



# **Goat Island Management Plan and Environmental Assessment**

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**Missouri National Recreational River  
South Dakota and Nebraska**

**August 2019**

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## EXECUTIVE SUMMARY

The National Park Service (NPS) proposes to assume jurisdiction and management responsibilities for Goat Island, also known as Jake's Island, as part of the Missouri National Recreational River. The Missouri National Recreational River (the park) is a unit of the national park system, established by Congress in 1978 and expanded in 1991. This management plan is needed to establish a vision for NPS management of the approximately 800-acre island, and to guide future decisions for the island. The plan has been prepared through collaborative discussions among the NPS, Bureau of Land Management (BLM), State of Nebraska, State of South Dakota, Cedar County (Nebraska), Clay County (South Dakota), and other cooperators.

The plan includes an Environmental Assessment (EA). The EA evaluates two alternatives: a no action alternative and the proposed action alternative. Under the no action alternative, the NPS would manage the island under its applicable federal laws and policies and clarify hunting opportunities. NPS became the management agency of the island by an October 14, 2016 Federal Register<sup>1</sup> filing of plats of survey notice confirming that Goat Island is public land. Before this time, the island was not known to be officially managed or owned by any entity or individual. No developed features would be implemented under this alternative.

Under the proposed action alternative, the NPS would implement all actions detailed in the no action alternative as well as enhance visitor experience and safety through developing campsites and trails. The proposed action alternative supports Secretarial Order 3356 to enhance conservation stewardship and improve hunting opportunities and Secretarial Order 3366 to improve recreation on lands and waters managed by the Department of Interior. Similarly, it supports both the NPS Explore for Health and Healthy Parks – Healthy People initiatives.

This EA has been prepared in compliance with the National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA) to provide the decision-making framework that: 1) analyzes a reasonable range of alternatives to meet objectives of the proposed plan; 2) evaluates potential issues and impacts to the resources of the Missouri National Recreational River; and 3) identifies specific and required mitigation measures that are designed to lessen the degree or extent of these impacts.

Resource topics determined to potentially be affected by the alternatives include soils and vegetation, visitor experience, and special status species (interior least tern, piping plover, northern long-eared bat). All other resource topics were dismissed because it was determined that any action would result in negligible effects. No major effects were identified because of this project. No adverse effects on cultural resources under Section 106 of the National Historic Preservation Act would occur.

Once adopted, this plan will update and amend the park's 59-Mile District General Management Plan, by providing management direction specific to Goat Island. This follows the NPS "Planning Portfolio" construct consisting of a compilation of individual plans, studies, and inventories, which together guide park decision making. The planning portfolio enables the use of targeted planning products (such as this plan) to meet park planning needs.

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<sup>1</sup> Federal Register document reference number 2016-24852.

## **PUBLIC COMMENT**

The NPS Planning Environment and Public Comment (PEPC) site provides access to current plans and related documents on public review. Users of the site can submit comments for documents available for public review. If you wish to comment on the Environmental Assessment, you may post comments online during the comment period at:

<http://parkplanning.nps.gov/goatlandplan> or mail comments to:

Superintendent Rick Clark  
National Park Service Missouri National Recreational River  
508 East 2nd Street  
Yankton, SD 57078

This plan and Environmental Assessment will be on public review for 30 days. Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.



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# CHAPTER 1: INTRODUCTION

## 1.1 PURPOSE AND NEED FOR THIS PLAN

After decades of uncertainty over who owned or had jurisdiction over Goat Island, the National Park Service (NPS) requested the Bureau of Land Management (BLM) to conduct a land survey of the property (appendix A). The uncertainty was settled by an October 14, 2016 Federal Register<sup>2</sup> filing of plats of survey notice confirming that Goat Island is public land. After ownership was resolved, responsibility for management of the island was assigned to the NPS to be managed as part of the Missouri National Recreational River.

The purpose of this plan is for the NPS to develop a management framework for Goat Island (also known locally as Jake's Island). The plan would be used to guide Goat Island's future development, visitor use and experience, resource preservation, and education/interpretation activities.

This plan is needed because Goat Island was not under NPS management when the Missouri National Recreational River 59-Mile District Final General Management Plan (GMP) was completed in 1999 and, consequently, management of the island was not addressed in that document. This document is also needed to assess the environmental impacts of management decisions so that the island's resources are left unimpaired for the enjoyment of present and future generations.

This plan fulfills a park planning priority for resource preservation, facility asset management, and visitor use management at Missouri National Recreational River and serves as a component of the park's planning portfolio. The Missouri National Recreational River planning portfolio consists of the individual plans, studies, and inventories, which together guide park decision making. The planning portfolio enables the use of targeted planning documents (such as this one) to meet a broad range of park planning needs and fulfill legal and policy requirements. The GMP remains a critical overarching piece of the park's planning portfolio, and will continue to be updated and/or supplemented through the development of additional park planning documents.

## 1.2 SCOPE

This plan combines elements of a typical plan and an environmental assessment. The plan provides background information of the park and of the island and identifies alternatives for recreation, visitor experience, resource management, interpretation and education on Goat Island. This plan also establishes guidance on certain activities such as access, hunting, camping, and other uses.

All proposals in this document relate only to the federally controlled lands of Goat Island. Other NPS documents such as the GMP and Multiple Property Management Plan (October 2015) provide guidance for other NPS properties within the Missouri National Recreational River boundary.

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<sup>2</sup> Federal Register document reference number 2016-24852.

This plan does not address or influence the management of the waters of the Missouri River around Goat Island. The river is cooperatively managed through other existing documents, which remain unchanged by the actions and decisions in this plan. This plan also does not apply to ephemeral sandbars which are not connected to Goat Island during average flows.

The environmental assessment (EA) portion of the document analyzes the no action and the proposed alternative and their potential impacts to the environment. This EA has been prepared in accordance with the National Environmental Policy Act (NEPA) of 1969 and implementing regulations; 40 Code of Federal Regulations (CFR) 1500–1508; NPS Director’s Order (DO) 12 and Handbook, *Conservation Planning, Environmental Impact Analysis, and Decision-making*<sup>3</sup> and Section 106 of the National Historic Preservation Act of 1966 as amended (NHPA) and implementing regulations, 36 CFR Part 800.

The preferred alternative, if adopted, would update and amend the GMP for the 59-Mile District by adding specific guidance for Goat Island. (Other areas managed under the GMP or other plans are not affected by this plan.)

### 1.3 MISSOURI NATIONAL RECREATIONAL RIVER AND GOAT ISLAND DESCRIPTIONS

#### 1.3.1 Overview

Missouri National Recreational River was established by two separate acts of Congress that amended the Wild and Scenic Rivers Act of 1968. The first act, Public Law 95-625, in 1978 created the 59-Mile District (also referred to as the Gavin’s Point Segment) from Gavin’s Point Dam to Ponca State Park, Nebraska (appendix A). The second act, Public Law 102-50, in 1991 established the 39-Mile District (also referred to as the Fort Randall Segment) from Fort Randall Dam to Running Water, South Dakota, and includes parts of two tributaries of the Missouri River (20 miles of the lower Niobrara River, and eight miles of Verdigre Creek). Together, these two free-flowing reaches of the Missouri River, separated by Lewis and Clark Reservoir, make up the entirety of the designated river managed by the National Park Service. The NPS’s administrative headquarters office for the park is located in the City of Yankton, South Dakota (Yankton County).

The GMP provides additional context and history and also identified the 59-Mile District (known for the river’s historic and dynamic character of its islands, shallow bars, chutes, and snags) as a potential major recreational resource due to its proximity to two population centers (Yankton and Vermilion, South Dakota).

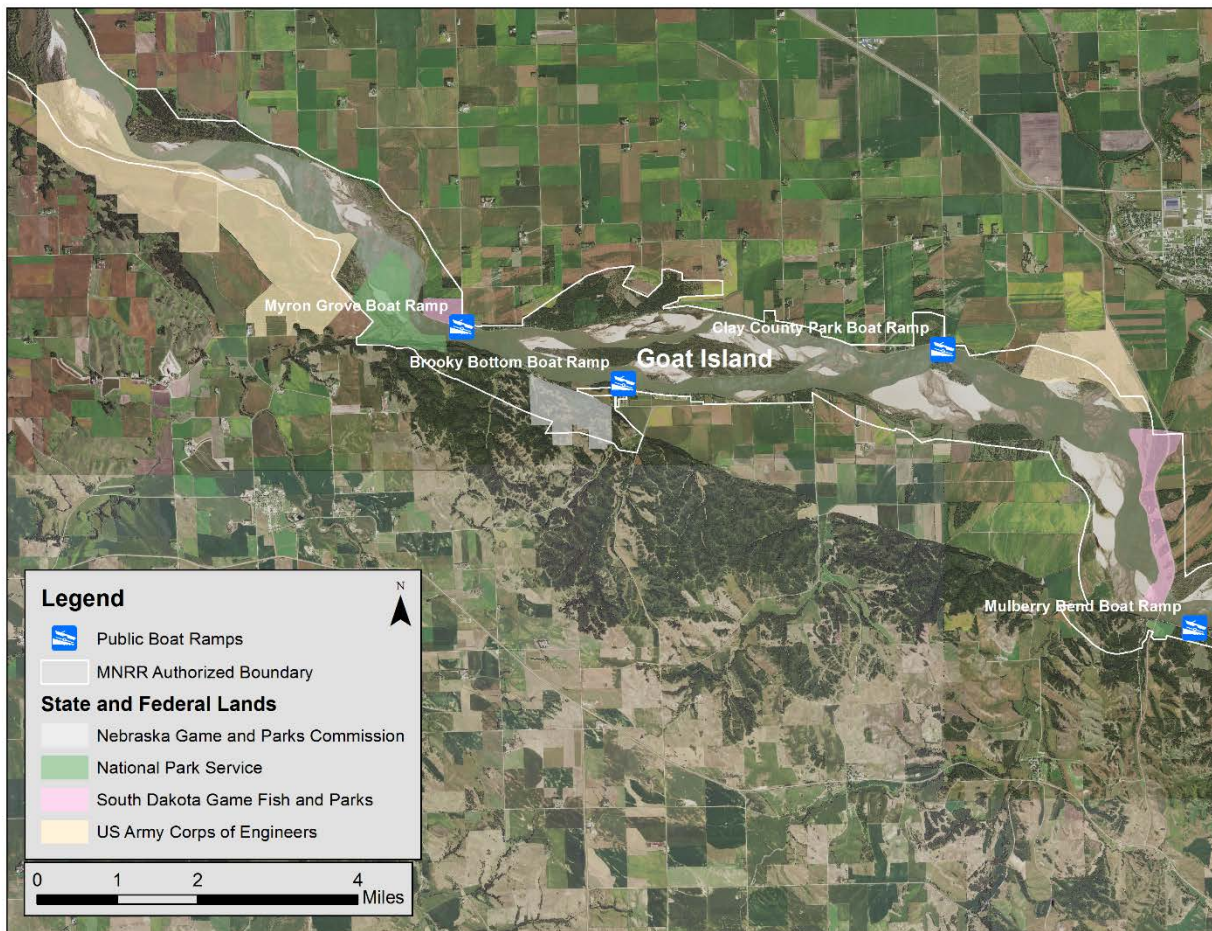
Goat Island is located within the 59-Mile District of the park, between the two cities of Yankton and Vermilion, South Dakota (figure 1) from about river mile 782 to river mile 786. Goat Island is an approximate 800-acre (or about 324 hectare) island with attached sandbars, back channels and other natural features that contribute to the outstandingly remarkable values identified within the 59-Mile District of the wild and scenic river.

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<sup>3</sup> National Park Service (NPS). 2001. The DO-12 Handbook and Director’s Order. [https://www.nps.gov/subjects/nepa/upload/NPS\\_NEPAHandbook\\_Final\\_508.pdf](https://www.nps.gov/subjects/nepa/upload/NPS_NEPAHandbook_Final_508.pdf). As accessed on January 2, 2018.

Goat Island is accessible by water only. The nearest public boat launch points are at Brooky Bottom in Nebraska and Myron Grove and Clay County Park in South Dakota. No pedestrian or vehicular access is available. The island supports a variety of wildlife on its sandbars and within its dense collections of cottonwood and Eastern red-cedar forested areas. Evidence of its past use is shown by remnants of a windmill, fence posts, miscellaneous metal objects, as well as by more recent trash deposits.

Figure 1: Proximity map



### 1.3.2 Jurisdictional History

After decades of ownership or jurisdictional uncertainty, the NPS advised the BLM in a letter dated August 4, 1998, that it was interested in assuming management of the island as part of the Missouri National Recreational River. The BLM finalized a cadastral survey in 2009 and determined the island was in existence at the time that both Nebraska (1869) and South Dakota (1889) gained statehood but was not formally assigned to either state. Since the island had not been assigned at the time of either statehood, it remained under the public domain.



After a prolonged period of interagency deliberations and general inactivity, the BLM published a Federal Register notice on October 14, 2016 (81 FR 71112, pages 71112-71113)<sup>4</sup> on behalf of the NPS to publicize the filing of plat of survey dated August 24, 2009 (appendix A). As follow up to the public domain notice, the NPS submitted annual work plans (beginning in 2017) to the BLM in a continued effort of collaboration to outline the NPS intention to perform basic administrative functions like noxious weed control.

### 1.3.3 Natural Resource Inventory

Goat Island contributes to the recognized outstandingly remarkable values (cultural, ecological, fish and wildlife, geological, recreational, and scenic) for which this section of the Missouri River was made a part of the Wild and Scenic Rivers system. Chutes paralleling the island, free-flowing water, vegetation, and sandbars all provide important wildlife habitat and add to the scenic qualities of the 59-Mile District.

Wildlife: Goat Island is home to a variety of wildlife typical to the Missouri River corridor including deer, beaver, muskrat, turkey, and various waterfowl. The park compiled a summary of known research and monitoring specific to Goat Island (appendix B).

The interior least tern and piping plover are often found nesting on sandbars throughout the river corridor. The piping plover (figure 2) is listed by the U.S. Fish and Wildlife Service as a threatened species and the interior least tern is listed as an endangered species. The park is party to a Memorandum of Agreement (MOA) with South Dakota Game, Fish and Parks, U.S. Fish and Wildlife Service (FWS), and the U.S. Army Corps of Engineers (USACE) for interior least tern, piping plover, pallid sturgeon, and bald eagle management, protection, and recovery and coordination along the Missouri River in South Dakota (appendix B). Under the agreement, USACE takes lead responsibility for these duties. As part of the agreement, NPS agrees to close off nesting areas for interior least tern and piping plover or otherwise designate areas for endangered species emphasis. Generally, if five or more active interior least tern or piping plover nests are found within a sandbar site, USACE will sign the area as closed to the general public. USACE monitors NPS sandbars and places signs when necessary. The signs are placed so that they are visible to the general public at all entry points to the nesting area and near the water's edge to be visible to approaching boaters.

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<sup>4</sup> Federal Register, Filing of Plats of Survey, A Notice by the BLM on October 14, 2016, 81 FR 71112, <https://www.federalregister.gov/documents/2016/10/14/2016-24852/filing-of-plats-of-survey-nebraska>. As accessed January 2, 2018.

Figure 2: Piping plover and nest



Vegetation and Soils: Goat Island supports a variety of vegetation typical to the Missouri River corridor (figure 3) including a sizeable cottonwood population and smaller underbrush plants such as dogwood, sumac, wild grape, and poison ivy. Although native to the area, Eastern red-cedar is pervasive on the island and is generally considered invasive. Sandbars attached to Goat Island are relatively free of vegetation but may develop pioneer species such as cottonwood seedlings, annual weeds or grasses and forbs.



Figure 3: Vegetation at Goat Island



Island-wide, the soils of Goat Island are typical to an accretion river island (figure 4). Fine sand and gravel are the predominant solid materials with a silty/loamy soil layer. The more prevalent soil types include Sarpy loamy fine sand (7180); Sarpy fine sand (7850); Onawa silty clay (7883); Barney variant fine sand (6317) and are shown on figure 2.<sup>5</sup> A soils report is included in appendix B with detailed definitions of soils. Upland soils are better drained than lower elevations and sandbars; however, no soil types are exceptionally well suited for heavy development.

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<sup>5</sup> Most prevalent soil types: Sarpy loamy fine sand (7180); Sarpy fine sand (7850); Onawa silty clay (7883); Barney variant fine sand (6317). USDA NRCS Web Soil Survey, <https://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx>, as accessed May 1, 2018.



Figure 4: Soil map (USDA, NRCS soil data)



### 1.3.4 Cultural Resource Inventory

An inventory<sup>6</sup> was conducted in July 2017 by the NPS Midwest Archeological Center (MWAC) staff to assist with the development of Section 106 compliance with the National Historic Preservation Act of 1966, and as amended. The inventory identified several broadly scattered and/or isolated historic artifacts (e.g., two wagon wheels; a roll of livestock fencing; several unidentified ferrous metal objects; a colorless glass jar; two pieces of corrugated metal; fence posts (one with metal nails); a possible culvert; a gas can; and a tree stand built out of wood and railroad spikes). More obvious remnants of past human use include abandoned farm equipment, a windmill, and occasional modern (non-historic) trash deposits (e.g., beer cans and plastic drink bottles). A brief summary is located in appendix B.

Overall, the artifacts noted in the survey do not form a cohesive archeological site and no new archeological sites were recorded. The recommendation for park staff is to leave isolated artifacts in place. Identified campground areas and trails to be developed under the Proposed Action Alternative will be subsequently surveyed by accredited Archeologists prior to implementation. When, or if, the NPS identifies other prospective development project plans,

<sup>6</sup> NPS MWAC, A. Barnett, Memorandum: Archeological Inventory of Goat Island, July 28, 2017.

additional archeological work, including subsurface testing, may be necessary to identify the appropriate location(s) of any significant features.

### 1.3.5 Past Uses

The island was unmanaged but not unused for decades. Past activities known to have occurred (or evidence exists to suggest the use) include:

- Farming and grazing (cattle, goat)
- Hunting
- Fishing
- Hiking
- Collecting (mushroom)
- Camping
- Off-road vehicle use

More recent uses of the island included ziplining, “poker runs,” firework displays, and geocaching. Not all of these past uses are compatible with management as part of the national park system.

### 1.3.6 Park Staffing, Volunteers, Operating Budget

The NPS employs approximately seven permanent full-time positions and five to 10 temporary employees in the management of Missouri National Recreational River.<sup>7</sup> The park also relies on a number of volunteers that help with various tasks including administration, resource management, interpretation, survey, and other park duties. In 2017, 181 volunteers logged 746 hours at the park—this equated to a dollar value of \$15,740<sup>8</sup> the equivalent of about 0.35 full-time employees. During fiscal year 2017, the park’s operating budget was \$858,436, down from a 10-year high of \$1,170,260 in fiscal year 2012.

### 1.3.7 Visitation and Visitor Spending

Over the last decade, the park has averaged 156,974 visitors each year. The months of May through September are the busiest months park-wide; however, the park maintains a robust fall season (table 1). No data are available for the number of annual visitors specific to Goat Island.

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<sup>7</sup> The number of temporary employees varies by year and is contingent upon discretionary and special project funding availability.

<sup>8</sup> For 2017, South Dakota, \$21.30 per hour. The Independent Sector. *The Value of Volunteer Time*. <https://www.independentsector.org/resource/the-value-of-volunteer-time/>, as accessed 17 December 2018.

**TABLE 1: ANNUAL VISITATION BY MONTH FOR YEARS 2007–2017<sup>9</sup> (COLOR RAMP GREEN / LOW TO RED / HIGH)**

Year	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Total
2017	5,169	3,225	5,611	8,230	11,246	13,084	12,617	11,785	26,877	9,962	7,003	5,007	119,816
2016	4,312	3,235	4,011	10,483	10,308	11,577	22,599	21,106	26,847	19,927	9,945	3,860	148,210
2015	3,896	3,421	5,696	8,907	10,074	10,712	22,626	20,542	27,746	18,072	9,861	3,451	145,004
2014	3,837	3,152	5,341	8,002	8,399	8,180	21,249	18,821	23,876	18,426	11,508	3,969	134,760
2013	4,143	3,734	4,879	8,429	9,985	23,655	26,897	25,277	24,796	18,836	15,261	3,806	169,698
2012	5,177	4,391	8,388	10,167	13,972	25,870	25,677	23,061	21,116	12,248	12,972	4,737	167,776
2011	4,033	1,855	3,766	8,648	16,384	49,053	32,789	19,350	29,802	8,591	2,500	3,212	179,983
2010	2,244	2,579	4,428	8,363	20,678	23,497	31,683	22,447	23,005	15,072	10,779	2,526	167,301
2009	2,050	4,905	6,781	12,835	16,978	24,973	27,922	53,661	18,264	7,749	7,759	2,436	186,313
2008	2,157	1,899	4,639	8,503	15,097	26,028	27,470	23,528	22,781	19,149	7,094	3,741	162,086
2007	5,221	4,000	6,124	11,187	19,839	18,792	23,370	20,813	14,516	12,450	6,811	2,644	145,767

Park visitors spend money on goods and services within local communities and thereby contribute to the local and regional economy. A 2017 NPS Visitor Spending Effects Report<sup>10</sup> showed visitors to Missouri National Recreational River spend \$5.1 million on goods or services such as camping, gas, groceries and restaurants, hotels, and other services. Visitor spending helped support 75 jobs in 2017.

## 1.4 ISSUES ADDRESSED IN THIS PLAN

Issues, as discussed in National Environmental Policy Act (NEPA) documents, can be problems, concerns, conflicts, obstacles, or benefits that would result if the proposed action or alternatives, including the no action alternative, are implemented. Issue statements describe the relationship between the potential impacts of an action and the specific resource(s) affected. Internal and external scoping was conducted for this EA to determine the extent and nature of issues and alternatives to be considered during the NEPA review. NEPA documents identify issues as either “significant” or “insignificant.” Significant issues are pivotal or of critical importance and are carried forward to analysis, while insignificant issues can be dismissed. Significant issues identified through the scoping process were:

Visitor Use and Experience. Recreational use has not been managed in the past. The NPS would formalize the types of use that support the desired future conditions for the island and in keeping with its management as part of the national park system. The safety of visitors is a primary concern in determining appropriate recreational uses. Facilities will be provided that support visitor use while protecting park resources.

