavioral, and physiological effects; impacts from 3B would be negligible.	adverse and short-term impacts due to vehicle-caused mortality, displacement, behavioral, and physiological effects. Coyotes and Ravens: minor, adverse and short-term impacts due to provisions for some unguided access. Bald Eagles and Swans: negligible to moderate, adverse, short-term impacts due to vehicle-caused mortality, displacement, behavioral, physiological and demographic effects.	displacement, behavioral, and physiological effects. Coyotes and Ravens: adverse, minor, and short-term impacts due to provisions for some unguided access. Bald Eagles and Swans: negligible to moderate, adverse, short-term impacts due to displacement, behavioral, and physiological effects.	adverse, short-term impacts due to closure of Sylvan Pass but possible vehicle-caused mortality. Coyotes and Ravens: negligible, short-term, and adverse impacts due to provisions for 100% guiding. Bald Eagles and Swans: negligible to minor to moderate, adverse, and short-term impacts due to vehicle-caused mortality, displacement, behavioral, and physiological effects.
Natural Soundscapes					
Percent of park area in which non-natural sounds would be audible: moderate, adverse, and short-term impacts (YNP and GTNP). Percent time audible: major (YNP) to minor (GTNP), adverse, and short-term impacts. Maximum sound levels: minor, adverse, short-term (YNP and GTNP).	Percent of park area in which non-natural sounds would be audible: moderate, adverse, and short-term impacts (YNP). Percent time audible: major, adverse, and short-term impacts (YNP). Maximum sound levels: minor, adverse, short-term (YNP). No impacts to GTNP.	Percent of park area in which non-natural sounds would be audible: negligible impacts (YNP and GTNP). Percent time audible: moderate, adverse, and short-term impacts (YNP), negligible to GTNP. Maximum sound levels: negligible impacts (YNP and GTNP).	Percent of park area in which non-natural sounds would be audible: moderate, adverse, and short-term impacts (YNP and GTNP). Percent time audible: major (YNP) to moderate (GTNP), adverse, and short-term impacts. Maximum sound levels: minor, adverse, short-term (YNP and GTNP).	Percent of park area in which non-natural sounds would be audible: moderate, adverse, and short-term impacts (YNP and GTNP). Percent time audible: major (YNP) to minor (GTNP), adverse, and short-term impacts. Maximum sound levels: minor, adverse, short-term (YNP and GTNP).	Percent of park area in which non-natural sounds would be audible: moderate, adverse, and short-term impacts (YNP and GTNP). Percent time audible: moderate, adverse, and short-term (YNP) to negligible (GTNP) impacts. Maximum sound levels: negligible impacts (YNP and GTNP).
Visitor Access and Circulation					
Minor, adverse and long-term localized impacts due to closure of Sylvan Pass.	Impacts vary by mode of transportation: major, adverse, long-term impacts to those who prefer snowmobile travel; major beneficial impacts to those who prefer to snowcoach. Minor,	Areas accessible: major, adverse and long-term impacts due to greatly reduced access (3A) or no motorized access (3B).	Negligible impacts due to ample motorized visitor access.	Minor, adverse and long-term impacts due to ample motorized visitor access but restricted limit, although flexible daily limit would provide more access on busy days.	Impacts vary by mode of transportation: moderate adverse to moderate beneficial in Yellowstone (wheeled vehicle access on west side roads; closure of East Entrance to through travel). All