Science and Resources (Natural and Cultural) Management. Due to the lack of land management uncertainty over time, there has not been consistent resource management on the

<sup>9</sup> Based on NPS annual visitation data, recreation visitors by month, [https://irma.nps.gov/Stats/SSRSReports/Park%20Specific%20Reports/Recreation%20Visitors%20By%20Month%20\(1979%20-%20Last%20Calendar%20Year\)](https://irma.nps.gov/Stats/SSRSReports/Park%20Specific%20Reports/Recreation%20Visitors%20By%20Month%20(1979%20-%20Last%20Calendar%20Year)), as accessed August 20, 2018.

<sup>10</sup> 2017 NPS Visitor Spending Report, <https://www.nps.gov/subjects/socialscience/vse.htm>, as accessed May 1, 2018.

island. Under the proposed action alternative, the NPS would manage both the natural and cultural resources of the island through surveys or inventories and restoration projects when appropriate, including the potential for prescribed fires.

## **1.5 ISSUES NOT ADDRESSED IN THIS PLAN**

Other issues, while important, are covered by existing plans or by other cooperating agencies and fall outside the scope of this plan.

River Management and Bank Stabilization. Bank stabilization efforts are not anticipated at Goat Island. River management, such as the timing and magnitude of water releases from the upstream Gavin's Point Dam, is addressed through other mechanisms outside of NPS and led by USACE.

Park Boundary. No changes to the Missouri National Recreational River boundary are proposed within this document. The GMP evaluated park boundaries and Goat Island is included within MNRR's Congressionally authorized boundary.



## **CHAPTER 2: FOUNDATION FOR PLANNING AND MANAGEMENT**

The sections within this chapter describe the mission of the NPS and the enabling legislation of the park. The NPS has a mission to preserve unimpaired its resources. The park's enabling legislation supports protecting and enhancing the unique river values that make the 59-Mile District important. These statements, values, and desired future conditions serve as a guide to NPS planning and park management and can be reviewed in the Foundation Document (2017) for more detail.

### **2.1 MISSION OF THE NATIONAL PARK SERVICE**

The NPS is a bureau within the Department of the Interior (DOI). While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service. The NPS preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The NPS cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The core values are a framework in which the NPS accomplishes its mission. They express the manner in which, both individually and collectively, the NPS pursues its mission. The NPS core values are:

- Shared stewardship: We share a commitment to resource stewardship with the global preservation community.
- Excellence: We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- Integrity: We deal honestly and fairly with the public and one another.
- Tradition: We are proud of it; we learn from it; we are not bound by it.
- Respect: We embrace each other's differences so that we may enrich the wellbeing of everyone.

The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.

### **2.2 ENABLING LEGISLATION OF MISSOURI NATIONAL RECREATIONAL RIVER**

The park was established by two separate acts of Congress that amended the Wild and Scenic Rivers Act of 1968. The first act, Public Law 95-625, in 1978 created the 59-Mile District (also referred to as the Gavin's Point Segment) from Gavin's Point Dam to Ponca State Park, Nebraska (appendix A). This amendment to the act included the islands and sandbars within the Congressionally authorized boundary.

The second act, Public Law 102-50, in 1991 established the 39-Mile District (also referred to as the Fort Randall Segment) from Fort Randall Dam to Running Water, South Dakota, 20 miles of the lower Niobrara River, and eight miles of Verdigre Creek.

Together, these two free-flowing reaches of the Missouri River, separated by Lewis and Clark Reservoir, form the Missouri National Recreational River, a component of the Wild and Scenic Rivers System managed by the National Park Service. Headquarters for the park is located in the City of Yankton, South Dakota (Yankton County).

The park's 1999 GMP provides additional context and history and also identified the 59-Mile District (known for the river's historic and dynamic character of its islands, shallow bars, chutes, and snags) as a potential major recreational resource due to its proximity to two population centers (Yankton and Vermilion, South Dakota). It is within this river reach where Goat Island is located.

## 2.3 AUTHORITIES AND JURISDICTION

The NPS is bound by federal law, including the Organic Act of 1916 and as amended, and abides by its own established internal Management Policies (2006) in support of those federal laws. Since the Federal Register notice on October 14, 2016, Goat Island was managed in cooperation with the BLM while the island's management planning was under development. Goat Island falls within the Congressionally approved Missouri National Recreational River boundary and is managed under its enabling legislation. Upon approval of this management plan, the NPS will manage the island under its additional guidance.

## 2.4 PURPOSE OF THE MISSOURI NATIONAL RECREATIONAL RIVER

A purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Missouri National Recreational River—as stated in its Foundation Document—was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of the Missouri National Recreational River is to collaboratively work with multiple stakeholders to preserve and protect the natural, cultural, and recreational values of the last unchannelized and unimpounded segments of North America's longest river along the South Dakota and Nebraska border.*

## 2.5 FUNDAMENTAL RESOURCES AND VALUES AND OUTSTANDINGLY REMARKABLE VALUES

Fundamental resources and values<sup>11</sup> (FRV) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

FRVs, as noted in the Foundation Document, help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If the

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<sup>11</sup> NPS, 2017 Foundation Document, pages 8-9.

fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized. For park units with wild and scenic river designations (or proposed designations), elements of the river's outstandingly remarkable values are also a fundamental part of a park unit's resources and values.

Outstandingly remarkable values<sup>12</sup> (ORV), as defined by the Wild and Scenic Rivers Act, serve as the river or river-dependent characteristics that make a river worthy of such special protection. In addition to the mentioned ORVs, the free-flowing condition and water quality of the river itself are integral to its designation under the Wild and Scenic River Act and are key components to park management. All FRV/ORVs identified are found within river Segment 7 that contains Goat Island or on the island itself, making the island particularly important and its values should be considered in its management:

- Cultural Values
- Ecological Values
- Fish and Wildlife Values
- Free-flowing Condition and Water Quality Values
- Geological Values
- Recreational Values
- Scenic Values

## 2.6 ORAL INTERVIEWS

Missouri National Recreational River staff and interns conducted oral interviews between July 2017 and August 2017 in order to 1) document the cultural resources of Goat Island and its greater cultural importance within the park boundary; 2) archive primary and secondary historical evidence and to incorporate those findings into the cultural resource landscape for Goat Island; 3) preserve the stories, traditions and folklore of Goat Island and the surrounding area; 4) understand more fully the demographics and opinions of local citizens to more effectively aid the incorporation of Goat Island into the Missouri National Recreational River. This oral interview project will continue beyond the timeline of this plan and its results will also continue to inform and guide future efforts to protect or interpret the historical and cultural resources of Goat Island. The interviews and transcripts are kept on file at the park in accordance with NPS policy with the goal of being bound and archived.

Two themes evolved from the 2017 interviews: nomenclature and sense of place. In particular, interviewees from South Dakota referred to the island as Jake's Island, while those from Nebraska referred to it as Goat Island. Additionally, those interviewed spoke of the island not as a specific destination point, but rather as just one component of the overall river experience.

## 2.7 DESIRED FUTURE CONDITIONS FOR GOAT ISLAND

The desired future conditions (DFC) are meant to provide the NPS with guidance for fulfilling the park's purpose and for protecting the park's fundamental resources and values as well as any unique conditions found only on the island. Desired future conditions articulate the ideal conditions the NPS is striving to attain and express how the resources should look and function in the future; DFCs do not necessarily reflect what exists today.

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<sup>12</sup> NPS, 2012 Outstandingly Remarkable Values Report.

After review of the park's Foundation Document, 1999 General Management Plan, and other similar planning documents, the NPS, with the assistance from the internal planning team, developed the following DFCs for Goat Island:

Visitor Use and Experience:

- Visitors know about the recreational activities available on Goat Island and know that the island is a part of the Missouri National Recreational River managed by the National Park Service.
- Most visitors understand and appreciate the purpose and significance of the Missouri National Recreational River and value their stewardship role in preserving natural and cultural features. They actively contribute to the park's preservation through appropriate use and behavior.
- Visitors enjoy a variety of recreational activities including hunting, fishing, wildlife observation, hiking, boating, and park programming in a relatively natural setting.
- Visitors enjoy a variety of activities that do not adversely impact the island and conflicts between user groups are minimized.
- Visitor use levels and activities are consistent with preserving park purpose, significance, and fundamental resources and values, and with providing opportunities for recreation, education, and inspiration.
- Health and safety considerations are appropriate and well communicated for a wide variety of users and recreational activities.
- There are a variety of opportunities available for visitors to learn about Goat Island and the Missouri River's natural and cultural heritage.
- Visitors enjoy the natural character of a river island, complete with views of the large, wide, and braided Missouri River.
- Visitors experience a sense of discovery on the river reminiscent of Lewis and Clark and early explorers.
- Visitors experience a sense of solitude and tranquility on an undeveloped island.
- Hunting is allowed to a level that supports healthy game populations and does not adversely impact or conflict with other types of recreation or public safety.
- Self-guided hiking trails and scenic vistas will provide interpretation of river island ecology, cultural histories of the area, and current resource management practices such as prescribed fire.

Natural Resources and Landscape Preservation:

- Biologically diverse and desirable plants, animals, and their habitats are monitored, protected, maintained, enhanced, and whenever possible restored to the natural historic conditions of the site and species involved.
- Desired species, including native, threatened, endangered, and special status species, are monitored, protected, and maintained at a level appropriate for the site and species involved.
- Native wildlife species, native plant communities, and natural ecosystem processes are able to respond and adapt to shifting conditions.
- Non-native and/or invasive plant and animal species are managed.
- Accretion and erosion will be allowed to occur naturally. The park would monitor human-induced riverbank erosion, as well as any non-condoned social trials that may become established associated with recreational activities on the island.

- The natural scenic views of the island are protected and restored where possible and man-made intrusions are subdued.
- The island provides habitat for wildlife and plant-life in a relatively natural river island setting.
- The park protects and perpetuates the island's natural systems, processes, and conditions.

Cultural Resources:

- Archeological, historical, and ethnographic resources on the island are identified and understood, protected in place when possible, interpreted for the public, and managed as appropriate.

Administration and Partnerships:

- The NPS participates in and encourages ongoing partnerships with local, state, and federal agencies, community groups, advocate organizations, American Indian tribes, and individuals to act in cooperation to protect and enhance the island's resources and values.
- The park protects and enhances the outstandingly remarkable values of the island as a part of the Missouri National Recreational River.
- Park managers ensure that management activities will have minimal or no adverse impacts on island resources or processes.
- The park and partners monitor human impacts on island resources or processes, and harmful effects are minimized, mitigated, or eliminated.

Development:

- Existing and future development will not permanently alter or adversely impact island processes or resources.
- Visitor facilities are developed with sensitivity to resource protection, public health and safety concerns, as well as incorporating accessibility standards when practicable and feasible.
- Facilities support visitor needs using a context sensitive and universally appealing design standard.
- Public access points along the island are adequate in number and distribution to accommodate a variety of river-oriented outdoor recreational opportunities.

## CHAPTER 3: REQUIRED PLAN ELEMENTS AND ALTERNATIVES

The elements required of a GMP (resource protection, development, visitor use, and a boundary evaluation) and of a river management plan (free-flow of water and protecting and enhancing river values) are addressed in other Missouri National Recreational River planning documents and are supported by the preferred alternative of this plan. Under the Planning Portfolio construct, this management plan contributes to and is consistent with those requirements.

The alternatives considered are described in detail in this section. Impacts associated with the proposed actions are identified in Chapter 4 and analyzed in Chapter 5. Additionally, a number of management options or concepts were considered but dismissed and are described under the “Actions Considered but Dismissed” section of this chapter. The preferred alternative will be identified in the Finding of No Significant Impacts (FONSI) following the public review of this draft.

### 3.1 ALTERNATIVE A: INITIATE NPS MANAGEMENT

*Because Goat Island was in an unmanaged condition with unclear jurisdiction for so many years, it is important to clarify that the no action alternative does not include allowing the island to remain in an unmanaged state. Rather, the no action alternative describes the baseline environmental conditions. Under the no action alternative, the NPS would assume management responsibility of the island, but initiate no site improvements.*

Under the no action, the NPS would administer Goat Island on behalf of the federal government and as part of the Missouri National Recreational River and its enabling legislation but would not introduce any site development or other enhancements. The NPS would continue the following actions and management strategies.

Fishing: Fishing would continue to be allowed from Goat Island and in the waters surrounding Goat Island. A valid state fishing license or permit from the states of South Dakota or Nebraska is required for all anglers and the laws and regulations of the state of license apply.

Hunting and Trapping: Neither hunting nor trapping are legislatively mandated activities under the enabling legislation for the park; however, both hunting and trapping would be allowed under 36 CFR §2.2 and §2.4, and the Wild and Scenic Rivers Act as discretionary activities. To the greatest extent practicable, existing state game management directives have been incorporated; however, the NPS has included special regulations to promote sound resource management principles, to protect visitor safety and enjoyment, and to support the desired future conditions for the island. In the event of visitor conflicts or resource impairment, hunting and trapping activities would be revised in cooperation with state game management agencies to resolve the conflicts as necessary.

Valid state hunting licenses or permits would be required for all hunters and trappers and the laws and regulations of the state of license would continue to apply. Similar to special regulations for hunting in some state parks, additional NPS special regulations would apply and include:

- Deer Hunting: Goat Island would be open to archery only deer hunting.

- Turkey Hunting: Goat Island would be open to archery only turkey hunting.
- Waterfowl Hunting: Goat Island would be open to waterfowl hunting. Firearm use for waterfowl hunting would be allowed per the laws and regulations of the state hunting license and the NPS regulations described herein.
- Small Game Hunting: Small game hunting would not be allowed on Goat Island.
- Trapping: Goat Island would be open to trapping in accordance with state laws and regulations and the NPS regulations described herein.
- Harvest Data: Deer and turkey hunters and all trappers would be required to provide harvest information to the park, for example, the dates hunted, and species harvested, or other data. The information would be used to facilitate sound resource management. The park would continue to collaborate with the states to determine how to collect this information.
- Seasons: The hunting and trapping seasons would be the same as the state of license, with the exception of no hunting or trapping from Memorial Day to Labor Day.
- Neither hunting nor trapping would be permitted within 100 yards of developed facilities (e.g., designated camping areas, toilets).
- Stands and/or Elevated Platforms: portable stands or elevated platforms would be allowed for deer and turkey hunting. They must not be permanently mounted (e.g., no nails, screws) to trees or other park infrastructure. Hunters may utilize no more than two (2) stands or elevated platforms per hunter. Stands and platforms may remain in place for the duration of the season; hunters may erect stands or platforms one (1) week before the season starts and must be removed by the last day of the season. Stands and platforms must be labeled with the owner's contact information, including name, address, telephone number, as may be prescribed, coordinated, and mutually agreed upon between the NPS and the states of Nebraska and South Dakota. Stands and platforms would not be allowed within 100 yards of developed facilities (e.g., designated camping areas, pit toilets).

**Blinds:**

- A portable or mobile blind would be allowed to be set up on the island or on a sandbar attached to the island; all blinds must be removed daily. Blinds must be labeled with the owner's contact information, including name, address, telephone number, as may be prescribed, coordinated, and mutually agreed upon between the NPS and the states of Nebraska and South Dakota.
- Decoys: Temporary decoys would be allowed. Permanent decoys would not be allowed. All decoys must be removed daily.
- Hunting: All hunters and trappers would be encouraged to pack out all hunting debris, such as spent shell casings or other personal trash.
- Other uses: The following tools, devices, or techniques would not be allowed—feeders, bait stations, artificial light, amplified or recorded calls, drones, transmitting information regarding the location of game, running and/or game drives.

**Science and Resources (Natural and Cultural) Management:**

- Least tern and piping plover conservation efforts would continue in cooperation with USACE, USFWS, South Dakota Department of Game, Fish, and Parks, and other entities (appendix B).
- As an NPS "identified ORV protected area" for Emergent Sandbar Habitat management action undertaken by USACE within the park, no spraying of herbicides or manipulation



(e.g., contouring) of sandbars would be allowed on the island or for the surrounding sandbars.<sup>13</sup>

- Native vegetation species would be encouraged and invasive species managed through the use of herbicides, mechanical removal, or prescribed fire (appendix C), and other allowable methods noted in NPS Management Policies 2006.
- Cultural resource management would be carried out in a manner that is consistent with NPS legislative and regulatory provisions.
- Special events, large group gatherings (e.g., parties of over 25 people), and other activities would require an NPS Special Use Permit to ensure resource protection and visitor safety goals are addressed.

Other proposed NPS activities include:

Education: Interpretive messaging would include Goat Island's natural and cultural resources and the history of the island. The NPS would also provide information regarding low impact uses such as the "Leave No Trace" and "Pack it In and Pack it Out" programs and best practices for waste management and disposal (for both human waste and hunting waste). The park would utilize its webpage, social media, press releases, and/or other types of public notice or scheduled park programs to distribute educational information.

Research: Surveys or inventories of game and non-game species would be conducted to establish baseline data (e.g., relative abundance and distribution), harvest, and future trends. Native wildlife populations would be encouraged through various means (e.g., interior least tern and piping plover conservation measures) in cooperation with other federal or state agencies. All recreational and hunting uses would be studied and monitored for capacity and/or adverse impacts.

Partnerships: The NPS would work with partners and volunteers, such as the Friends of the Missouri National Recreational River, to achieve the desired future conditions and cooperate in other activities that contribute to the management goals of Goat Island. Similarly, water trail users would be encouraged to access Goat Island as part of their outdoor experience. The NPS would continue to work with the University of South Dakota and other academic sources, as well as utilize volunteers in carrying out its research programs.

Law Enforcement: The NPS would seek opportunities to increase law enforcement staffing for the Missouri National Recreational River for the purposes of enforcing all federal laws and NPS regulations. The NPS would also work to establish an interagency agreement with other law enforcement agencies to assist NPS in performing general law enforcement activities and for emergency response. This management plan acknowledges the need to hold interagency discussions regarding a cooperative law enforcement agreement and emergency response protocols; however, those discussions would happen outside of this planning process timeline, and would occur as a part of future and focused discussions with those agencies.

Although the Nebraska Game and Parks Commission is prevented from entering into cooperative law enforcement agreements with any federal agency other than USFWS (Nebraska Revised Statute §37-624), the NPS would work to establish agreements with other state and

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<sup>13</sup> Section 7(a) of the Wild and Scenic Rivers Act Evaluation and Determination for the Missouri River Recovery Management Plan Environmental Impact Statement.

federal agencies, as needed, to enforce game and fish related activities. The NPS would continue to consult with the Nebraska Game and Parks Commission and South Dakota Game, Fish and Parks in regards to game management and regulatory enforcement strategies.

### **3.2 ALTERNATIVE B: PROPOSED ACTION ALTERNATIVE**

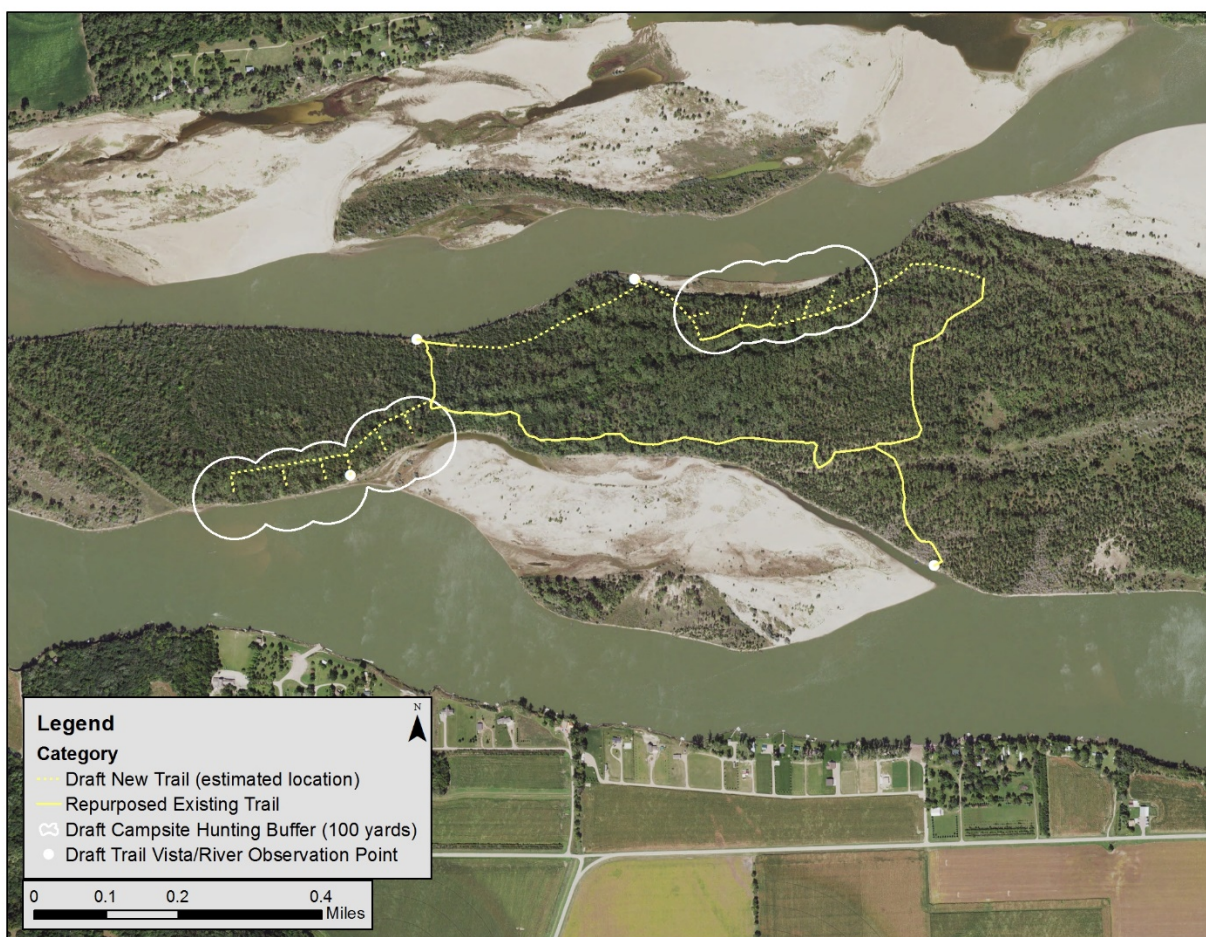
A proposed action is the initial NPS proposal to address the purpose and need and may differ from the final preferred action. The NPS proposes to establish a vision for management and to guide future development, visitor use inclusive of all recreational activities, resource preservation, and educational and interpretation outreach on Goat Island. The proposed action alternative includes the actions outlined in alternative A, in addition to the actions outlined here.

Under the proposed action, the NPS would administer Goat Island on behalf of the federal government and as part of the Missouri National Recreational River and its enabling legislation. The NPS is guided by the Organic Act of 1916 (16 U.S.C. 1, 2, 3, and 4), 36 U.S.C., and applicable agency *Management Policies 2006* that support those federal laws. The proposed action addresses the purpose and need for this management plan and supports the desired future conditions, as well as the resource values, that were previously established.

Upon plan adoption, the island would be proactively managed by the guidance within this plan and other NPS laws, regulations, and policies to fulfill the park purpose and maintain park significance. The NPS would manage the island in a natural, primitive state with minimal development (figure 5). Visitor use and capacity would be managed by the seasonality of some uses, potentially requiring reservations, licenses, or permits, facility siting, and by using adaptive strategies to minimize visitor use conflicts and to maintain public safety.

All of the actions in alternative A would also apply in alternative B. In addition to the actions contained in alternative A, the NPS proposes the following additional actions and management strategies.

Figure 5: Alternative B, proposed action alternative



**Camping:** The NPS would establish up to two backcountry (primitive) campgrounds located close to sandy beach or bench areas and elevated on the island terrace (figure 5). Relatively primitive campgrounds and individual campsites would be developed in phases based on demand. Campgrounds would be sited to avoid sensitive resources and would comply with ABA guidelines to the extent practicable. Exact campsite locations would be determined based on site characteristics including topography, ease of access, and vegetation. Campsites would be placed within the indicated campground zones. The campground zones indicate a large area to allow for flexibility in exact campground and campsite placement.

Backcountry camping would be permitted outside of hunting seasons to take place in the vegetated areas of the Island under conditions to be outlined in an individually issued camping permit (or special use permit). During hunting seasons, camping would be restricted to designated campgrounds. No vegetation or ground disturbance would be permitted in backcountry areas except to pitch a tent.

All visitors who would like to camp on Goat Island will be required to obtain a camping permit from the park's headquarters office or online. If demand for camping sites is strong, the NPS would require a permit that would be obtained at [www.recreation.gov](http://www.recreation.gov). (Camping fees, if initiated, would be established in the future through a separate process.)

Each campground would include:

- up to 5 individual campsites
- trails and spur trails to reach individual campsites
- campground kiosk or sign with rules and regulations, visible from a common or main point of entry to campground (upright post, 36x48 inch signage)
- signage to mark campground landing area, visible from river (upright post, 18x24 inch signage)
- up to two pit toilets (described below) to be centrally located for purposes of serving each campground area

Each individual campsite would include:

- up to an 80-foot diameter (0.12 acre) area where understory brush may be cleared as necessary to create the campsite. Selective small tree removal, avoiding cottonwoods or other native, non-invasive trees if possible, may take place within this 80-foot buffer to facilitate campsite development
- a connecting spur trail to access each campsite from a main campground access trail
- signage to mark each individual campsite (upright 4x4 post, angulated at top and demarcated—e.g., sequentially numbered or lettered)
- one fire ring with grate per individual campsite (48x48 inch, per ABA guidelines)
- natural materials for seating (i.e., tree stumps or logs from the island)
- a 200-foot pit toilet buffer to the nearest bathroom facility
- campground kiosk to include an orientation map and other informational materials, including pertinent rules and regulations, visible from a common point of entry to the campground

**Restrooms:** A low-impact backcountry style pit toilet or latrine (figure 6) would be provided at designated campground areas only. The general toilet design type would include a below ground hole, with an above ground seat, and surrounded by privacy screening. The hole would be approximately three (3) to four (4) feet deep and three (3) to four (4) wide using lumber to stabilize the hole. The seat and hole would be monitored and moved, as needed to protect resources. A pathway from the campground to the toilet would also be provided by a 200-foot length by 36-inch wide (width would be to ABA standard) path from the camping area to the toilet. Each location where a communal (shared) pit toilet will be established will have perimeter screening for privacy. The design of the privacy screen will be comparable to that illustrated in figure 6 below.

In the absence of a pit toilet or latrine at a campground or while in undeveloped areas of the island, visitors would be expected to select a location at least 200 feet from any campsite, trail, or water source to urinate. Similarly, visitors would be expected to utilize a “cat hole” system by digging a small hole in the ground that is six (6) to eight (8) inches deep and at least 200 feet or more away from campsites, trails, or the water’s edge to defecate. The use of biodegradable toilet paper would be encouraged; otherwise, visitors may pack out toilet paper. To dispose of fecal material, fill the hole, cover and disguise with fallen leaves or other vegetation debris. Visitors would also be encouraged to use the bag system and pack out all waste.

Figure 6: Backcountry-style toilet, shown with two-sided privacy screen



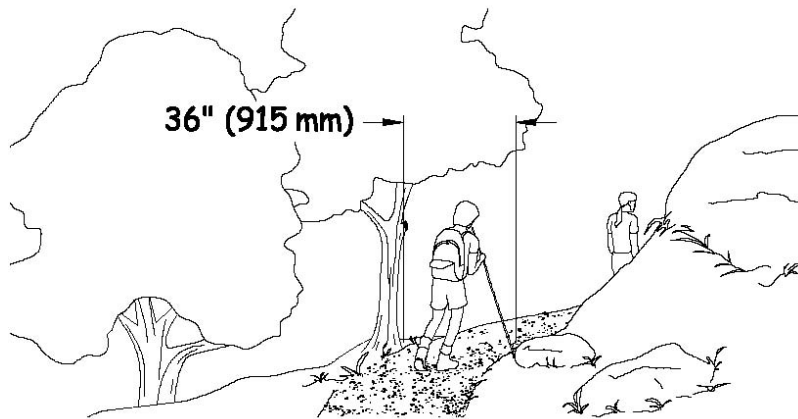
Dependent on future need, technology and engineering, and maintenance capacity, the park would implement improved toilets at campgrounds. Improved toilets may range in design from primitive screening to fully enclosed stalls for privacy or may utilize pit or vault systems for waste collection. This need would be addressed through on-site monitoring and should a conversion to another waste collection system be deemed necessary, the appropriate level of NEPA compliance would be revisited. Currently, there is no feasible way to provide flush or vault toilets on the island.

Trails: Portions of an existing informal ATV trail network would be rehabilitated and formalized. Some existing trails would be retained and improved (figure 5). Unneeded social trails and ATV trails would be closed, revegetated and allowed to recover through natural successional processes. Segments of new trails would be constructed to improve connectivity and visitor access and circulation. Trails are intended to be classified and used as backcountry, pedestrian hiker (non-motorized) trails. Scenic views, wayfinding, and interpretive information would be integrated into the trail system to the extent possible.

New trails would be up to a maximum of 36 inches wide and ABA compliant to the extent practicable (figure 7). Trails would include a 4x4 inch sign at the start of a trail and in select areas for wayfinding and navigation. Trails would utilize natural tread to maintain a primitive backcountry experience, for example, to mow and/or cut vegetation where needed and minimal substrate modifications. Hunters and hikers would be allowed off-trail. However, during hunting season, hikers would be encouraged to remain on designated trails. Motorized and equestrian uses and mountain bikes would not be allowed.



Figure 7: Minimum clear tread width (graphic courtesy U.S. Access Board, trails)



Vistas, Viewpoints, or Waysides: Up to four viewing areas would be incorporated into the trail system. Each viewing area would include a wayside exhibit that would measure approximately 36x48 inches (576 square feet or 0.0132231 acres), with at least one viewing area meeting ABA guidelines.

Other proposed NPS activities include:

Signage: Regulatory, way-finding, and interpretive signage would be developed at campsite trailheads, kiosks, vistas or other viewing points, and other places as needed to improve the visitor experience.

Mitigation Measures: The following mitigation measures were developed to minimize the degree and/or severity of adverse effects to the park resources and would be implemented with the proposed alternative, as needed.

Monitoring: The park would observe visitor use on the island and monitor resource impacts after plan implementation. If resource impacts are noticed, the park may amend this plan as necessary through the usual planning process.

#### General

- All construction activity, including material use and storage, would not be allowed outside predetermined, marked construction/staging zones and would be within 100 yards of the project area.
- No imported fill material would be allowed.

#### Biological including fish, wildlife, plants, exotic species, and special status species

- Wetlands would be avoided, mitigated, or compensated for proposed development per NPS policy. A wetland delineation would occur prior to any construction of campgrounds or new trails.
- Project work such as mowing vegetation for trail maintenance, or brush cutting equipment use, may be curtailed in some areas during sensitive wildlife breeding seasons including birds and bats.
- Continue to work with state game and wildlife agencies from Nebraska and South Dakota for research and resource protection.

### Cultural/Historic Resources

- Under direction of MWAC archeologists, perform subsurface testing prior to any facility installation.
- If cultural materials or archeological resources were inadvertently discovered during the establishment of facilities, all work in the immediate vicinity of the discovery would be halted until the resources could be identified and documented. An appropriate mitigation strategy would be developed in consultation with the South Dakota State Historic Preservation Officer, Nebraska State Historical Society, and affiliated Tribal governments.

### 3.3 ACTIONS CONSIDERED BUT DISMISSED

During the planning process, many ideas arose but not all are feasible or desirable in a river island environment or in a unit of the national park system. Table 2 represents other options that were considered by NPS and the interagency planning team but dismissed from further consideration or implementation due to public safety concerns, or the lack of park resources (staff and funding), or due to feasibility. Actions were also dismissed if they did not support the legislative mandates of the park or its purpose and need, and/or the desired future conditions established for the park or island.

**TABLE 2: ACTIONS CONSIDERED BUT DISMISSED**

-	Actions Considered but Dismissed	Reasoning for Dismissal
Site Access	-	-
Motorized Vehicles, Bicycles, Horses	Allow motorized vehicles, including off-road vehicles (e.g., OHV, ATV, etc.) or motorcycles. Allow bicycles. Allow equestrian uses.	Cost prohibitive to design and construct facilities to accommodate motorized vehicles such as a bridge and roadway to island. Motorized vehicles, such as off-road vehicles, bicycles, and equestrian uses cause resource damage to island soils and banks and bring unwanted noise to other visitors. <i>Exception:</i> May be a permitted use by emergency response personnel or law enforcement officers or for administrative park access only.
Aviation Access	Allow aircraft, including unmanned.	Not allowed per 36 CFR 2.17 except in cases of authorized emergency response or rescue types of administrative uses.



-	Actions Considered but Dismissed	Reasoning for Dismissal
Visitor Use and Experience	-	-
Deer Hunting	Establish a distinctly different special season. NPS would create a special range of dates for deer hunting on Goat Island, to control the number and timing of hunts.	Dismissed due to state concerns over creating additional special seasons and the intensity of management. States believe no user conflicts occur that would warrant a special season. A special season would be difficult for the park to manage.
Deer Hunting	Formally close Goat Island to deer hunting by any hunting method to reduce the potential for visitor conflict with other types of users.	Deer hunting is a long-standing use of Goat Island. NPS and the States of South Dakota and Nebraska desire to allow deer hunting to continue, so long as it can be accomplished safely.
Deer Hunting	No additional deer hunting restrictions.	36 CFR §2.2 and §2.4 and WSR Act allow the Superintendent to exercise discretion based on sound wildlife management practices and public safety. Current visitation to the island is low; however, NPS desires to increase visitation and other types of recreational uses over time (e.g., camping, trails). Unrestricted rifle hunting, or other types of hunting on Goat Island is incompatible with camping, hiking, or other proposed recreational activities. For example: a common deer hunting caliber ammunition is a .243 and can travel 1,000 yards or more. This option was dismissed due to NPS concerns over visitor experience and visitor safety.
Deer Hunting	Establish prebuilt blinds, with a managed draw for use.	Requires intensive resources that the park does not currently have to construct and manage this type of system. Would not meet NPS goals for objectives and would not be a desired condition for the island.
Deer Hunting	Special lottery draw. NPS would create a special lottery for deer hunting on Goat Island in order to control the number and timing of hunts.	Dismissed due to concerns over intensity of management.
Deer Hunting	The NPS would seek to establish a special management area for deer in cooperation with South Dakota and Nebraska.	Dismissed due to concerns over intensity of management. Goals of a special management area could be achieved by the proposed actions including archery only, NPS access permit, data collection.

-	Actions Considered but Dismissed	Reasoning for Dismissal
Visitor Use and Experience	-	-
Waterfowl Hunting	Formally close Goat Island to waterfowl hunting.	Dismissed as infeasible. Waterfowl hunting occurs on and around Goat Island, and would be challenging to regulate in a meaningful and effective way on just Goat Island.
Waterfowl Hunting	Establish a special season. NPS would create a special range of dates for waterfowl hunting on Goat Island, to reduce the potential for visitor conflict with other types of users. For example, no hunting from Memorial Day to Labor Day.	Dismissed due to concerns over high intensity of management and lack of effectiveness. States believe no user conflicts occur that would warrant a special season. Other sandbars, waters, and islands around Goat Island would still be open to regular season hunting.
Waterfowl Hunting	Create permanent blinds for waterfowl hunting on Goat Island, and allocate them using a lottery or permit system. NPS would develop blind facilities in certain locations on Goat Island; these would be the only waterfowl hunting locations allowed. The blinds would be allocated to hunters based on a permit or lottery system.	Dismissed due to concerns over necessity of development and intensity of management. This is considered to be more suitable for wildlife management areas than for a unit of the national park system.
Small Game Hunting	Limitation on weaponry. NPS would allow only certain types of firearms or archery equipment to be used in hunting small game.	Archery is not a primary or practical method of harvesting these animals. Would not meet NPS goals for visitor safety.
Small Game Hunting	Establish a special small game season. NPS would create a special range of dates for small game hunting on Goat Island, to reduce the potential for visitor conflict with other types of users.	Dismissed, due to state concerns over creating additional special seasons and intensity of management. Would not meet NPS goals for visitor safety.
Small Game Hunting	Issue small game permits for a limited number of small game hunters.	Dismissed due to concerns over intensity of management and would not meet NPS goals for visitor safety.
Small Game Hunting	Additional small game reporting requirements. NPS would require hunters on Goat Island to report their dates hunted, harvest information, other visitor information, and other data to facilitate management.	Although this is accepted practice at state managed areas, it was dismissed due to concerns over intensity of management.
Small Game Hunting	No additional regulation; existing state regulations only. This would allow for the continuation of current practices, under which residents of NE and SD can hunt small game on and around Goat Island.	Some small game species are hunted year-round in Nebraska and in South Dakota. Would not meet NPS goals for visitor safety, similar to deer and turkey hunting concerns.

-	Actions Considered but Dismissed	Reasoning for Dismissal
Turkey Hunting	No additional regulation; existing state regulations only. This would allow for the continuation of current practices, under which residents of NE and SD can hunt turkey on Goat Island by archery or shotgun.	36 CFR §2.2 and §2.4 and WSR Act allow the Superintendent to exercise discretion based on sound wildlife management practices and public safety. Turkey hunting seasons are long and have definite overlap with other use types. Would not meet NPS goals for visitor safety as shotgun pellets may travel longer distances.
Turkey Hunting	Formally close Goat Island to turkey hunting by any method.	Turkey hunting is an existing use of Goat Island and NPS and the States of South Dakota and Nebraska desire to continue turkey hunting, so long as it can be accomplished safely as a discretionary activity.
Turkey Hunting	Special turkey season. NPS would create a special range of dates for turkey hunting on Goat Island, to reduce the potential for visitor conflict with other types of users. For example, no hunting from Memorial Day to Labor Day.	Dismissed due to state concerns over creating additional special seasons and intensity of management. States believe no user conflicts occur that would warrant a special season.
Trapping	Formally close Goat Island to trapping.	36 CFR §2.2 and §2.4 and WSR Act allow the Superintendent to exercise discretion based on sound wildlife management practices and public safety. Trapping is a presumed existing use of Goat Island; although little to no data are available that supports the level of intensity of the use. The States of South Dakota and Nebraska support the continued activity of trapping.
Trapping	Allow trapping in a limited area - at south shoreline only. License required; traps required to be tagged in Nebraska. Traps have to be completely underwater.	Same as above.
Trapping	Special trapping season. NPS would create a special range of dates for trapping on Goat Island, to reduce the potential for visitor conflict with other types of users. For example, no trapping from Memorial Day to Labor Day.	Dismissed due to state concerns over creating additional special seasons and intensity of management.
Target Practice and Recreational Shooting	Allow target practice and recreational shooting.	No facilities are designated or constructed for this purpose. Safety concerns; resource damage concerns; non-compatible use in a park setting; small size of island. CFR 36 §2.4 (b)(2)(ii). Would not meet NPS goals for visitor safety and would not be a desired condition for the island.

-	Actions Considered but Dismissed	Reasoning for Dismissal
<b>Visitor Use and Experience</b>	-	-
Hunting – Accessory or other uses: Feeders/Bait station; Artificial Light; Technology and Methodology	<p>Allow use of:</p> <p>Feeders/Bait station.</p> <p>Artificial light.</p> <p>Technology: The use of two-way radios, cell phones, unmanned aircraft or drones, trail or game cameras, or any other electronic devices used to transmit or communicate information about the location of any game animal or game bird to or from a conveyance of any type (e.g., vehicles, aircraft, boats, snowmobiles, all-terrain vehicles, etc.) or on foot is prohibited. Likewise, the use electrically amplified imitations of bird calls, including records, tapes, compact discs, and digital audio files, to take game birds is prohibited.</p> <p>Other Methods: Using technology or manual methods, such as on foot or by a conveyance of any type, to herd, push, chase, bump, spot, disturb, or otherwise drive or otherwise concentrate game is prohibited.</p>	<p>Visitor safety concerns; incidental take concerns; non-compatible use in a park setting; small size of island; resource damage. CFR 26 §2.2 and other sections, support NPS discretion towards these uses.</p>
Guided hunting	Allow commercial hunting guides or outfitters.	<p>Engaging in or soliciting any business in park areas, except in accordance with the provisions of a permit, contract, or other written agreement with the United States, except as such may be specifically authorized under special regulations applicable to a park area, is prohibited. (36 CFR 5.3)</p> <p>Commercial hunting does not support the desired future conditions for the island.</p>
Permits	NPS Access Permit	Dismissed due to concerns over intensity of management. Data collection could be gathered by alternative means, such as “harvest stations” at the state level.
<b>Site Development</b>	-	-
Boat Dock	Provide a boat dock.	<p>Contributes to too much development; management intensive. Cost prohibitive; does not keep with intended “natural” preference. Detracts from the primitive desired condition and visitor experience. NPS Floodplain and Wetland Procedure Manuals require minimal development, with some exceptions, to minimize impacts to resources.</p>

-	Actions Considered but Dismissed	Reasoning for Dismissal
<b>Site Development</b>	-	-
Potable Water	Provide potable water source.	Impractical to get potable water to island; cost prohibitive. Visitors will be encouraged to bring their own water supply.
Restrooms	Provide a vault toilet.	Soils are poorly suited for heavy, permanent, development. Procuring vault clean out services is a management challenge and no such services are currently known to exist in the area that could provide boat-operated vault clean out services. NPS Floodplain and Wetland Procedure Manuals require minimal development, with some exceptions, to minimize impacts to these resources.
Restrooms	No restrooms. Pack out own waste.	Pit toilet is proposed for the comfort of visitors. Packing out waste would be encouraged as one method of disposal in remote areas, but would not be the only method of waste disposal.
Electric	Provide electricity.	Contributes to too much development; management intensive.
Open Fire	Allow open fire outside of designated containment areas (e.g. fire rings) or on sandbars.	Public safety concern. Resource concerns from uncontrolled fire.
Picnic Areas	Provide picnic facilities.	Dismissed due contributing to too much development; management intensive. NPS Floodplain and Wetland Procedure Manuals require minimal development, with some exceptions, to minimize impacts to these resources. One picnic table would be provided at each campsite as an exception.
Group Campground	Provide a group camping area.	Contributes to too much development; management intensive. Inconsistent with desired visitor experience. Soil type concerns. NPS Floodplain and Wetland Procedure Manuals require minimal development, with some exceptions, to minimize impacts to these resources. Group camping opportunities are provided outside of Goat Island.
Backcountry Camping	Allow wilderness or backcountry style camping.	Designated camping areas would keep visitor impacts to designated areas. Camping areas would be designed to be primitive. Designated campgrounds prevent hunters from unknowingly walking into a campsite.

-	Actions Considered but Dismissed	Reasoning for Dismissal
<b>Site Development</b>	-	-
Trash Receptacles	Provide trash receptacles.	Contributes to too much development; management intensive. Visitors will be encouraged to pack it in, pack it out and to practice leave no trace environmental stewardship typical to primitive areas.
Trails	Trail along full perimeter of island.	Too much trail maintenance/resources; keep as much of island undeveloped and primitive as possible.

### 3.4 ENVIRONMENTALLY PREFERABLE ALTERNATIVE

According to the CEQ regulations implementing NEPA, the environmentally preferable alternative is the alternative “that causes the least damage to the biological and physical environment and best protects, preserves, and enhances historical, cultural, and natural resources. The environmentally preferable alternative is identified upon consideration and weighing by the Responsible Official of long-term environmental impacts against short-term impacts in evaluating what is the best protection of these resources. In some situations, such as when different alternatives impact different resources to different degrees, there may be more than one environmentally preferable alternative” (43 CFR 46.30).

Alternative B is the environmentally preferable alternative. Alternative B includes actions to protect natural resources by reducing invasive or pervasive species and would continue to protect special status species. With designating campground areas and trails, Alternative B would limit the areas of visitor impacts to managed areas, further protecting resources. This alternative would also protect cultural resources via mitigation measures prior to construction, and offers options via trails and waysides to interpret cultural resources to visitors. The short-term impacts of construction would be outweighed by the long-term enjoyment of these resources.

### 3.5 AGENCY PREFERRED ALTERNATIVE

The preferred alternative is determined after thoroughly reviewing the proposed action(s), gathering stakeholder review and public comment, completing the NEPA process, and adopted by issuing a formal decision. The agency preferred alternative is Alternative B, which “would best accomplish the purpose and need of the proposed action while fulfilling the NPS statutory mission and responsibilities, giving consideration to economic, environmental, technical, and other factors” (43 CFR 46.420(d)).