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Alternative 1	Alternative 2	Alternative 3A/B	Alternative 4	Alternative 5	Alternative 6
	adverse, long-term and localized impacts due to closure of Sylvan Pass.				impacts would be long-term.
Visitor Experience					
Minor adverse and short-term impacts, primarily from potentially rough roads. Similar to current conditions for all impacts except quality of groomed surfaces, which may deteriorate slightly and snowcoach BAT, which will improve air quality and opportunities for silence and solitude; beneficial impacts as compared to historic conditions, except some visitors would not have the ability to view wildlife and scenery for as long as they would choose to if unguided.	Minor adverse and short-term impacts, primarily from snowcoach slowness, snowcoach ruts, and Grand Teton closures for some visitors. Similar to current conditions for all impacts except that opportunities to view wildlife and scenery may decrease but improved air quality and opportunities for silence and solitude. Compared to historic conditions, some visitors would not have the ability to view wildlife and scenery for as long as they would choose to, or see as much of the park.	Major adverse and long-term impacts: decreased opportunities to view wildlife and scenery than under current or historic conditions because few wildlife are generally seen on the road segments that would remain open to OSV travel (3A) and because most roads are closed. Little or no wildlife or scenery would be viewed compared to current or historic conditions (3B).	Moderate adverse short-term impacts due to Non-BAT snowmobiles in GTNP and high number of snowmobiles in both parks. Compared to current conditions, there would be bumpier roads, diminished air quality, reduced opportunity to enjoy silence and solitude and wildlife, and less safe conditions. Compared to historic conditions, there would be improved air quality, improved opportunity to enjoy silence and solitude and wildlife, safer conditions, and improved information availability but decreased road quality.	Minor adverse short-term impacts (similar to alternative 1) due to safety problems from unguided access and increased OSV travel during peak periods which can reduce opportunities for quiet and solitude and clean air. Compared to current conditions, similar conditions except during peak periods. Compared to historic conditions, improved access to clean air, quiet and solitude, information availability, safe and comfortable touring conditions, and wildlife and scenery viewing.	Minor adverse short-term impacts (similar to alternative 1) due to possible crowding at Old Faithful and possible localized visibility degradation. This alternative examines a major change in the method of access to the west entrance of YNP. Compared to current conditions, similar conditions but different vehicles on Yellowstone's west side. Compared to historic conditions, improved access to clean air, quiet and solitude, information availability, safe and comfortable touring conditions, and wildlife and scenery viewing.
Socioeconomics¹					
Compared to historic snowmobile use: negligible, adverse to beneficial compared in the three-state, five-county, Cody and Jackson, WY areas, and negligible adverse to	Compared to historic snowmobile use: negligible, adverse to beneficial in the three-state, five-county, Cody and Jackson, WY areas; moderate adverse to negligible beneficial for	Compared to historic snowmobile use: negligible adverse in the three-state, five-county, Cody and Jackson, WY areas and negligible to major adverse for West Yellowstone.	Compared to historic snowmobile use: negligible, adverse to beneficial in the three-state, five-county, Cody and Jackson, WY areas and Negligible Adverse to Moderate Beneficial for	Compared to historic snowmobile use: Negligible Adverse to Negligible Beneficial in the three-state, five-county, Cody and Jackson, WY areas and Negligible Adverse to Minor	Compared to historic snowmobile use: Negligible Adverse to Negligible Beneficial in the three-state, five-county, Cody and Jackson, WY areas and Negligible Adverse to Moderate

¹ The economic impacts are the IMPLAN outputs as compared to the definition of impacts in Chapter IV. A negligible impact means that the impact is difficult to detect at the state, 5-county, or community level. It does not mean that within any of those three levels adverse (or positive) effects are not occurring. Individual business or geographic-area impacts are discussed in Chapter IV.

WINTER USE PLANS AND DRAFT ENVIRONMENTAL IMPACT STATEMENT
Yellowstone and Grand Teton National Parks and the John D. Rockefeller, Jr. Memorial Parkway

Alternative 1	Alternative 2	Alternative 3A/B	Alternative 4	Alternative 5	Alternative 6
minor beneficial in West Yellowstone. Compared to the no action alternative: negligible beneficial in the three-state, five-county, Cody and Jackson, WY areas, and minor to major beneficial in West Yellowstone.	West Yellowstone, MT. Compared to the no action alternative: negligible beneficial in the three-state, five-county, Cody and Jackson, WY areas and negligible to moderate beneficial for West Yellowstone, MT.	Compared to the no action alternative: negligible beneficial in all areas.	West Yellowstone, MT. Compared to the no action alternative: Negligible Beneficial in the three-state, five-county, Cody and Jackson, WY areas and Minor Beneficial to Major Beneficial for West Yellowstone.	Beneficial for West Yellowstone, MT. Compared to the no action alternative: Negligible Beneficial in the three-state, five-county, Cody and Jackson, WY areas and Minor Beneficial to Major Beneficial for West Yellowstone.	Beneficial for West Yellowstone, MT. Compared to the no action alternative: Negligible Beneficial in the three-state, five-county, Cody and Jackson, WY areas and Negligible Beneficial to Major Beneficial for West Yellowstone.