## CHAPTER 4: IMPACT TOPICS

Impact topics were used to define and focus the discussion of resources that could be affected by the alternatives and are the focus in the evaluation of the potential environmental consequences of the alternatives. Potential impact topics were identified based on legislative requirements, executive orders, topics in Director's Order 12 and Handbook, *Conservation Planning, Environmental Impact Analysis, and Decision-making*, NPS Management Policies 2006, guidance from NPS, input from other agencies, public concerns, and resource information specific to the recreational river. The interdisciplinary planning team discussed each resource topic and how the proposed project would either benefit or adversely impact the resource. A brief rationale for the selection of each impact topic is provided below as well as rationale for dismissing specific topics from further consideration. In general, if negligible impacts would result from the proposed project, the impact topic was dismissed from further analysis.

### 4.1 IMPACT TOPICS RETAINED

As identified in section 1.4, the proposed action has the potential to impact Visitor Use and Experience and the park's Science and Resource Management of the island. The following impact topics have the potential to be affected by the proposed action and are evaluated in Chapter 5. The specific topics retained include:

Visitor Experience: Safety and enjoyment of park resources and values by its visitors is part of the fundamental purpose of all parks within the National Park Service. The NPS strives to provide opportunities for the forms of enjoyment that are uniquely suited and appropriate to the natural and cultural resources found in parks. Until the island was determined to be under public domain, visitors to the island are presumed to have participated in unmanaged recreation that likely included hunting and potentially trapping and camping, as well as other activities such as firework displays, ziplining, harvesting mushrooms, and hiking.

Soils and Vegetation: As part of a managed river system, the soils and vegetation of Goat Island are typical to an accretion island. Sand and gravel are the predominant soil materials with smaller amounts of silty and loamy soils. Soil drainage varies between excessively drained to very poorly drained. By nature of an accretion island, sand and soils would deposit and erode naturally; no artificial bank stabilization efforts are intended for Goat Island per other collaborative river management planning efforts. Goat Island supports a variety of vegetation typical to the Missouri River corridor including a sizeable cottonwood population and smaller underbrush plants such as dogwood, sumac, wild grape, and poison ivy. Although native to the area, Eastern red-cedar is pervasive on the island and is generally considered invasive. Sandbars attached to Goat Island are relatively free of vegetation but may develop pioneer species such as cottonwood seedlings, annual weeds, or early successional or grasses and forbs.

Special Status Species: Special status species are those that have been identified by the USFWS, South Dakota Department of Game, Fish and Parks, or Nebraska Game and Parks Commission as needing special protection at either the federal or state level. Section 4.4.2.3 of the NPS Management Policies 2006 states that NPS "will fully meet its obligations under the NPS Organic Act and the Endangered Species Act of 1973 (ESA) to both proactively conserve listed species and prevent detrimental effects on these species." The ESA, as amended, requires impacts on all

federally listed threatened or endangered species be considered in planning for federal actions. NPS policy also requires examination of the impacts on federal candidate species, as well as state-listed threatened, endangered, candidate, rare, declining, and sensitive species.

In Nebraska, state status is the legal protection status of a species as determined by the Nebraska Nongame and Endangered Species Conservation Act, Nebraska revised statutes of 1943, Chapter 37, Article 8, which defines special state species. In South Dakota, Title 34A, Environmental Protection Chapter 34A-8, Endangered and Threatened Species, provides the definitions and regulations related to endangered and threatened species in the state.

Among Clay County South Dakota and Cedar County Nebraska, 13 federally or state-listed species are known. On Goat Island itself, not all 13 species are present above the ordinary high water mark; however, habitat is present that may support some species. The interior least tern, piping plover, and Northern long-eared bat were retained for analysis; the remaining species were dismissed from further analysis and detailed in the next section.

## **4.2 IMPACT TOPICS CONSIDERED BUT DISMISSED FROM FURTHER ANALYSIS**

A summary of impact topics dismissed from analysis is provided below, along with the rationale for the dismissal.

Special Status Species: Special status species are those that have been identified by the USFWS, South Dakota Department of Game, Fish and Parks, or Nebraska Game and Parks Commission as needing special protection at either the federal or state level. Section 4.4.2.3 of the NPS *Management Policies 2006* states that NPS “will fully meet its obligations under the NPS Organic Act and the ESA to both proactively conserve listed species and prevent detrimental effects on these species.” The ESA, as amended, requires impacts on all federally listed threatened or endangered species be considered in planning for federal actions. NPS policy also requires examination of the impacts on federal candidate species, as well as state-listed threatened, endangered, candidate, rare, declining, and sensitive species.

In Nebraska, state status is the legal protection status of a species as determined by the Nebraska Nongame and Endangered Species Conservation Act, Nebraska revised statutes of 1943, Chapter 37, Article 8, which defines special state species. In South Dakota, Title 34A, Environmental Protection Chapter 34A-8, Endangered and Threatened Species, provides the definitions and regulations related to endangered and threatened species in the state.



The following 10 species were dismissed from further analysis (table 3):

**TABLE 3: SPECIAL STATUS SPECIES DISMISSED FROM FURTHER ANALYSIS**

<b>Species</b>	<b>CLAY COUNTY (SOUTH DAKOTA) STATUS<sup>14</sup></b> Key: FE = Federally Endangered, FT = Federally Threatened, PE = Proposed Endangered (Federal), PT = Proposed Threatened (Federal) C = Federal Candidate, SE = State Endangered, ST = State Threatened	<b>CEDAR COUNTY (NEBRASKA) STATUS<sup>15</sup></b> Key: FE = Federally Endangered, FT = Federally Threatened, PE = Proposed Endangered (Federal), PT = Proposed Threatened (Federal) C = Federal Candidate, SE = State Endangered, ST = State Threatened	Potentially present on the island above ordinary high water mark
Eastern Hognose Snake	ST	Not listed	Yes
False Map Turtle	ST	Not listed	Yes
Scaleshell Mussel	Not listed	FE, SE	No
Pallid Sturgeon	FE, SE	FE, SE	No
Lake Sturgeon	Not listed	ST	No
Shovelnose Sturgeon	FT	Not listed	No
Sicklefin Chub	ST	Not listed	No
Sturgeon Chub	ST	SE	No
Topeka Shiner	FE	Not listed	No
Northern River Otter	ST	Not listed	Yes

The island has potential habitat for the eastern hognose snake. Both the proposed action and the no action would not affect this species due to the limited area of impact and the extensive amount of similar habitat on the island. Therefore, the eastern hognose snake was dismissed from further analysis.

The island has potential habitat for the false map turtle. Both the proposed action and the no action would not affect this species due to the limited area of impact and extensive amount of similar habitat on the island. False map turtles are usually found in association with water and would infrequently use areas above the ordinary high water mark. Therefore, the false map turtle was dismissed from further analysis.

The federally or state-listed aquatic species occurring or potentially occurring below the ordinary high water mark of Goat Island are not included in the analysis. Aquatic species are managed by other means, including state fishing laws and cooperative management agreements. Both the proposed action and the no action alternatives occur above the ordinary high water mark and would not affect aquatic species below ordinary high water mark. Aquatic species were dismissed from further analysis.

The northern river otter may utilize island banks, although their presence is not currently confirmed. The trapping regulations of both Nebraska and South Dakota require the trapper to live release otter or turn over any otter carcass to an authorized game commissioner. South Dakota has a River Otter Management Plan<sup>16</sup> that notes river otter are protected by two state

<sup>14</sup> Clay County, South Dakota, federal or state species of concern.

<https://gfp.sd.gov/userdocs/docs/ThreatenedCountyList.pdf> as accessed July 24, 2018.

<sup>15</sup> Cedar County, Nebraska, federal or state species of concern. <http://outdoornebraska.gov/wp-content/uploads/2018/05/T-and-E-Species-by-County-2017-December-2.pdf> as accessed July 24, 2018.

<sup>16</sup> South Dakota River Otter Management Plan, <https://gfp.sd.gov/UserDocs/nav/OtterPlan2012.pdf> as accessed August 7, 2018.

regulations (SDCL 34A-8-8 and SDCL 34A-8-11<sup>17</sup>). The park would cooperate with the state(s) should any need arise regarding the management of northern river otter on Goat Island. Both the proposed action and the no action would not affect this species. Therefore, the northern river otter was dismissed from further analysis.

Historic Structures and Districts: Park resources classified as historic structures may be listed as buildings, structures, districts, or objects in the National Register of Historic Places (NRHP). Historic structures also may be included in the NRHP as contributing elements of historic districts, either as components of developed areas or as landscape features. During the cultural resource survey completed in July 2017 by MWAC staff, no historic resources were documented at Goat Island. There would be no adverse effect to historic structures and districts.

Viewsheds: No scenic resources based on views or historic uses of specific viewpoints are recorded. The island is a typical arrangement of landform, vegetation, and water features. Views will be evaluated as part of an ongoing, park-wide viewshed inventory assessment project. Viewshed inventory classes are used to inform, but do not establish management direction. Viewsheds are typical to the area; thus this topic was dismissed from further analysis.

Prime and Unique Farmlands: The Farmland Protection Policy Act of 1981, as amended, requires federal agencies to consider adverse effects to prime and unique farmlands that would result in the conversion of these lands to non-agricultural uses. Prime or unique farmland is classified by the U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS). Prime farmland is defined as land that has the best combination of physical and chemical properties for producing food, forage, fiber, and oil seed, and for other uses (e.g., pasture land, forest land, and crop land). Unique farmland is defined as land other than prime farmland that can produce high value and fiber crops, such as fruits, vegetables, and nuts. While it is believed that Goat Island was once home to farming operations, there are no prime and unique farmlands designated in the project area; thus this topic was dismissed from further analysis.

Wild and Scenic River: In 1978 and 1991, Congress used the Wild and Scenic Rivers Act to designate portions of the Missouri River (the 59-Mile District and the 39-Mile District, respectively), and two of its tributaries in Nebraska (Niobrara River and Verdigre Creek), as components of the national wild and scenic river system. Outstandingly remarkable values (ORVs) are defined by the Wild and Scenic Rivers Act as the characteristics that make a river worthy of special protection. The proposed development of Goat Island is consistent with these values. The recreational ORV would be enhanced and other ORVs would not be diminished. Ultimately, the ORVs identified for Goat Island would continue to exist and there would be no impact to the wild and scenic river itself, therefore this resource topic was dismissed from further analysis.

Indian Trust Resources: Secretarial Order 3175 mandates any anticipated impacts to Indian trust resources from proposed project or action by the Department of Interior agencies be explicitly addressed in environmental documents. The federal Indian trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets,

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<sup>17</sup> South Dakota Codified Law, Chapter 34A-8 Endangered and Threatened Species, [http://sdlegislature.gov/Statutes/Codified\\_Laws/DisplayStatute.aspx?Statute=34A-8&Type=Statute](http://sdlegislature.gov/Statutes/Codified_Laws/DisplayStatute.aspx?Statute=34A-8&Type=Statute) as accessed August 21, 2018.

resources, and treaty rights, and it represents a duty to carry out the mandates of federal law with respect to Native American and Alaska Native tribes. There are no designated Native American trust resources in the project area. Therefore, Indian Trust Resources was dismissed as an impact topic for further analysis.

Environmental Justice: Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” requires federal agencies to make achieving environmental justice part of its mission. Specifically, each agency must identify and address “disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations.” The intent is to prevent minority and low-income populations from being disproportionately affected by adverse human health and environmental impacts of federal actions. The minority population is defined as the nonwhite and multiracial population of a given area and includes African American, Asian, American Indian, Native Alaskan, Native Hawaiian, Pacific Islander, persons reporting some other race, and persons reporting two or more races. The standards of analysis for environmental justice require that these populations are present in the vicinity of the project, and that the potential for disproportionate effects to these populations is present. None of the alternatives (including the no action alternative) would result in disproportionate impacts on minority populations; therefore, this topic was dismissed from further analysis.

Socioeconomics: Socioeconomics includes an evaluation of the potential impacts of the alternatives on the social and economic elements of the surrounding communities. Impacts were analyzed by considering the effect of the existing conditions and the proposed development of the properties on the overall socioeconomic conditions in the area. Socioeconomic conditions were evaluated and the impacts of each alternative were analyzed in terms of their direct and indirect effects on social and economic values. Values of the social environment mainly include quality of life, while economic values include direct and indirect economic benefits or losses to local communities. Although the likely increase in visitors to Missouri National Recreational River would provide some economic benefit to the surrounding communities, this impact would be negligible in the scope of the local economy. As a result, socioeconomics was dismissed from further analysis.

Cultural Landscapes: NPS defines cultural landscapes as geographic areas associated with historic events, activities, or people that reflect that park’s history, development patterns, and the relationship between people and the park. No cultural landscapes have been identified or designated at Goat Island; therefore, this topic was dismissed.

Ethnographic Resources: Ethnographic resources are defined as the natural and cultural materials, features, and places that are linked by a subject community to the traditional practices, values, beliefs, history, and/or ethnic identity of that community. Native Americans from some tribes have long been associated with areas along the Missouri River but not Goat Island specifically. Although an uncommon and infrequent event, it is possible that cultural materials or human remains could be inadvertently encountered; however, those materials are protected under federal law and the NPS has sufficient policy in place to address this need. As a result, ethnographic resources were dismissed as an impact topic. A survey of Traditional Cultural Property is currently being conducted for the MNRR through an agreement with Texas Tech University. The survey is scheduled to be completed in 2019.

**Museum Collections:** Pursuant to Section 5.3.5.5 of the NPS *Management Policies 2006*, NPS will “collect, protect, preserve, provide access to, and use objects, specimens, and archival and manuscript collections (henceforth referred to collectively as “collections,” or individually as “items”) in the disciplines of archeology, ethnography, history, biology, geology, and paleontology to aid understanding among park visitors, and to advance knowledge in the humanities and sciences.” A July 2017 survey of the island resulted in no artifacts collected by MWAC staff. Additionally, the museum collection for Missouri National Recreational River is not located within the vicinity of Goat Island; therefore this topic was dismissed from further analysis.

**Floodplains:** Executive Order 11988 and NPS *Floodplain Management Procedural Manual #77-2* mandate floodplain management and require federal agencies to minimize occupancy of and modification to floodplains. Federal Emergency Management Agency (FEMA) floodplain maps are currently not available for the island. The State of Nebraska Department of Natural Resources online interactive mapping tool for floodplains displays panel number 46027C0250C (dated August 5, 2010) that shows Goat Island within Zone A, where no base flood elevations are determined. Its other online interactive mapping tool for flood *risk* shows Goat Island as being within a “flood awareness” area. Procedure Manual #77-2 excepted isolated backcountry sites, trails, and overlooks provided that all possible steps are taken to mitigate the short and long term adverse impacts of these actions on floodplain values. Visitor access would be restricted during flood or impending flood conditions to protect human life and health; additionally, capital investment would be very low allowing acceptable loss of infrastructure, and there would be no measurable impacts to natural and beneficial floodplain values. Best management practices from the Procedural Manual #77-2 would be followed, including posting flood-related signage at backcountry sites. A floodplains Statement of Findings was not required, nor was the associated public review period; therefore, floodplains was dismissed from further analysis.

**Wetlands:** Executive Order 11990 “Protection of Wetlands” directs all federal agencies to avoid, to the maximum extent possible, the long- and short-term adverse impacts associated with the occupancy, destruction, or modification of wetlands, and to avoid direct or indirect support of new construction in wetlands wherever there is a practicable alternative. Based on NPS Director’s Order 77-1: *Wetland Protection* and NPS *Procedural Manual #77-1: Wetland Protection*, which states that if a preferred alternative would have adverse impacts on wetlands, a Statement of Findings (SOF) must be prepared that documents the rationale for choosing an alternative that would have adverse impacts on wetlands.

Primitive, backcountry campground locations (2.4 acres) were chosen in part to avoid wetlands. USFWS National Wetlands Inventory geographic information data and USDA NRCS soils data were used to identify wetlands and hydric soils and those areas were avoided to the extent practicable (figure 8). Wetland best management practices (BMP) as outlined in Procedural Manual #77-1 would be followed.

Existing trails are not counted against wetlands mitigation requirements; however, the existing trails would need to be supplemented with short segments of new trail construction in order to improve circulation and visitor access. New trail construction is estimated to include 1.7 acres of new ground disturbance (table 4). (Viewing points and signage are excepted actions from a wetlands Statement of Findings.) Wetland BMPs as outlined in Procedural Manual #77-1 would be followed.



**TABLE 4: ACRES OF POTENTIAL WETLAND AND NON-WETLAND DEVELOPMENT**

Areas	Non-wetland Acres	Wetland Acres
Campsite #1 (10 sites)	1.2	0
Campsite #2 (10 sites)	1.2	0
Communal Areas (4)	0.48	0
Pit Toilets (6) (12' x 12' each)	0.00165	0
Trails (assumed all 48" width, some likely smaller)	1.7	unknown
TOTAL	4.58165	tbd

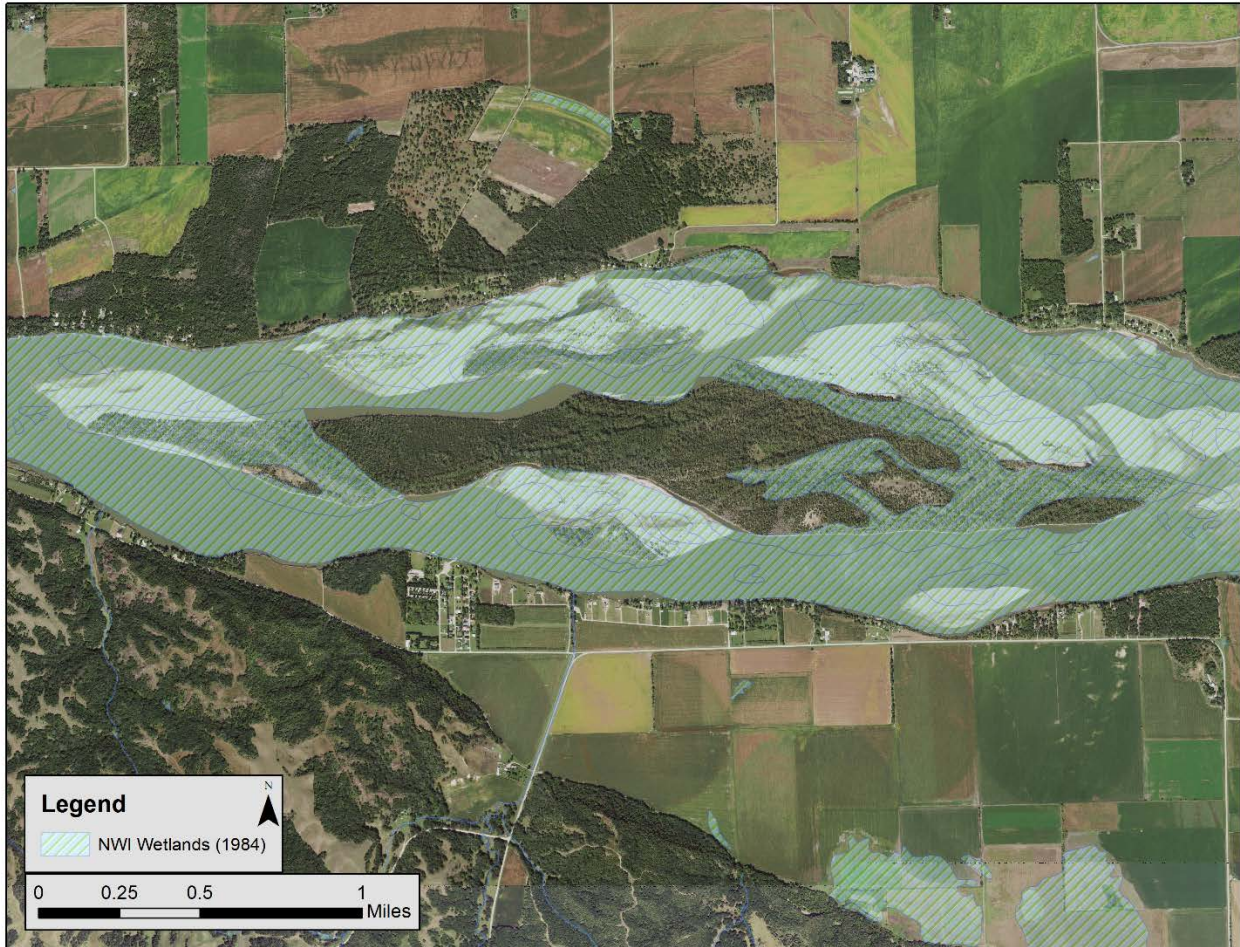


Figure 8: Wetland inventory areas

As an accretion island that is subject to natural processes and changes, no adverse impacts to wetlands would occur under the no action alternative, as no developed features or amenities are proposed.

**Hydrology and Water Quality:** Hydrology of Goat Island would be not altered due to the proposed uses on the island nor under the no action alternative. To further eliminate the potential for impacts to water quality, during campsite and trail establishment and maintenance activities, best management practices (BMPs) to control soil erosion and sedimentation would be implemented, and the NPS would acquire all necessary permits for construction activities, if needed. Therefore, hydrology and water quality were both dismissed from further analysis.

**Air Quality:** Missouri National Recreational River is subject to federal, Nebraska, and South Dakota air regulations. National ambient air quality standards have been established by U.S. Environmental Protection Agency. Current standards are set for sulfur dioxide, carbon monoxide, nitrogen dioxide, ozone, particulate matter equal to or less than 10 microns in size, fine particulate matter equal to or less than 2.5 microns in size, and lead. All of Nebraska (EPA Region 7<sup>18</sup>) and South Dakota (EPA Region 8<sup>19</sup>) are currently in attainment for all criteria air pollutants<sup>20</sup> and have active air quality monitoring plans in place. Neither the no action nor the proposed alternative would contribute more than trace amounts of air pollutants, resulting in overall negligible impacts; therefore, this topic was dismissed.

**Soundscape:** Section 4.9 of NPS *Management Policies 2006* states that the NPS, “will preserve, to the greatest extent possible, the natural soundscapes of the park, including both biological and physical sounds. Natural sounds are intrinsic elements of the environment that are vital to the functioning of ecosystems and can be used to determine the diversity and interactions of species within communities. Soundscapes are often associated with parks and are considered important components of natural wildlife interactions, as well as visitor experience.” Additionally, NPS *Management Policies 2006* and Director’s Order 47: *Sound Preservation and Noise Management*, provide guidance for operational policies that help protect natural soundscapes in NPS park units. A soundscape is the human perception of acoustic resources present in a park unit’s acoustical environment. Acoustic resources often include natural sounds (water, wildlife, wind, etc.), cultural and historic sounds (battle reenactments, tribal ceremonies, etc.), and non-natural human-caused sounds (vehicles, boats, etc.). The proposed alternative would not result in greater than negligible and temporary impacts from construction and maintenance activities and hunting sounds on the site. The no action and the proposed action would otherwise maintain the same types of recreational and natural sounds. Changes in the soundscape would not result in impacts beyond what visitors would currently expect to experience at the site. As a result, soundscape was dismissed as a resource from further analysis.

**Lightscape:** Section 4.10 of NPS *Management Policies 2006* states that the NPS will “preserve, to the greatest extent possible, the natural lightscapes of parks, which are natural resources and values that exist in the absence of human-caused light.” Outdoor lighting is not proposed in neither the no action nor the proposed action alternatives. Campers may utilize campfires or flashlights; these may temporarily impact the lightscape, but the lumens are neither strong enough nor permanent so their effects would be minimal. This impact topic was dismissed from further analysis.

**Natural or Depletable Energy Resource Requirements and Conservation Potential:** In accordance with Sections 8.7 and 9.1 of NPS *Management Policies 2006* and Executive Orders 12873 and 12902, there are requirements in everything the NPS does that will have some small effect in improving our environmental footprint (e.g., green buying, sustainable building materials, etc.). However, any individual change at Goat Island is unlikely to have adverse

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<sup>18</sup> US EPA in Nebraska, Region 7 Air Quality Monitoring Plans, <https://www.epa.gov/ne/region-7-states-air-quality-monitoring-plans-nebraska> as accessed January 2, 2018.

<sup>19</sup> US EPA in South Dakota, Region 8 Air Quality Implementation Plans, <https://www.epa.gov/air-quality-implementation-plans/approved-air-quality-implementation-plans-region-8> as accessed January 2, 2018.

<sup>20</sup> US EPA, 2015. The Green Book Nonattainment Areas for Criteria Pollutants, <http://www.epa.gov/air/oaqps/greenbk/>. Accessed on January 2, 2018.

impacts to the wider universe of energy use and depletable resources. Therefore, this impact topic was dismissed from further analysis.

## CHAPTER 5: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCES

This chapter discusses the resources that may be potentially impacted by implementing the no-action and proposed action alternatives. This chapter includes a brief explanation of the methodology and the associated terminology used to determine the affected environment and environmental consequences. The resources discussed in this chapter were identified and described as impact topics to be retained for this analysis in section 4.1 of this document. The impact analysis is presented, including the cumulative impacts that were analyzed for the alternatives. Each of the alternatives, including the no-action alternative, is analyzed for adverse or positive changes that would occur to the existing conditions of each impact topic. After describing the impacts of the alternatives, the cumulative effects on each impact topic are discussed. By examining the environmental consequences of the alternatives on an equivalent basis, decision makers can evaluate which approach would create the most desirable combination of benefits with the fewest adverse effects on the park.

### 5.1 METHODOLOGY

In accordance with the CEQ regulations, direct, indirect, and cumulative impacts are described (40 CFR 1502.16) and the impacts are assessed in terms of context and intensity (40 CFR 1508.27). Mitigating measures for adverse impacts are described, where appropriate. Because these may vary for each resource, these methodologies are described under each impact topic. Overall, these impact analyses and conclusions are based on the review of existing literature and studies, information provided by onsite experts and other government agencies, the results of site-specific surveys (vegetation and cultural resources), best professional judgment, and Missouri National Recreational River staff insight. The effects of each alternative are assessed for direct, indirect, and cumulative effects for each resource topic retained for this review.

Cumulative impacts were determined by combining the impacts of the alternative with other past, present, and reasonably foreseeable future actions. Therefore, it was necessary to identify other ongoing or reasonably foreseeable future projects in the vicinity of Goat Island and, if applicable, the surrounding region. The temporal scope includes projects within a range of approximately 10 years. General definitions for terms used in this chapter are described in Table 5 below.

**TABLE 5: AFFECTED ENVIRONMENT AND ENVIRONMENTAL CONSEQUENCE TERMS AND DEFINITIONS**

Term	Definition or Reference
Impact topic	<p>See section 4.1 for the "Impact Topics Retained" for this plan.</p> <p>Based on issues raised by agencies or the public during scoping; existing site conditions; federal laws, regulations and Executive Orders; National Park Service (NPS) <i>Management Policies 2006</i>; topics specified in Director's Order 12 and Handbook; and park specific resource information.</p>



Term	Definition or Reference
Affected Environment	The resources and uses that have the potential to be affected if any of the alternatives were implemented (including the no-action alternative) and provide a baseline against which environmental consequences of the action alternatives can be compared.
Type: direct or indirect	<p>Direct: An effect that is caused by an action and occurs in the same time and place.</p> <p>Indirect: An effect that is caused by an action but is later in time or farther removed in distance, but is still reasonably foreseeable.</p>
Type: beneficial or adverse	<p>Beneficial: A positive change in the condition or appearance of the resource or a change that moves the resource toward a desired condition.</p> <p>Adverse: A change that moves the resource away from a desired condition or detracts from its appearance or condition.</p>
Context: describes the location of the impact	<p>Site-specific - impacts would occur within the location of the Proposed Action.</p> <p>Local – impacts would affect areas within the location of the Proposed Action and land adjacent to the Proposed Action.</p> <p>Regional – impacts would affect areas within the location of the Proposed Action, land adjacent to the Proposed Action, and land in surrounding communities.</p>
Duration: Describes the length of time an impact would occur as either short-term or long-term.	<p>Short-term: impacts that generally last for the duration of the project. Some impact topics will have different short-term duration measures and these will be listed with the resource.</p> <p>Long-term: impacts that generally last beyond the duration of the project. Some impact topics will have different long-term duration measures and these will be listed with the resource.</p>
Cumulative Impact: The past, present, and reasonably foreseeable future actions that have and could occur in the vicinity of the project area for approximately 10 years.	<p>The Council on Environmental Quality (CEQ) regulations, which guide the implementation the National Environmental Policy Act of 1969 (42 USC 4321 et seq.), require assessment of cumulative impacts in the decision-making process for federal projects. Cumulative impacts are defined as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions" (40 CFR 1508.7). Cumulative impacts are considered for all Alternatives.</p> <p>Because Goat Island is isolated and no other proposals for management are in progress, there are few cumulative impacts.</p>

Term	Definition or Reference
Conclusion	Based on the review of existing literature and studies, information provided by onsite experts and other government agencies, the results of site-specific surveys (vegetation and cultural resources), best professional judgment, and park staff insight.

## 5.2 ANALYSIS

The National Environmental Policy Act requires that environmental documents discuss the environmental impacts of a proposed federal action, feasible alternatives to that action, and adverse environmental effects that cannot be avoided if a proposed action is implemented. In this case, the proposed federal action is the implementation of Alternative B and the identification and disclosure of potential impacts and effects of the alternatives in order to fulfill all compliance requirements. The impact topics retained for analysis are described below.

### 5.2.1 Visitor Experience

Affected Environment: Hunting and trapping are presumed past and current activities on the island. The level or intensity of use for hunting or trapping related activities are not known. Visual evidence of hunting stands, bait feeders, and spent shotgun shells remain on the island; no visual evidence of trapping is apparent. ATV trail use is apparent and an informal trail network exists. Fishing occurs from boats or shorelines. Boaters stop to recreate on sandbars and beaches. Other visible uses of the island include a zipline that was installed by a local resident; a fireworks display that a local resident sponsors in more recent years; geocaching, and open campfires. River users also take part in “poker runs” which are group activities where participants travel from location to location, using the island as one of those stopping places. Collecting mushrooms is a popular activity throughout the river corridor. There has been little to no visitor education regarding the history or significance of the island. Some areas of sandbars are seasonally closed to visitors for piping plover and interior least tern nesting.

Effects of Alternative A: Existing visitor uses such as hunting and fishing would continue to occur with some adjustments, such as established hunting seasons and other changes from its previously unmanaged state. There would be no additional recreation site development proposed or anticipated under the no action alternative. Other than “leave no trace” types of education, there would be no interpretation of the island’s resources or history. Activities such as installation of ziplines or fireworks displays are not allowed on NPS managed lands without a permit.

Visitor safety is considered part of the visitor experience. Placing parameters on hunting activities would be a long-term adverse effect specific to some types of hunters, but formalizing the hunting regulations would also be a long-term beneficial effect for other types of visitor uses and offer beneficial effects for the safety of all visitors. Archery-only deer and turkey hunting on the island provides a unique and more intimate experience for the hunter and is a similar practice found in some state parks that also allow hunting. Archery has a shorter distance of travel compared to rifles (typically 30 to 60 yards up to 300 yards) for arrows—compared to 1,000 yards or more for rifle ammunition). Similarly, shot used in waterfowl hunting from the river or river’s edge typically has a shorter distance of travel (typically 20 to 50 yards and up to 300 yards). Table 6 and figure 9 offer a comparison to the more common weapon and

ammunition types. Defining the hunting and trapping seasons would be a long-term beneficial impact to all visitors during high-use summer months.

**TABLE 6: WEAPON TYPE AND POTENTIAL DISTANCE OF TRAVEL**

Weapon Type	Caliber	Effective Range	Potential Distance of Travel
Bow	arrow	30 to 60 yards	300 yards
Rifle	.22 LR	150 yards	400 yards to 1 mile
Rifle	.243	1,000 yards	1 mile, plus
Rifle	30.06	1,000 yards	1 mile, plus
Shotgun (12 ga.)	#2 shot	35 to 50 yards	300 yards
Shotgun	00	40 to 60 yards	200 yards

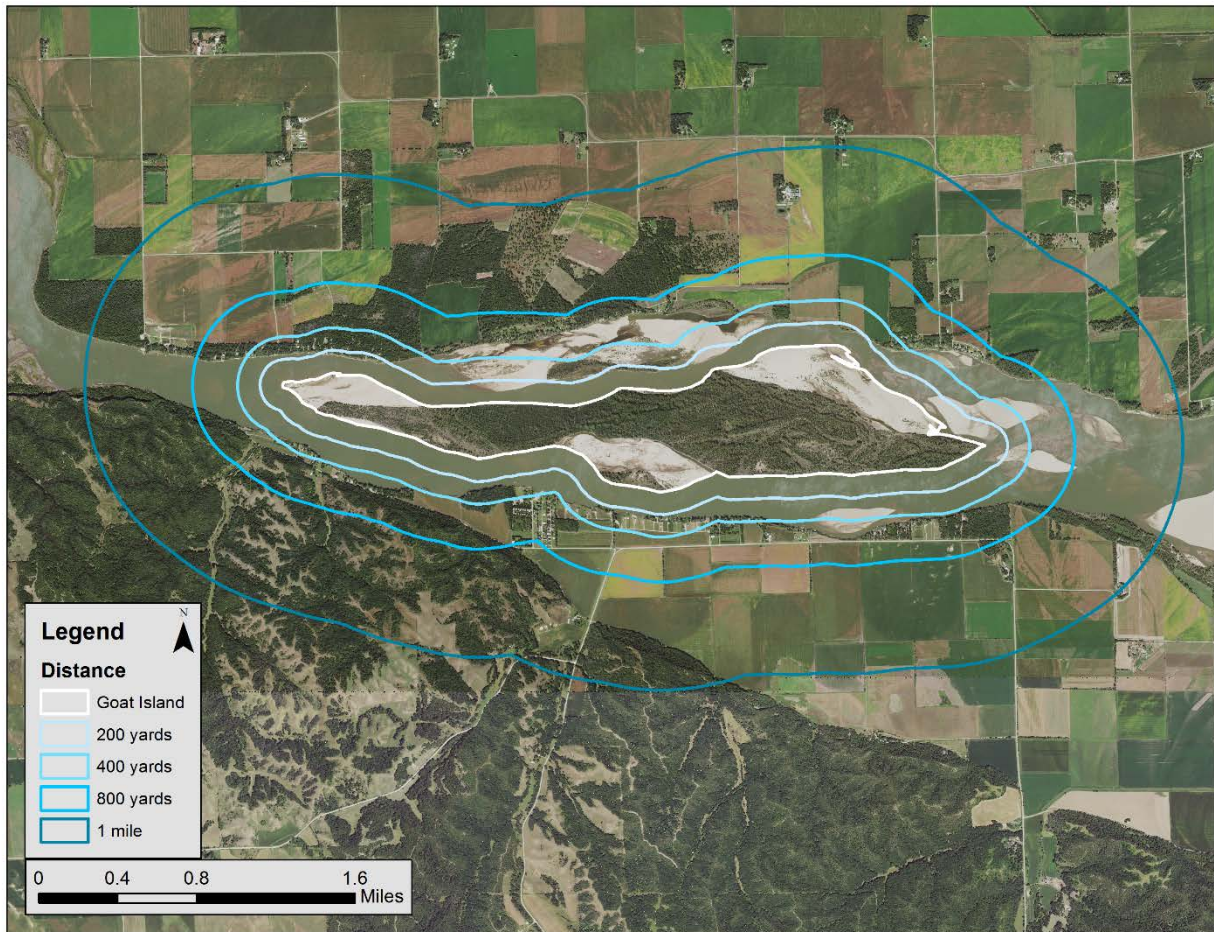


Figure 9: Distance from Goat Island

**Cumulative Effects of Alternative A:** The NPS's activities at other Missouri National Recreational River parcels would continue to have beneficial impacts on the visitor experience. Sandbars would continue to be closed to visitors during nesting seasons for both piping plover and interior least tern. These would have a small beneficial impact to the cumulative effects of all ongoing work.

**Conclusion for Alternative A:** Continued efforts will offer minimal beneficial effects for the visitor experience on Goat Island. Visitor safety would be improved.

Effects of Alternative B: The NPS would seek to enhance and manage visitor uses, which would change the visitor experience for some visitors. New camping facilities would be a long-term beneficial impact for overnight visitors. Non-NPS built structures are prohibited by 36 CFR §5.7, requiring the zipline and permanent hunting stands to be removed. Group activities such as poker runs or fireworks displays may be subject to the park's permitting process. New or improved trails, wayfinding, and interpretive signage would be a long-term beneficial impact on the visitor experience and would improve visitor safety by providing locational and interpretive information. Including Goat Island in park outreach and educational materials would increase knowledge of and utilization of the island over time by describing the available recreational opportunities and the history of the island.

Cumulative Effects Alternative B: Combined with the NPS's activities at its other nearby park sites and the Missouri National Recreational River Water Trail, the proposed actions at Goat Island would have a cumulative and long-term positive effect on visitor experience throughout the river corridor. The improvements at Goat Island would add substantially to the visitors' experience and safety. (Some sandbar areas will continue to be seasonally closed to visitors for piping plover and interior least tern nesting.)

Conclusion Alternative B: The proposed action would improve the visitor experience and safety on Goat Island and the recreational values that contribute to the Wild and Scenic River designation of the river. Combined with cumulative impacts from other NPS sites nearby, the overall effect would be highly beneficial to most visitors.

### 5.2.3 Soils and Vegetation

Affected Environment: Island-wide, the soils of Goat Island are typical to an accreted large river island. Fine sand and gravel are the predominant soil materials with a silty/loamy soil layer.<sup>21</sup> Upland soils are better drained than lower elevations and sandbars; however, no soil types are exceptionally well suited for heavy development. The approximate 600 acres of upland or higher elevations of Goat Island support a variety of vegetation common and typical to the river corridor including a sizeable mostly mature cottonwood forest and smaller underbrush plants such as dogwood, sumac, wild grape, and poison ivy. Eastern red-cedar is pervasive on the island and is generally considered invasive. The approximate 200 acres of lower-lying sandbars attached to Goat Island are relatively free of vegetation but may develop pioneer species such as cottonwood seedlings, annual weeds or other plants that establish recently disturbed sites. Specifically, the areas with a potential to be affected are the more upland areas that include 2.4 acres identified as campgrounds or approximately 1.7 acre identified as new trails. Vistas or waystations would impact up to 0.0132231 acres of soil or vegetation. The current conditions are a result of changes that have taken place to the Missouri River system during the past several decades. Upstream from Goat Island six large dams were constructed on the Missouri River pursuant to the 1944 Pick-Sloan legislation and downstream, the river was confined to a single uniform channel by dikes and revetments for navigation. The annual flooding regime was nearly eliminated and the loss of sediment from the river system has caused the riverbed to incise

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<sup>21</sup> Most prevalent soil types: Sarpy loamy fine sand (7180); Sarpy fine sand (7850); Onawa silty clay (7883); Barney variant fine sand (6317). USDA NRCS Web Soil Survey, <https://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx>, as accessed May 1, 2018.

leaving the island at a relatively high elevation. In a previous natural state Goat Island would have flooded entirely or partially on an almost annual basis. Flooding and the erosion and deposition of sand and silt would have brought constant change to the soils and vegetation of the island. The primary vegetation of the island under pre-dam natural conditions would have been cottonwood forest consisting of stands of diverse ages. Cottonwoods require water or wet soil to germinate and the elimination of flooding has prevented the replacement of cottonwood forest except small areas at the margins of the island.

Effects of Alternative A: With no designated camping areas or trails, potential impacts would be isolated and negligible under alternative A, with no significant impacts to soils and vegetation. Some soil erosion may occur island-wide from dispersed visitation. Long-term impacts would continue to be isolated and negligible, with some minor impacts to soils due to continued use or creation of non-designated trails, cutting across banks, and other forms of unmanaged recreation.

The NPS policy on fire is expressed in section 4.5 of *NPS Management Policies 2006* and supplemented by Director's Order 18: *Wildland Fire Management*. *NPS Reference Manual 18: Wildland Fire Management* (RM-18) is issued by the Associate Director, Visitor and Resource Protection, and is a technical expression of background information, standardized definitions, agency requirements, standards, and procedures for implementing Director's Order 18. The purpose of a Fire Management Plan (FMP) is to guide the fire management program to be responsive to the park's natural and cultural resource objectives and to safety considerations for park visitors, employees, and developed facilities at every park with vegetation capable of sustaining wildland fire to prepare a fire management plan. The Wildland and Prescribed Fire Management Policy (NWCG, 1998) directs federal agencies to achieve a balance between suppression to protect life, property, and resources, and fire use to regulate fuel and maintain healthy ecosystems. The FMP Goat Island supplement (appendix C) in this plan, when combined with the park's 2009 FMP, describes actions necessary to carry out fire management policies and objectives on Goat Island.

Specifically, for Eastern red-cedar when it becomes invasive, mechanical means are an effective control mechanism (i.e., girdle the tree and cut it down after it dies or simply cut live trees down, then remove or burn the slash). As a conifer, red cedar does not stump or root sprout so mechanical control is effective. However, to address Director's Order 12, a supplement to the park's 2009 FMP that is specific to Goat Island is included in appendix C. The overall impacts to both soils and vegetation would be isolated and minorly beneficial, with no long-term significant impacts to soils.

Long-term impacts to invasive or pervasive vegetation species removal will provide beneficial effects to the island by returning the island to a more natural state. Impacts to soils and vegetation would be minimal and limited to managed campground areas or trails, with little impact to the island's overall integrity. Impacts at other nearby NPS properties include invasive species removal. Active replanting of cottonwood forest could take place in effort to replace maturing forest that is not regenerating naturally.

Cumulative Effects Alternative A: No cumulative impacts have been identified for this alternative.

**Conclusion Alternative A:** There would be negligible impacts to soils. The quality of plant communities would increase as the population of invasive and exotic species are managed.

**Effects of Alternative B:** Potential impacts were determined based on the anticipated maximum extent of vegetation removal or soil disturbance needed for project construction and future use.

- Two campgrounds (that includes 20 campsites and four communal areas) would include up to 2.88 acres of new ground disturbance or vegetation removal.
  - Up to six restrooms (three at each campground) would include up to 72 square feet (0.00165 acre) of ground disturbance or vegetation removal.
- New trail construction would account for an additional 1.7 acres of ground surface area disturbance.
  - Up to four waysides, incorporated into the trail system, would include up to 576 square feet (0.0132231 acres) of ground surface area.
  - The pathway to each restroom would include up to 1,600 square feet (0.037 acre) of ground surface area.

Impacts to vegetation from the proposed alternative include temporary adverse impacts from site development and construction in isolated campgrounds and on segments of new trails. No heavy equipment would be used for campground or trail development. Minor soil compaction may occur from recreational use in designated and isolated areas such as campgrounds and pedestrian trails or waysides. Existing user-created trails that are no longer needed would be naturalized and would be a long-term beneficial effect to both soils and vegetation. As a dispersed pedestrian-based activity, hunting would result in negligible vegetation and soil impacts. There would be beneficial impacts from invasive species management island-wide.

**Cumulative Effects Alternative B:** No cumulative impacts have been identified for this alternative.

**Conclusion Alternative B:** The proposed action would improve vegetation and soils by managing invasive and pervasive vegetation and would improve soils over time as native vegetation increases in density and contributes to the soil organic layer. Active management of the vegetation will increase the abundance of native species and decrease the abundance of non-native species resulting in a more natural ecology for Goat Island. Overall, vegetation and soils would be minimally affected by the isolated and small areas of campgrounds and new trail segments included in the proposed alternative and would be a net benefit to the integrity of the island's soils or vegetation.

#### **5.2.4 Special Status Species**

**Affected Environment:** The federal or state-listed terrestrial species potentially occurring at Goat Island that were retained for analysis (table 7) include the piping plover, interior least tern, and Northern long-eared bat. Sandbars provide potential habitat for piping plover and interior least tern and riparian forests have potential habitat for the Northern long-eared bat.



**TABLE 7: SPECIAL STATUS SPECIES CONSIDERED**

Species	CLAY COUNTY (SOUTH DAKOTA) STATUS <sup>22</sup> Key: FE = Federally Endangered, FT = Federally Threatened, PE = Proposed Endangered (Federal), PT = Proposed Threatened (Federal) C = Federal Candidate, SE = State Endangered, ST = State Threatened	CEDAR COUNTY (NEBRASKA) STATUS <sup>23</sup> Key: FE = Federally Endangered, FT = Federally Threatened, PE = Proposed Endangered (Federal), PT = Proposed Threatened (Federal) C = Federal Candidate, SE = State Endangered, ST = State Threatened	Potentially present on the island above ordinary high water mark
Piping Plover	FT, ST	FT, ST	Yes
Interior Least Tern	FE, SE	FE, SE	Yes
Northern long-eared bat	FT	FT, ST	Yes

The sandbars adjacent to the upland portion of Goat Island account for approximately 200 of the 800 acres described as Goat Island. Visitors to the island typically access the upland areas of the island via sandbars or by climbing banks. Nesting has occurred on the sandbars adjacent to Goat Island; the nests are recorded and monitored annually. Fewer than 10 nests were known to occur on small portions of sandbars to the north and northeast of the island in 2017. Missouri National Recreational River is party to a Memorandum of Agreement (MOA) with South Dakota Game, Fish and Parks, U.S. Fish and Wildlife Service, and the U.S. Army Corps of Engineers (USACE) for interior least tern, piping plover, and other species for management, protection, and recovery and coordination along the Missouri River in South Dakota (appendix B). Under the agreement, USACE takes lead responsibility for these duties. As part of the agreement, NPS agrees to close off nesting areas for interior least tern and piping plover or otherwise designate areas for endangered species emphasis. Generally, if five or more active nests are found within a sandbar site, USACE will sign the area as closed to the general public. USACE monitors NPS sandbars and places signs when necessary. The signs are placed so that they are visible to the general public at all entry points to the nesting area and near the water's edge to be visible to approaching boaters. The park participates with USACE and others with the Missouri River Recovery Plan implementation for emergent sandbar habitat protection.

The northern long-eared bat is listed, wherever it is found, as a threatened species.<sup>24</sup> Clay County South Dakota and Cedar County Nebraska are included within the habitat range for the Northern long-eared bat. Potential roosting areas include live and dead trees ( $\geq 3$  inches dbh) in riparian forests and hibernacula may include cracks or crevices in Missouri River cretaceous bluff outcropping.<sup>25</sup> Riparian forested areas of the island offer potential habitat for the Northern long-eared bat, although their presence is not currently confirmed.

<sup>22</sup> Clay County, South Dakota, federal or state species of concern.

<https://gfp.sd.gov/userdocs/docs/ThreatenedCountyList.pdf> as accessed July 24, 2018.

<sup>23</sup> Cedar County, Nebraska, federal or state species of concern. <http://outdoornebraska.gov/wp-content/uploads/2018/05/T-and-E-Species-by-County-2017-December-2.pdf> as accessed July 24, 2018.

<sup>24</sup> U.S. Fish and Wildlife Service.b. "Northern long-eared Bat (*Myotis septentrionalis*)."  
<https://ecos.fws.gov/ecp0/profile/speciesProfile?spcode=A0JE>

<sup>25</sup> U.S. Fish and Wildlife Service.b. "Northern long-eared Bat (*Myotis septentrionalis*)."  
<https://ecos.fws.gov/ecp0/profile/speciesProfile?spcode=A0JE>

Effects of Alternative A: NPS would continue to be a party to the MOA with the USACE and other agencies for interior least tern, piping plover, and other species management. The USACE would continue to monitor and close sandbar areas to visitors when nests are observed.

Cumulative Effects Alternative A: According to the NPS Wild and Scenic Rivers Act Section 7(a) Determination for the Missouri River Recovery Management Plan Environmental Impact Statement and Adaptive Management Plan, Goat Island is located in an identified ORV area where herbicide application or modification to sandbars for the benefit of the interior least tern and piping plover as part of USACE actions will not be allowed.

Conclusion Alternative A: The no action alternative would not result in adverse effects on interior least tern and piping plover. No effects are anticipated for northern long-eared bat. Implementation of the Missouri River Recovery Plan by the USACE would have positive impacts to interior least tern and piping plover populations. The Recovery Plan does not include Goat Island as a specific location for the construction or management of sandbars.

Effects of Alternative B: Managed recreation, such as overnight camping and trails, on Goat Island, has the potential to attract additional visitors to the island. Visitation will be inherently limited to those with access to a boat. Camping or landing areas were chosen to minimize disturbance to nesting sites by centering these locations to the central and upland core of the island where the two species are not encountered. Even so, there is potential for minor adverse impacts to least terns and piping plover if nests are disturbed. Additional visitation may cause disturbance on nearby non-NPS sandbars. The NPS would continue to be a party to and comply with the terms of the MOA. The USACE would continue to monitor and close sandbar areas to visitors when nests are observed. Additionally, the park engages in adaptive management and cooperative measures with partners to ensure that the federally listed species have adequate habitat in compliance with the ESA while simultaneously insuring that the park's "Outstandingly Remarkable Values" (ORVs), free-flowing condition, water quality, and other protected resources are not compromised throughout the park boundary. This approach requires striking a balance between NPS management policies relative to natural processes, and the need for human intervention in order to perpetuate the recovery of the two imperiled bird species. Other than signing for nests, no other impacts are expected.

Under the proposed action, the northern long-eared bat could be adversely impacted if the vegetation removed during campground or trail establishment activities is actively used as roosting or maternity habitat. If removal of large trees becomes necessary, these trees will be removed from October 1 to March 31 to avoid impacts to the northern long-eared bat roosting period.

Cumulative Effects Alternative B: According to the NPS Wild and Scenic Rivers Act Section 7(a) Determination for the Missouri River Recovery Management Plan Environmental Impact Statement and Adaptive Management Plan, Goat Island is located in an identified ORV area where herbicide application or modification to sandbars for the benefit of the interior least tern and piping plover as part of USACE actions will not be allowed.

Conclusion Alternative B: Interior least terns, piping plovers, and Northern long-eared bats have the potential to be present on the island or habitat exists to support these species. The proposed alternative would have negligible impacts on these species. Beneficial impacts to terrestrial state and federally listed species would occur from vegetation management and an



overall increase in the value of habitat throughout the park boundary. The NPS would continue as a party to the interior least tern and piping plover MOA or other programs to ensure no adverse impacts would be encountered and would continue to temporarily close sandbar areas for nesting species—and if needed, would close the proposed campgrounds or halt other activities that may affect these sandbar nesting species under the proposed action. The interior least tern and piping plover would continue to be managed by other mechanisms, including the Missouri River Recovery Plan. The northern long-eared bat would potentially benefit from the management approach of reserved sandbars within the MNRR where no vegetation management practices occur. Allowing woody vegetation to persist and actively recruit on the sandbars could provide additional roosting locations for the northern long-eared bat. No negative effects are anticipated. The Missouri River Recovery Plan implementation would create positive impacts to least tern and piping plover.

The impacts would correspond to a “may affect, not likely to adversely affect” impact under section 7 of the ESA for piping plover, interior least tern, and Northern long-eared bat. The NPS consulted with the USFWS on this finding and the USFWS concurrence or opinion is found in appendix B.

## **CHAPTER 6: PLANNING PROCESS, CONSULTATION, AND CIVIC ENGAGEMENT SUMMARY**

NPS Director's Order 12 requires the NPS to make diligent efforts to involve the interested and affected public in the National Environmental Policy Act (NEPA) process. Likewise, Director's Order 75A provides additional guidance related to civic engagement. This chapter documents the process used for the plan and Environmental Assessment (EA) as well as interagency consultation and coordination with the U. S. Fish and Wildlife Service (USFWS), the Nebraska Game and Parks Commission, the South Dakota Game, Fish and Parks, the Nebraska State Historical Society, the South Dakota State Historic Preservation Office, and other agencies. The list of recipients who received notice of the project undertaking and the public meeting is included. The public meeting was announced by press release and disseminated by the park's website or social media accounts.

The park utilized a multi-pronged approach to consult and engage with interested and affected public and agencies. This approach included utilizing the expertise of a multi-disciplinary planning team and reaching out to members of the public and other agencies in various ways. By using a combination of methods, the park was able to gather and incorporate a diversity of valuable information and to enhance project transparency. These outreach methods and agencies contacted are described in this chapter or appendix D.

### **6.1. PLANNING PROCESS**

A multi-discipline planning team was formed that included NPS staff with a range of expertise and regular representation from the Nebraska Game and Parks Commission, South Dakota Game, Fish and Parks, and the BLM. The planning team met or communicated on a regular basis from March 2017 to May 2019 to share information and to discuss potential issues and needs. Members from the team made site visits to the island as needed to observe its conditions.

### **6.2 TRIBAL CONSULTATIONS**

In accordance with Executive Order 13175, Section 106 (54 U.S.C. 306108) of the National Historic Preservation Act of 1966, as amended, and as set forth in the Advisory Council on Historic Preservation rules (36 CFR 800.2(c)(2)), and in keeping with DOI and NPS policies, Missouri National Recreational River has begun the consultation process with 11 Tribal governments that have expressed cultural ties to the Missouri River.

Letters dated June 1, 2018 and December 14, 2018 were sent to the following Tribal governments to announce the project: Ponca Tribe of Nebraska, Cheyenne River Sioux Tribe, Lower Brule Sioux Tribe, Ponca Tribe of Oklahoma, Santee Sioux Nation, Yankton Sioux Tribe, Crow Creek Sioux Tribe, Standing Rock Sioux Tribe, Rosebud Sioux Tribe, Three Affiliated Tribes, and Pawnee Nation of Oklahoma. Follow up emails were sent to those with an email address on file at the park's administrative office. Government to government consultation will be conducted concurrently with the public review process and documented in the decision record.

### 6.3 AGENCY OUTREACH AND CONSULTATION

NPS staff convened several agency outreach meetings during the planning process to not only inform other agencies of the project and to provide updates but also to engage with the extensive professional expertise of resource management and law enforcement agencies within the area. Participants at these meetings included Bureau of Land Management; United States Army Corps of Engineers; Nebraska Game and Parks Commission; South Dakota Game, Fish and Parks; Clay County Commissioners and Sheriff's Office; Cedar County Commissioners and Sheriff's Office; University of South Dakota, and others. Feedback received from these meetings, collectively, centered on best management practices for game management, the preferences of local hunters and anglers, and the various ways boaters and paddlecraft operators use the river. These agency meetings were held at the University of South Dakota in Vermillion, South Dakota on the following dates:

- May 31, 2017
- September 20, 2017
- March 14, 2018

NPS also provided informal quarterly newsletter updates via email to Cedar and Clay County officials and other agency staff that preferred that method of outreach. The quarterly updates were also uploaded to the Goat Island project webpage for public viewing.

Agency outreach also included consultation with any interested agency or any agency with jurisdiction by law to obtain early input. Initial contacts were made by email on June 8, 2018 and by telephone on June 11, 2018 to the Nebraska State Historical Society and the South Dakota State Historic Preservation Office. Responses from these agencies will be included in the decision record.

Formal letters will be mailed to local, state, and federal agencies either requesting or requiring consultation for comments regarding the proposed alternative, concurrently with the public review process.

### 6.4 CIVIC ENGAGEMENT AND PUBLIC OUTREACH

Missouri National Recreational River staff attended multiple community events or spoke in other public forums regarding Goat Island, its history, and its status as a federal property during the planning timeline. These events included county commissioner public meetings, rotary clubs, and educational symposiums. Park staff verbally answered questions or provided additional information to those in attendance at these events. Feedback from these events revolved around general questions regarding the planning process or recounting one's own past experience on Goat Island. The verbal information or feedback received during the project timeline was also considered in the development of the proposed alternative.

The park will issue a press release to announce public open house meeting dates or public review periods. The park also used its webpage and social media accounts to publicize information. The public was notified of the plan's availability for review and their feedback was sought through public outreach.

Public comments will be accepted for 30 calendar days on the NPS Planning, Environment, and Public Comment (PEPC) webpage at <https://parkplanning.nps.gov/goatlandplan>. A public meeting will be held during the review period. Comments will be captured through comment cards, letters or email, and discussions with citizens during the public release. Substantive comments will be addressed per NPS policy and included in a public comment summary report. Public comments may be subject to Freedom of Information Act (FOIA) requirements.

## **6.5 CONGRESSIONAL OUTREACH**

The Superintendent sent a preliminary letter to U.S. Senators Debra Fischer (NE), Benjamin Sasse (NE), Mike Rounds (SD), and John Thune (SD); as well as to U.S. Representatives Adrian Smith (NE) and Kristi Noem (SD) by letter dated June 1, 2018 to announce the project. Another letter will be sent to the same congressional representatives to provide a project update and to announce a public meeting date.

## LIST OF ABBREVIATIONS

<b>Term</b>	<b>Definition</b>
ABA	Architectural Barriers Act
BLM	Bureau of Land Management
BMP	Best management practices
CE	categorical exclusion
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CMP	comprehensive management plan
DFC	desired future conditions
DO	Director's Order
DOI	Department of the Interior
EA	environmental assessment
ESA	Endangered Species Act
EO	Executive Order
°F	degrees Fahrenheit
FEMA	Federal Emergency Management Agency
FRV	fundamental resources and values
FMP	fire management plan
FMSS	Facility Management Software System
FOIA	Freedom of Information Act
FY	fiscal year
in	inch(es)
I&M	inventorying and monitoring
LRIP	Long-Range Interpretive Plan
MWAC	Midwest Archeological Center
NAGPRA	Native American Graves Protection and Repatriation Act
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act (Section 106)
NPS	National Park Service
OHV	off-highway vehicle
PEPC	Planning, Environment, and Public Comment
ROD	Record of Decision
ROW	right-of-way
SHPO	State Historic Preservation Office
Secretarial Order	SO
Statement of Findings	SOF (or WSOF for Wetlands Statement of Findings)
USACE	United States Army Corps of Engineers
USC	United States Code
USFWS	United States Fish and Wildlife Service
USDA	United States Department of Agriculture
VRPP	Visual Resource Protection Plan

## REFERENCES

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## **APPENDIX A: ENABLING LEGISLATION FOR MISSOURI NATIONAL RECREATIONAL RIVER**

PUBLIC LAW 95-625-NOV. 10, 1978

### **ADDITION OF MISSOURI SEGMENT**

SEC. 707. Section 3 (a) of the Wild and Scenic Rivers Act is amended by adding the following new paragraph at the end thereof:

“(22) MISSOURI RIVER, NEBRASKA, SOUTH DAKOTA.-The segment from Gavin’s Point Dam, South Dakota, fifty-nine miles downstream to Ponca State Park, Nebraska, as generally depicted in the document entitled ‘Review Report for Water Resources Development, South Dakota, Nebraska, North Dakota, Montana’, prepared by the Division Engineer, Missouri River Division, Corps of Engineers, dated August 1977 (hereinafter in this paragraph referred to as the ‘August 1977 Report’). Such segment shall be administered as a recreational river by the Secretary. The Secretary shall enter into a written cooperative agreement with the Secretary of the Army (acting through the Chief of Engineers) for construction and maintenance of bank stabilization work and appropriate recreational development. After public notice and consultation with the State and local governments, other interested organizations and associations, and the interested public, the Secretary shall take such action as is required pursuant to subsection (b) within one year from the date of enactment of this section. In administering such river, the Secretary shall, to the extent, and in a manner, consistent with this section”

(A) provide (i) for the construction by the United States of such recreation river features and streambank stabilization structures as the Secretary of the Army (acting through the Chief of Engineers) deems necessary and advisable in connection with the segment designated by this paragraph, and (ii) for the operation and maintenance of all streambank stabilization structures constructed in connection with such segment (including both structures constructed before the date of enactment of this paragraph and structures constructed after such date, and including both structures constructed under the authority of this section and structures constructed under the authority of any other Act) ; and "

(B) permit access for such pumping and associated pipelines as may be necessary to assure an adequate supply of water for owners of land adjacent to such segment and for fish, wildlife, and recreational uses outside the river corridor established pursuant to this paragraph.

The streambank structures to be constructed and maintained under subparagraph (A) shall include, but not be limited to, structures at such sites as are specified with respect to such segment on pages 62 and 63 of the August 1977 Report, except that sites for such structures may be relocated to the extent deemed necessary by the Secretary of the Army (acting through the Chief of Engineers) by reason of physical changes in the river or river area. The Secretary of the Army (acting through the Chief of Engineers) shall condition the construction or maintenance of any streambank stabilization structure or any recreational river feature at any site under subparagraph (A) (i) upon the availability to the United States of such land and interests in land in such ownership as he deems necessary to carry out such construction or maintenance and to

protect and enhance the river in accordance with the purposes of this Act. Administration of the river segment designated by this paragraph shall be in coordination with, and pursuant to the advice of a Recreational River Advisory Group which may be established by the Secretary. Such Group may include in its membership, representatives of the affected States and political subdivisions thereof, affected Federal agencies, and such organized private groups as the Secretary deems desirable. Notwithstanding the authority to the contrary contained in subsection 6(a) of this Act, no land or interests in land may be acquired without the consent of the owner: *Provided*, That not to exceed 5 per centum of the acreage within the designated river boundaries may be acquired in less than fee title without the consent of the owner, in such instance of the Secretary's determination that activities are occurring, or threatening to occur thereon which constitute serious damage or threat to the integrity of the river corridor, in accordance with the values for which this river was designated. For purposes of carrying out the provisions of this Act with respect to the river designated by this paragraph, there are authorized to be appropriated not to exceed \$21,000,000, for acquisition of lands and interests in lands and for development."

Note: Full text may be found at: <https://www.nps.gov/mnrr/learn/management/upload/95-625.pdf>



IN REPLY REFER TO:

# United States Department of the Interior

NATIONAL PARK SERVICE  
Niobrara/Missouri National Scenic Riverways  
P.O. Box 591  
O'Neill, Nebraska 68763

L1419 (MNRR)

August 4, 1998

State Director (952)  
Bureau of Land Management  
P.O. Box 1828  
Cheyenne, Wyoming 82003

Dear State Director:

For some while the National Park Service has discussed and investigated the prospect of incorporating Goat Island into the management realm of the Service's Missouri National Recreational River (MNRR). For more decades than anyone remembers, Goat Island has loomed as a veritable "no man's land" between Yankton and Vermillion, South Dakota. Despite the uncertainties of its ownership, however, Goat Island remains a pristine high bank island featuring mature cottonwoods, a dense understory, and highly prized recreational opportunities. Collectively, these qualities and others were among the virtues driving congressional legislation of the MNRR as a unit of the National Park System in 1978.

An initial opinion issued by your Newcastle office in 1997, enclosed, suggested that Goat Island had emerged post-Nebraska statehood and thus was not a Federal matter but instead a state or county issue. We seized an opportunity to discuss this with the Cedar County Commission a month ago and with their encouragement agreed to revisit the Goat Island origin issue, believing that there was an equal chance that the island predated statehood and all the while remained Federal property. In our discussions we offered the ability to take the case to W. Raymond Wood, an internationally renowned professor and anthropologist at the University of Missouri. Wood is a preeminent scholar of the Indian tribes of the Upper Missouri and Lewis and Clark, and he has a personal interest in Missouri River cartography.

Wood's cartographic assessment is enclosed and it is his candid opinion that Goat Island is clearly evident prior to Nebraska statehood. Wood's scholarship is well known to the National Park Service and he is willing to provide expert testimony in this regard if necessary.

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00 00 01 00V 95

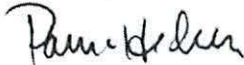
Among other enclosures related to Goat Island you'll find a reconnaissance and recommendations brief prepared by the U.S. Fish and Wildlife Service, several pieces of correspondence on the matter, and several additional locational maps.

We are advised to request a field investigation of the ownership of Goat Island as omitted federal land, and thereafter a transfer of the island to the National Park Service as a component of the Missouri National Recreational River.

Within reason, we are willing to underwrite the costs of this investigation, particularly if this hastens the process measurably.

With warm regards, I remain

Sincerely,



Paul L. Hedren  
Superintendent

Enclosures

Cc: Suarez, MWRO-Lands  
Heimes, Cedar County Commission  
Greve, Cedar County Attorney



and Urban Development, 451 Seventh Street SW., Room 7266, Washington, DC 20410; telephone (202) 402-3970; TTY number for the hearing- and speech-impaired (202) 708-2565 (these telephone numbers are not toll-free), call the toll-free Title V information line at 800-927-7588 or send an email to [title5@hud.gov](mailto:title5@hud.gov).

**SUPPLEMENTARY INFORMATION:** In accordance with 24 CFR part 581 and section 501 of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11411), as amended, HUD is publishing this Notice to identify Federal buildings and other real property that HUD has reviewed for suitability for use to assist the homeless. The properties were reviewed using information provided to HUD by Federal landholding agencies regarding unutilized and underutilized buildings and real property controlled by such agencies or by GSA regarding its inventory of excess or surplus Federal property. This Notice is also published in order to comply with the December 12, 1988 Court Order in *National Coalition for the Homeless v. Veterans Administration*, No. 88-2503-OG (D.D.C.).

Properties reviewed are listed in this Notice according to the following categories: Suitable/available, suitable/unavailable, and suitable/to be excess, and unsuitable. The properties listed in the three suitable categories have been reviewed by the landholding agencies, and each agency has transmitted to HUD: (1) Its intention to make the property available for use to assist the homeless, (2) its intention to declare the property excess to the agency's needs, or (3) a statement of the reasons that the property cannot be declared excess or made available for use as facilities to assist the homeless.

Properties listed as suitable/available will be available exclusively for homeless use for a period of 60 days from the date of this Notice. Where property is described as for "off-site use only" recipients of the property will be required to relocate the building to their own site at their own expense. Homeless assistance providers interested in any such property should send a written expression of interest to HHS, addressed to: Ms. Theresa M. Ritta, Chief Real Property Branch, the Department of Health and Human Services, Room 12-07, Parklawn Building, 5600 Fishers Lane, Rockville, MD 20857, (301)-443-2265 (This is not a toll-free number.) HHS will mail to the interested provider an application packet, which will include instructions for completing the application. In order to maximize the opportunity to utilize a

suitable property, providers should submit their written expressions of interest as soon as possible. For complete details concerning the processing of applications, the reader is encouraged to refer to the interim rule governing this program, 24 CFR part 581.

For properties listed as suitable/to be excess, that property may, if subsequently accepted as excess by GSA, be made available for use by the homeless in accordance with applicable law, subject to screening for other Federal use. At the appropriate time, HUD will publish the property in a Notice showing it as either suitable/available or suitable/unavailable.

For properties listed as suitable/unavailable, the landholding agency has decided that the property cannot be declared excess or made available for use to assist the homeless, and the property will not be available.

Properties listed as unsuitable will not be made available for any other purpose for 20 days from the date of this Notice. Homeless assistance providers interested in a review by HUD of the determination of unsuitability should call the toll free information line at 1-800-927-7588 or send an email to [title5@hud.gov](mailto:title5@hud.gov) for detailed instructions, or write a letter to Ann Marie Oliva at the address listed at the beginning of this Notice. Included in the request for review should be the property address (including zip code), the date of publication in the **Federal Register**, the landholding agency, and the property number.

For more information regarding particular properties identified in this Notice (e.g., acreage, floor plan, condition of property, existing sanitary facilities, exact street address), providers should contact the appropriate landholding agencies at the following addresses: GSA: Mr. Flavio Peres, General Services Administration, Office of Real Property Utilization and Disposal, 1800 F Street NW., Room 7040 Washington, DC 20405, (202) 501-0084 (This is not a toll-free number).

Dated: October 6, 2016.

**Brian P. Fitzmaurice,**

*Director, Division of Community, Assistance, Office of Special Needs Assistance, Assistance Programs.*

**TITLE V, FEDERAL SURPLUS  
PROPERTY PROGRAM FEDERAL  
REGISTER REPORT FOR 10/14/2016**

**Suitable/Unavailable Properties**

*Building*

California

Alameda Federal Center

Northern Parcel  
620 Central Ave.

Alameda CA 94501

*Landholding Agency:* GSA

*Property Number:* 54201630019

*Status:* Excess

*GSA Number:* 9-G-CA-1604-AD

*Directions:* Building 1 (Lab/Office)

26,412.44 sq. ft.; Building 2A (Office)

8,672.86 sq. ft.; Building 2B (Office)

8,754.67 sq. ft.; Building 2C (Office) 9,

119.7 sq. ft.; Building 2D (Storage/

Workshop/Storage) 24,082.18 sq. ft.;

Building 8 (Storage) 817.68 sq. ft.;

Building 10 (storage) 776.55 sq. ft.;

Building 9 (Trash Facilities) 254.58

sq. ft.; Building 12 (Sewage Pumping

Station) 695.32 sq. ft.; Building 13

(Hydraulic Elevator Equipment) 75.04

sq. ft. (contact GSA for more

conditions and info. on a specific

property)

*Comments:* UPDATE: fair conditions;

Building 2C has wall buckling;

current seismic standards not met;

asbestos and lead-based paint;

damaged asbestos with Trace <1%

asbestos in Building 2A crawlspace.

[FR Doc. 2016-24618 Filed 10-13-16; 8:45 am]

**BILLING CODE 4210-67-P**

**DEPARTMENT OF THE INTERIOR**

**Bureau of Land Management**

**[LLWY-957000-17-L13100000-PP0000]**

**Filing of Plats of Survey, Nebraska**

**AGENCY:** Bureau of Land Management, Interior.

**ACTION:** Notice.

**SUMMARY:** After withdrawal of protest, the Bureau of Land Management (BLM) is scheduled to lift the stay of filing of plat of survey dated August 24, 2009, and file this plat of survey thirty (30) calendar days from the date of this publication in the BLM Wyoming State Office, Cheyenne, Wyoming. This survey was executed at the request of the National Park Service and is necessary for the management of these lands. The lands surveyed are:

The plat representing the entire record of the survey of Tract No. 37, Township 32 North, Range 3 East, Sixth Principal Meridian, Nebraska, was accepted March 6, 2009.

**FOR FURTHER INFORMATION CONTACT:**

WY957, Bureau of Land Management, 5353 Yellowstone Road, P.O. Box 1828, Cheyenne, Wyoming 82003.

**SUPPLEMENTARY INFORMATION:** A person or party who wishes to protest against this survey must file a written notice within thirty (30) calendar days from

the date of this publication with the Wyoming State Director, Bureau of Land Management, at the above address, stating that they wish to protest. A statement of reasons for the protest may be filed with the notice of protest and must be filed with the Wyoming State Director within thirty (30) calendar days after the protest is filed. If a protest against the survey is received prior to the date of official filing, the filing will be stayed pending consideration of the protest. A plat will not be officially filed until the day after all protests have been dismissed or otherwise resolved. Before including your address, phone number, email address, or other personal identifying information in your protest, you should be aware that your entire protest—including your personal identifying information—may be made publicly available at any time. While you can ask us to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

Copies of the preceding described plat are available to the public at a cost of \$4.20 per plat.

Dated: October 7, 2016.

**John P. Lee,**

*Chief Cadastral Surveyor, Division of Support Services.*

[FR Doc. 2016–24852 Filed 10–13–16; 8:45 am]

**BILLING CODE 4310–22–P**

## INTERNATIONAL TRADE COMMISSION

[USITC SE–16–033]

### Government in the Sunshine Act Meeting Notice

**AGENCY HOLDING THE MEETING:** United States International Trade Commission.

**TIME AND DATE:** October 25, 2016 at 11:00 a.m.

**PLACE:** Room 101, 500 E Street SW., Washington, DC 20436, Telephone: (202) 205–2000.

**STATUS:** Open to the public.

### Matters To Be Considered

1. Agendas for future meetings: None.
2. Minutes.
3. Ratification List.
4. Vote in Inv. Nos. 701–TA–548 and 731–TA–1298 (Final) (Welded Stainless Steel Pressure Pipe From India). The Commission is currently scheduled to complete and file its determinations and views of the Commission on November 7, 2016.

5. Outstanding action jackets: None.

In accordance with Commission policy, subject matter listed above, not

disposed of at the scheduled meeting, may be carried over to the agenda of the following meeting.

By order of the Commission.

Issued: October 12, 2016.

**William R. Bishop,**

*Supervisory Hearings and Information Officer.*

[FR Doc. 2016–25076 Filed 10–12–16; 4:15 pm]

**BILLING CODE 7020–02–P**

## INTERNATIONAL TRADE COMMISSION

### Notice of Receipt of Complaint; Solicitation of Comments Relating to the Public Interest

**AGENCY:** U.S. International Trade Commission.

**ACTION:** Notice.

**SUMMARY:** Notice is hereby given that the U.S. International Trade Commission has received a complaint entitled *Certain Mobile Device Holders and Components Thereof*, DN 3178; the Commission is soliciting comments on any public interest issues raised by the complaint or complainant's filing under § 210.8(b) of the Commission's Rules of Practice and Procedure (19 CFR 210.8(b)).

**FOR FURTHER INFORMATION CONTACT:** Lisa R. Barton, Secretary to the Commission, U.S. International Trade Commission, 500 E Street SW., Washington, DC 20436, telephone (202) 205–2000. The public version of the complaint can be accessed on the Commission's Electronic Document Information System (EDIS) at <https://edis.usitc.gov>, and will be available for inspection during official business hours (8:45 a.m. to 5:15 p.m.) in the Office of the Secretary, U.S. International Trade Commission, 500 E Street SW., Washington, DC 20436, telephone (202) 205–2000.

General information concerning the Commission may also be obtained by accessing its Internet server at United States International Trade Commission (USITC) at <https://www.usitc.gov>. The public record for this investigation may be viewed on the Commission's Electronic Document Information System (EDIS) at <https://edis.usitc.gov>. Hearing-impaired persons are advised that information on this matter can be obtained by contacting the Commission's TDD terminal on (202) 205–1810.

**SUPPLEMENTARY INFORMATION:** The Commission has received a complaint and a submission pursuant to § 210.8(b) of the Commission's Rules of Practice

and Procedure filed on behalf of Nite Ize, Inc. on October 6, 2016. The complaint alleges violations of section 337 of the Tariff Act of 1930 (19 U.S.C. 1337) in the importation into the United States, the sale for importation, and the sale within the United States after importation of certain mobile device holders and components thereof. The complaint names as respondents Shenzhen Youtai Trade Company Limited, d/b/a NoChoice of China; REXS LLC of Lewes, DE; Spinido, Inc. of Brighton, CO; Luo, Qiben, d/b/a Lita International Shop of China; Guangzhou Kuaguoyi E-commerce co., ltd. d/b/a Kagu Culture of China; Shenzhen New Dream Technology Co., Ltd., d/b/a Newdreams of China; Shenzhen Gold South Technology Co., Ltd. d/b/a Baidatong of China; Zhao Chunhui d/b/a Skyocean of China; Sunpauto Co, ltd. of Hong Kong; Wang Zhi Gang d/b/a IceFox of China; Dang Yuya d/b/a Sminiker of China; Shenzhen Topworld Technology Co. d/b/a IdeaPro of Hong Kong; Lin Zhen Mei d/b/a Anson of China; Wu Xuying d/b/a Novoland of China; Shenzhen New Dream Sailing Electronic Technology Co., Ltd. d/b/a MegaDream of China; Zhongshan Feiyu Hardware Technology Co., Ltd d/b/a YouFo of China; Ninghuaxian Wangfulong Chaojischichang Youxian Gongsi Ltd., d/b/a EasybuyUS of China; Chang Lee d/b/a Frentaly of Duluth, GA; Trendbox USA LLC d/b/a Trendbox of Scottsdale, AZ; Timespa d/b/a Jia Bai Nian (Shenzhen) Electronic Commerce Trade CO., LTD, of China; Tontek d/b/a Shenzhen Hetongtai Electronics Co., Ltd., of China; Scotabc d/b/a ShenChuang Opto-electronics Technology Co., Ltd. of China; Tenswall d/b/a Shenzhen Tenswall International Trading Co, Ltd. of La Puente, CA; Luo Jieqiong d/b/a Wekin of China; Pecham d/b/a Baichen Technology Ltd. of Hong Kong; Cyriфт d/b/a Guangzhou Sunway E-Commerce LLC. of China; Rymemo d/b/a Global Box, LLC of Dunbar, PA; Wang Guoxiang d/b/a Minse of China; Yuan I d/b/a Bestrix of China; Zhiping Zhou d/b/a Runshion of China; Funlavie of Riverside, CA; Huijukon d/b/a Shenzhen Hui Ju Kang Technology Co. Ltd., of China; Zhang Huajun d/b/a CeeOne of China; EasyAcc/d/b/a Searay LLC., of Newark, DE; Barsone d/b/a Shenzhen Senweite Electronic Commerce Ltd., of China; Oumeiou d/b/a Shenzhen Oumeiou of China; Grando d/b/a Shenzhen Dashentai Network Technology Co., Ltd., of China; Shenzhen Yingxue Technology Co., Ltd. of China; Shenzhen Longwang Technology Co., Ltd., d/b/a LWANG of China; and Hu Peng d/b/a AtomBud of



## TOWNSHIP 32 NORTH, RANGE 3 EAST, OF THE SIXTH PRINCIPAL MERIDIAN, NEBRASKA.

SOUTH DAKOTA

## SURVEY OF TRACT 37

Lat. 42°46'44.881"N.  
Long. 97°06'04.971"W.  
NAD 83(1995)

T92N R53W  
S 16 S 15  
S 21 S 22  
2000

The cor. of secs. 15, 16, 21 and 22, T. 92 N., R. 53 W., Fifth Principal Meridian, South Dakota, monumented by persons unknown with an iron pipe, 32 ins. long, 1 in. diam., firmly set 6 ins. below the surface of the ground, with a granite stone, 8x8x4 ins., no mks. visible, firmly set 30 ins. below the surface alongside, in projection of gravel roads extending N. and W. This position is accepted as the best available evidence of the original cor. position.

At the corner point, set an iron post, 28 ins. long, 2 1/2 ins. diam., flush with the surface of the ground, with brass cap mkd. as shown.

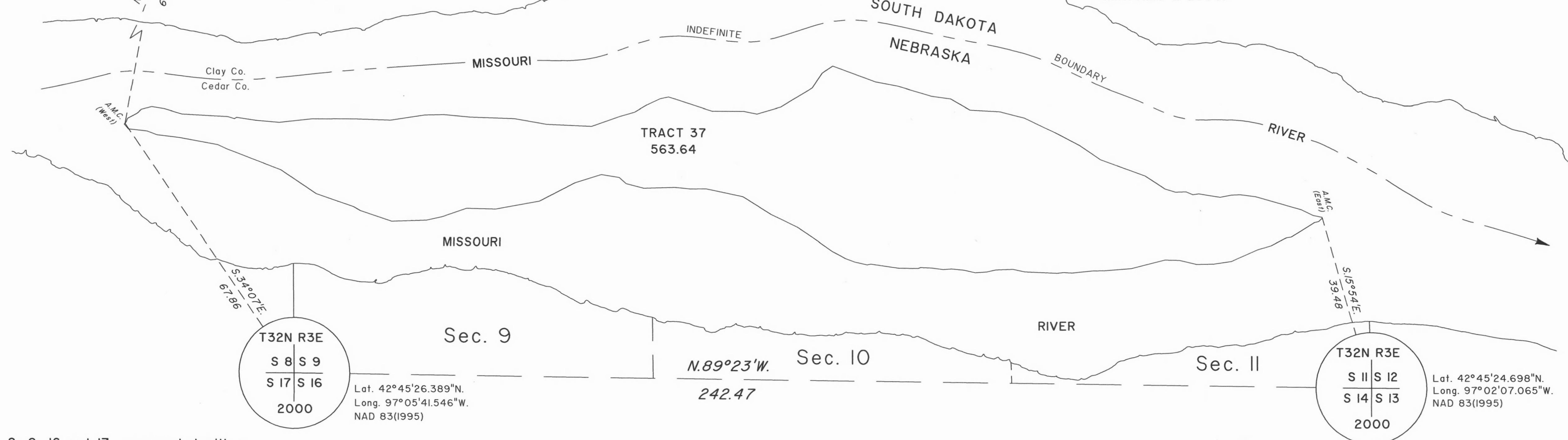
Deposit the iron pipe inside and bury the unmkd. stone alongside the iron post.

At the point selected for the auxiliary meander cor. on the east end of Tract 37, set an iron post, 28 ins. long, 2 1/2 ins. diam., 24 ins. in the ground, with brass cap mkd. AMC-E 2000.

At the point selected for the auxiliary meander cor. on the west end of Tract 37, set an iron post, 28 ins. long, 2 1/2 ins. diam., 24 ins. in the ground, with brass cap mkd. AMC-W 2000.

Meanders of Tract 37  
South Shore of Island  
A.M.C. (East)

S. 48°05' W., 0.67  
S. 76°09' W., 0.98  
S. 57°34' W., 6.14  
S. 81°40' W., 1.14  
S. 62°10' W., 3.83  
S. 73°32' W., 3.27  
S. 66°08' W., 6.46  
S. 81°15' W., 4.05  
S. 89°03' W., 3.99  
N. 76°31' W., 3.93  
N. 89°04' W., 3.33  
S. 75°30' W., 7.83  
S. 85°22' W., 6.13  
S. 89°28' W., 2.42  
S. 83°44' W., 4.78  
N. 86°26' W., 1.91  
S. 83°46' W., 1.52  
N. 87°43' W., 7.19  
N. 78°05' W., 2.78  
S. 87°54' W., 3.92  
S. 77°34' W., 2.15  
S. 85°58' W., 2.54  
N. 76°53' W., 2.59  
N. 84°26' W., 2.80  
S. 85°03' W., 1.84  
N. 82°40' W., 2.70  
N. 87°55' W., 2.37  
S. 71°35' W., 0.60  
N. 89°24' W., 4.44  
N. 81°55' W., 6.36  
S. 79°02' W., 0.84  
N. 77°44' W., 2.81  
N. 70°19' W., 2.37  
N. 61°44' W., 3.38  
N. 55°57' W., 9.79  
N. 64°44' W., 6.54  
N. 58°09' W., 7.53  
N. 78°07' W., 8.33  
S. 89°35' W., 3.64  
N. 84°38' W., 3.41  
S. 88°20' W., 7.07  
N. 75°32' W., 4.20  
N. 49°29' W., 2.11  
N. 81°08' W., 4.02  
S. 72°24' W., 6.16  
S. 62°27' W., 9.08  
S. 79°25' W., 10.00  
N. 88°46' W., 6.71  
S. 70°50' W., 5.83  
S. 77°20' W., 3.75  
S. 87°59' W., 7.84  
N. 71°23' W., 7.51  
N. 60°25' W., 1.72  
N. 71°14' W., 8.86  
N. 56°04' W., 9.57  
N. 69°17' W., 13.03  
N. 64°17' W., 2.14  
N. 80°01' W., 8.85  
N. 83°09' W., 4.98  
N. 70°17' W., 2.40  
N. 83°49' W., 4.14  
N. 39°53' W., 1.40  
N. 42°01' E., 0.63  
A.M.C. (West)



The cor. of secs. 8, 9, 16 and 17, monumented with a granite stone, 17x12x8 ins., firmly set 14 ins. in the ground, in fence extending N. and S., dimly mkd. 4 notches on E. face and 4 notches on S. face.

At the corner point, set an iron post, 28 ins. long, 2 1/2 ins. diam., 24 ins. in the ground, with brass cap mkd. as shown

from which

An ash, 8 ins. diam., bears N. 58 1/2° E., 21 lks. dist., mkd. T32N R3E S9 BT.

An ash, 11 ins. diam., bears S. 72° E., 46 lks. dist., mkd. T32N R3E S16 BT.

A Bur Oak, 13 ins. diam., bears N. 76° W., 97 lks. dist., mkd. T32N R3E S8 BT.

Bury the original cor. stone alongside the iron post.

## SURVEY INFORMATION AND CERTIFICATE

This plat represents the entire record of the survey of Tract No. 37, Township 32 North, Range 3 East, Sixth Principal Meridian, Nebraska.

The history of earlier upland surveys pertaining to this survey is as follows:

John K. Cook surveyed the subdivisional lines and meandered the right bank of the Missouri River (Nebraska side) in 1858.

John E. Clark surveyed the subdivisional lines and meandered the left bank of the Missouri River, T. 92 N., R. 53 W. (South Dakota side), in 1861.

The original surveys by John E. Clark and John K. Cook made no mention of an island in the river.

This survey was executed with a Trimble global positioning system (GPS) Model 4700 receivers. The directions of all lines refer to the true meridian. All directions, distances and geographic positions were determined by GPS control and photogrammetric methods from March 28, 2000 aerial photography.

Tract 37 is situated in the Missouri River, approximately 24 miles downstream from Gavins Point Dam, with an approximate elevation of 1,145 feet above sea level. Vegetation consists of heavy cottonwood timber and scattered cedar, with dense undergrowth of various species of hardwood brush and native grasses. The island is accessible only by boat.

The U.S. Geological Survey research indicates Goat Island has been a permanent channel feature in the Missouri River above the ordinary high water mark, the origin and the formation of which predates Nebraska statehood on March 1, 1867. By the request of the National Park Service, the U.S. Geological Survey performed a systematic, scientific investigation of the geomorphic, hydrologic and biological characteristics of Goat Island and the Sand Hill Reach, Missouri River, necessary to support this conclusion. The complete scientific report, chronology of pertinent historical documents and events, other supporting information and the summary report is located in the files for Group No. 147, Nebraska.

I Joel T. Ebner, Cadastral Surveyor, HEREBY CERTIFY upon honor that, in pursuance of Special Instructions dated February 25, 1999, and Amended Special Instructions dated March 2, 2000, for Group No. 147, Nebraska, and Special Instructions dated February 15, 2000, for Group No. 117, South Dakota, I have surveyed Tract No. 37, and remonumented certain corners, T. 32 N., R. 3 E., Sixth Principal Meridian, Nebraska, and remonumented the corner of secs. 15, 16, 21 and 22, T. 92 N., R. 53 W., Fifth Principal Meridian, South Dakota, and that this plat in one sheet represents the entire record of this survey. Field assistants were Ryan R. Lorenzen, Surveying Technician, James D. Clafflin, John P. Lee, and Jerry L. Messick, Cadastral Surveyors, and John B. Keating, Jr., Cartographer. Survey commenced April 22, 1999, and completed March 16, 2000, and has been made in strict conformity with the Special Instructions, the Manual of Surveying Instructions for the Survey of Public Lands of the United States, 1973, and in specific manner described hereon.

The cor. of secs. 11, 12, 13 and 14, monumented with a steel reinforcement rod, 12 ins. long, 5/8 in. diam., firmly set 14 ins. below the surface of the ground, in projection of gravel roads extending S. and W. This position is accepted as the best available evidence of the original cor. position.

At the corner point, set an iron post, 28 ins. long, 2 1/2 ins. diam., 20 ins. below the surface of the ground, with brass cap mkd. as shown.

Deposit the steel reinforcement rod inside the iron post.

UNITED STATES DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

Cheyenne, Wyoming

March 6, 2009

This plat representing the entire record of this survey, having been correctly executed in accordance with the requirements of law and the regulations of this Bureau, is hereby accepted.

For the Director

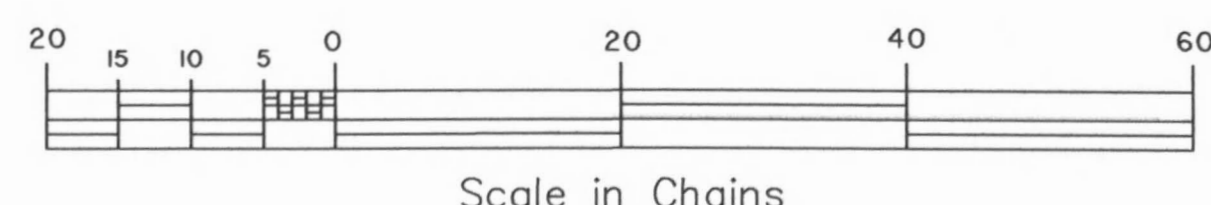
*John P. Lee*  
John P. Lee

Chief Cadastral Surveyor for Nebraska

March 6, 2009

Date

*Joel T. Ebner*  
Joel T. Ebner  
Cadastral Surveyor





## **APPENDIX B: NATURAL AND CULTURAL RESOURCES**

# **Goat Island Resource Summary**

January 2018



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## Introduction

The following information was gathered from various sources to summarize the observed natural resources and conditions of Goat Island. This document is not intended to be comprehensive or to provide a complete understanding of the island's resources. This document is intended to be expanded and edited as more information becomes available.

## Vegetation

### General Vegetation Characterization – 2017 MNRR Staff Observations

Goat Island is dominated by dense stands of eastern redcedar (*Juniperus virginiana*) with areas of aging cottonwood and other late successional tree species such as green ash (*Fraxinus pennsylvanica*) and elm (*Ulmus* sp.). Siberian elm (*Ulmus pumila*) and Russian olive (*Elaeagnus angustifolia*) are also present. Roughleaf dogwood (*Cornus drummondii*) is a common understory shrub and ground cover included many native grass and forb species such as switchgrass (*Panicum virgatum*), prairie cordgrass (*Spartina pectinate*), milkweed (*Asclepias* sp.), and vervain (*Verbena* sp.).

Non-native plant species are patchy and on the northwest section of the wooded area there are numerous dead cottonwoods which are visible from the river on the South Dakota side. Bald eagle (*Haliaeetus leucocephalus*) nests were observed in this area as well.

Aerial imagery shows old channel scars and areas that are not forested. Some areas explored are low lying areas with evidence of flood killed redcedar and cottonwood trees bearing water marks from recent flooding (e.g., 2011). There are other open areas dominated by a mix of non-native and native perennial and annual grasses and forbs. In addition, some open areas had sparse vegetation and were sandy in nature perhaps from flood deposition.

The sandbar complex on the northeast side of the island has young cottonwood (*Populus deltoides*) and willow (*Salix* sp.) stands with some recent recruitment patches near the edges and in moist low-lying areas. In addition, there are some off-channel water features such as ponds and backwaters that often had common reed (*Phragmites* sp.) and cattails (*Typha* sp.) present.

There are large stands of leafy spurge (*Euphorbia esula*), Canada thistle (*Cirsium arvense*) as well as large areas of Kentucky bluegrass in flood inundated areas. A few buckthorn (*Rhamnus cathartica*) plants were found and honeysuckle (*Lonicera* sp.) is likely to be present. Several catalpa (*Catalpa* sp.) and bur oak (*Quercus macrocarpa*) trees were observed and silver maple (*Acer saccharinum*) and walnut (*Juglans nigra*) are likely in places.

### Vegetation Mapping Project

The Northern Great Plains Inventory and Monitoring Network, MNRR, and the Colorado State University Team (Colorado Natural Heritage Program and Center for Environmental Management of Military Lands) have partnered to develop a vegetation map for both districts of the MNRR. Draft results for Goat Island have been provided (final results available in late 2018 or early 2019). There are five plots on Goat Island. Two are full vegetation plots and three are simple observation points. The predominant classifications for Goat Island include (Figure 1):

- MC101 - Ruderal Herbaceous Grassland
- MC103 - *Andropogon gerardii* Tall Grass Prairie Grassland
- MC201 – Sandbar willow (*Salix interior*) Wet Shrubland
- MC301 – Cottonwood (*Populus deltoides*) Ruderal Forest and Woodland
- MC304 - Cottonwood (*Populus deltoides*) / Eastern red cedar (*Juniperus virginiana*) Floodplain Forest and Woodland
- MC302 - Cottonwood (*Populus deltoides*) Floodplain Forest and Woodland
- MC305 - Cottonwood (*Populus deltoides*) – Peachleaf willow (*Salix amygdaloides*) Floodplain Woodland and Forest
- MC308 – Eastern red cedar (*Juniperus virginiana*) Midwest Ruderal Woodland and Forest
- MC309 – Russian Olive (*Elaeagnus angustifolia*) Ruderal Riparian Woodland and Forest
- MC401 - Riverine Sparse Bar Vegetation



Figure 1. This draft map, provided by the Colorado State University Team, depicts vegetation classifications of Goat Island and the surrounding areas within the MNRR authorized boundary. This vegetation classification map does not imply NPS ownership of privately owned lands within with the MNRR boundary.

## Vegetation Surveys

Goat Island is a very large parcel, with mostly mature cottonwood (*Populus deltoides*) woodlands and (in many places) dense stands of eastern red cedar (*Juniperus virginiana*), along with some open meadows. Dr. Mark Dixon with the University of South Dakota established 15 vegetation plots (10 forest/woodland, two sandbar, two post-cottonwood recruitment patches, and one grassland/meadow site) on Goat Island in

2015 and 2016. All but one of the woodland sites (F8, F15) had high dominance by eastern red cedar in either the tree or shrub layer or both. Mature cottonwoods were present in the canopy of half of the forest sites and likely formed a sparse canopy near some other locations where they were not measured in the plot. Together, red cedar and cottonwood made up most of the trees, with ash (*Fraxinus pennsylvanica*) present on two sites and burr oak (*Quercus macrocarpa*) on one. Herbaceous cover was very low (<10%) on three forested sites and most sites showed a low to moderate floristic quality. Dogwood (*Cornus drummondii*) was also a common shrub species on more than half of the forest sites.

The single grassland site had low species richness, low FQI (floristic quality index) and low C (coefficient of conservatism) values, and was dominated by forb cover, principally perennial ragweed (*Ambrosia psilostachya*). The two sandbar sites occurred on two different parts of Goat Island, S1 was on a large bar on the western end of the island, while S3 occurred on a high abandoned channel between the main Goat Island and a smaller island that is now attached to it at most flows. Neither sandbar plot had any woody seedlings recorded in the sampling plots.

Management recommendations from this project include opening up the currently dense cedar stands via clearing and/or prescribed burning could help to foster greater understory plant diversity within the cottonwood woodlands and increase the area of meadow/prairie vegetation. Goat Island is likely to progressively lose its cottonwood overstory in the decades to come, with red cedar likely to increase in its dominance of the site. Preservation of recruitment patches on bars on or adjacent to Goat Island, although small, may help to mitigate some of the future losses of cottonwood on higher surfaces of the island.

Final Report: 2017. Dixon, Mark D., "Final Report: Rare Plant and Vegetation Monitoring within the Missouri National Recreational River". Department of Biology, University of South Dakota, 414 E. Clark Street, Vermillion, SD 57069, March 31, 2017.

## **Herpetofaunal**

Fogell and Cunningham inventoried amphibian and reptile species on Goat Island as part of a larger effort in 2003 and 2004 (Fogell and Cunningham 2005). Goat Island was called out by name once within the report to share that only garter snakes (*Thamnophis sirtalis*) were encountered there in woodland, grassland, and wetland habitats. The report does mention that a single western fox snake was encountered by another party doing research on the island during the same time period.

Turtles were trapped on the upstream half of Goat Island Dr. Jacob Kerby with the University of South Dakota in 2017. Fourteen traps were placed on July 19<sup>th</sup> and twenty traps were placed on July 25<sup>th</sup>. In total, 38 individual turtles were trapped. The most predominant species was the false map turtle (*Graptemys pseudogeographica*) with 32 individuals. The false map turtle is a state listed species in South Dakota, but is known to be the most common turtle species throughout the MNRR from other research. Other species included the smooth softshell turtle (*Apalone mutica*) and the spiny softshell turtle (*Apalone spinifera*). Four smooth softshell turtles and two spiny softshell turtle were trapped.

More detailed data courtesy of Dr. Kerby can be found in the attached spreadsheet.

## Fish

MNRR staff assisted Dr. Jeff Wesner of the University of South Dakota on July 19, 2017 in seining the ponds and wetlands (Figures 2, 3, 4) along the perimeter of Goat Island.

One backwater (Pool 1) was not connected to the main stem river. The other pools were all connected to the main stem river. They made 3-5 haphazard seine hauls to document the fish species present in each pool. Most fish were identified in the field, but several fish were kept for laboratory identification. A fish abundance estimate was not attempted. Multiple adult Silver Carp (or possibly Bighead Carp) were visually observed during collections in the two connected pools (Pools 2 & 3), but were not captured by seining. The numbers below (Table 1) represent the number of fish kept for identification or diet analysis (pending), but are not intended to be reflective of relative abundance in the backwater pools. The presence of juvenile bass, buffalo, and crappie indicate that these habitats are serving as essential habitat for juvenile game fish. However, they also support juvenile common carp.

Table 1. Fishes identified in the backwaters of Goat Island. The stage and # kept refer to the subset of fishes that were identified in the lab.

Pool	Notes	Species	Common	stage	# kept
1	pool not connected	<i>Lepomis cyanellus</i>	Green Sunfish	adult	1
1	pool not connected	<i>Lepomis macrochirus</i>	Bluegill Sunfish	adult	3
1	pool not connected	<i>Pomoxis nigromaculatus</i>	Black Crappie	juvenile	1
1	pool not connected	<i>Cyprinella spiloptera</i>	Spotfin Shiner	juvenile	2
2	pool connected to mainstem	<i>Micropterus salmoides</i>	Largemouth Bass	juvenile	1
2	pool connected to mainstem	<i>Cyprinus carpio</i>	Common Carp	juvenile	15
2	pool connected to mainstem	<i>Hypophthalmichthys molitrix</i>	Silver Carp	adult	0
3	pool connected to mainstem	<i>Carpoides cyprinus</i>	Quillback	juvenile	6
3	pool connected to mainstem	<i>Micropterus salmoides</i>	Largemouth Bass	juvenile	1
3	pool connected to mainstem	<i>Cyprinus carpio</i>	Common Carp	juvenile	2
3	pool connected to mainstem	<i>Hypophthalmichthys molitrix</i>	Silver Carp	adult	0
3	pool connected to mainstem	<i>Cyprinella spiloptera</i>	Spotfin Shiner	adult	12



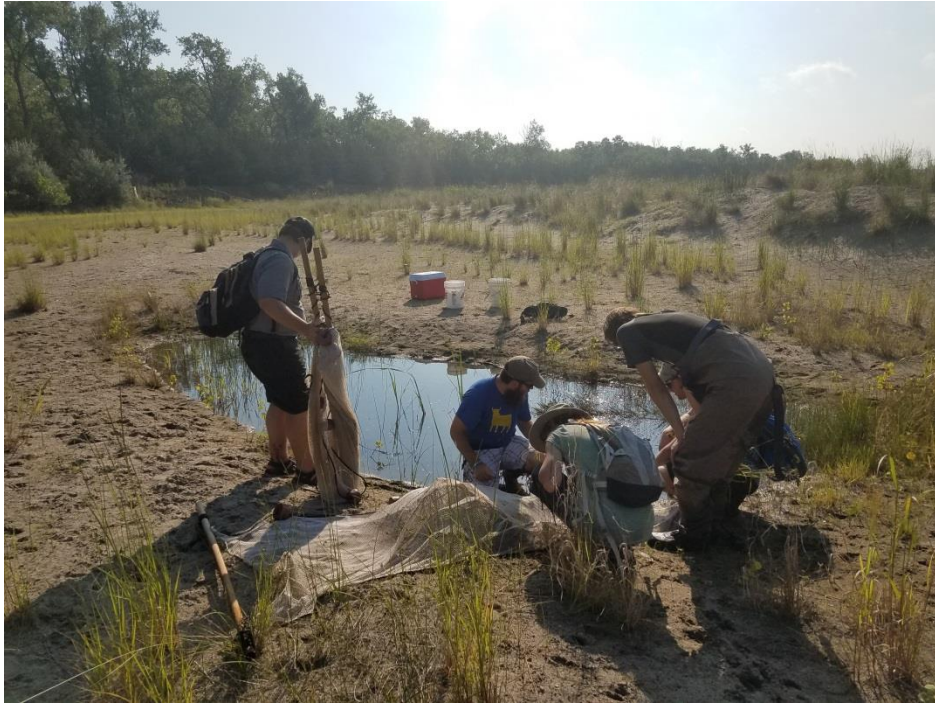


Figure 2. Fish seining at pond 1 in summer of 2017



Figure 3. Fish seining at pond 2 in summer of 2017



Figure 4. Fish seining at pond 3 in summer of 2017

## **Birds**

### **Land birds**

Dr. David Swanson at the University of South Dakota conducted one set of bird surveys in the mid-1990s with 15 points along a 3km transects. Data is not currently available.

### **Interior Least Tern and Piping Plover**

The U.S. Army Corps of Engineers (USACE) has monitored interior least tern and piping plover nests on the MNRR since 1993. The sandbars accreted to Goat Island have been used for nesting by both species throughout the monitoring time period (Figure 5 and Figure 6). Symbols on the map below indicate a nest that was detected by USACE; nest success and productivity data are also available. In 2017, both species preferred the sandbars on the downstream or eastern end of the island (Figure 6). Data downloaded from USACE ([https://rsgisias.crrel.usace.army.mil/intro/dms.dmsintro.main##Click to access DMS](https://rsgisias.crrel.usace.army.mil/intro/dms.dmsintro.main##Click%20to%20access%20DMS)).



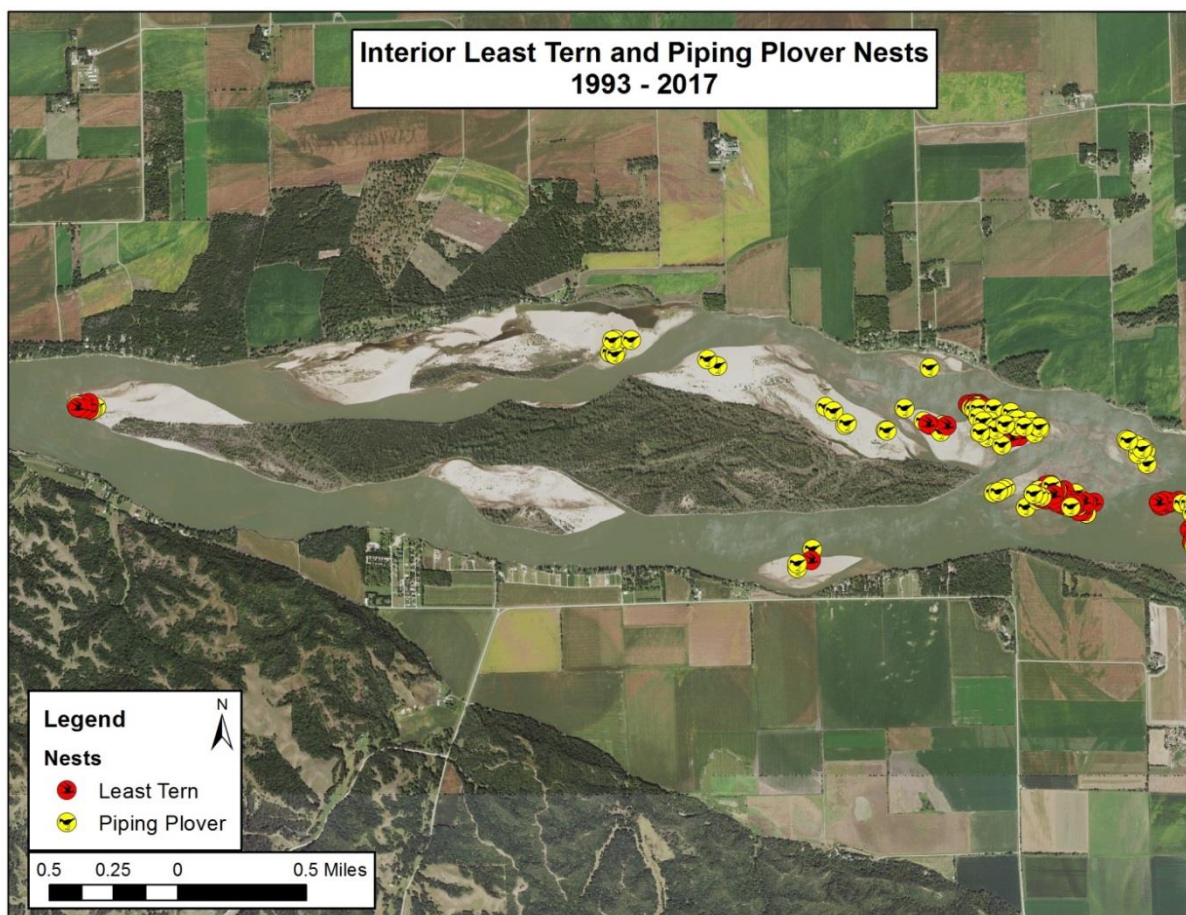


Figure 5. Interior least tern and piping plover nests found within the vicinity of Goat Island from 1993 to 2017.



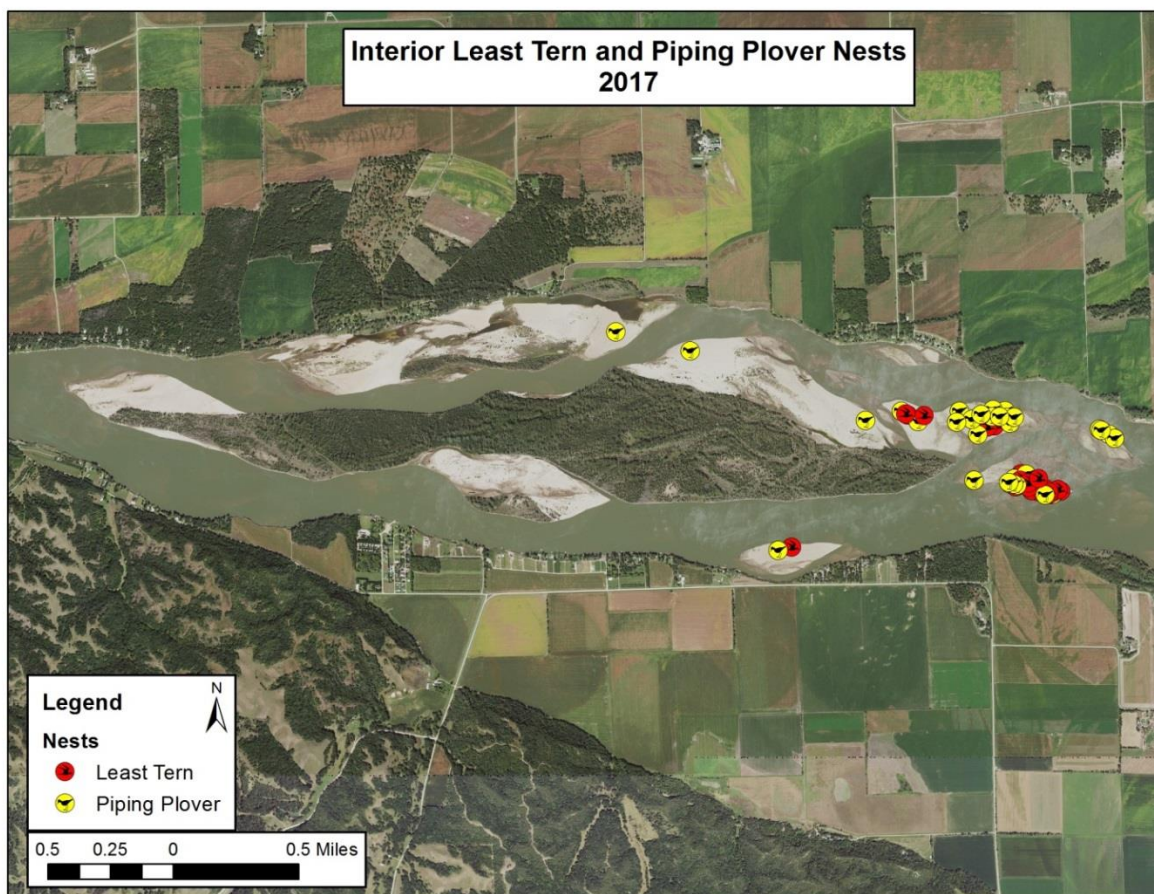


Figure 6. Interior least tern and piping plover nests found within the vicinity of Goat Island in 2017.

## Small Mammals

Dr. James Novak of the University of South Dakota conducted long-term study of small mammals on the island. Results from 2004 were documented within a NPS Mammal Inventory Report (2004). Novak had three study sites on Goat Island which consisted of three parallel trap lines each (Table 2) with both Sherman Live traps and pitfall traps. Species encountered included meadow vole (*Microtus pennsylvanicus*), prairie vole (*Microtus ochrogaster*), white footed mouse (*Peromyscus leucopus*), and masked shrew (*Sorex cinereus*). (Table 3 and Table 4).

Table 2. Coordinates for the corners of each study area from a 2004 small mammal study

Coordinates for the Corners of Each Study Area			
	UTM Zone	Easting	Northing
G1	14	657392	4736223
	14	657493	4736226
	14	657494	4736166
	14	657393	4736364
G2	14	657531	4736297
	14	657529	4736356
	14	657631	4736300
	14	657630	4736359

G3	14	646499	4736434
	14	656585	4736383
	14	656625	4736449
	14	656532	4736501

Table 3. Species and individuals captured per site from a 2004 small mammal study

Site	Date	Species	Individuals	Total Trap Nights
G1	May 2004	<i>Microtus pennsylvanicus</i>	1	111
		<i>Peromyscus leucopus</i>	76	
		<i>Sorex cinereus</i>	1	
G1	June 2004	<i>Peromyscus leucopus</i>	124	150
		<i>Sorex cinereus</i>	2	
G1	July 2004	<i>Peromyscus leucopus</i>	188	210
G2	June 2004	<i>Microtus pennsylvanicus</i>	3	90
		<i>Peromyscus leucopus</i>	1	
G2	July 2004	<i>Microtus pennsylvanicus</i>	3	90
G3	May 2004	<i>Peromyscus leucopus</i>	10	90
G3	June 2004	<i>Microtus ochrogaster</i>	3	96
		<i>Peromyscus leucopus</i>	53	
G3	July 2004	<i>Microtus ochrogaster</i>	6	148
		<i>Peromyscus leucopus</i>	102	

Table 4. Total captures from a 2004 small mammal study

Total Captures	
<i>Microtus ochrogaster</i>	9
<i>Microtus pennsylvanicus</i>	7
<i>Peromyscus leucopus</i>	554
<i>Sorex cinereus</i>	3
Total	573

## American Burying Beetle

Keith Perkins of the University of Sioux Falls conducted a survey in 2005 to search for the American Burying Beetle (*Nicrophorus Americanus*), an endangered species, within the 59-Mile District of the MNRR from river miles 784.0 to 790.8. Goat Island had five trap sites. No American burying beetles were found on Goat Island or at the other study sites.

## Mussels

A 2006 mussel survey by Keith Perkins of the University of Sioux Falls included five sites along Goat Island.

The site at RM 785.8 was a sand bar on the upper north end of Goat Island. This site yielded 63 live specimens of 4 species. The specimens were concentrated in a channel that ran between Goat Island and the sand bar. Perkins reported that this site also produced two young of year smooth soft-shell turtles.

The site at RM 785.6 was also a bar on the north side of Goat Island along the South Dakota shore. This site yielded 105 live unionids of four species and 17 dead of 5 species. This site yielded two young of year soft-shell turtles.

The site at RM 784.4 was a sandbar at the upstream end of Little Jake's Island (the island adjacent to the north side of Goat Island). Perkins data states it yielded 103 live of four species and 41 dead of 3 species.

The site at RM 783.7 was on the north side of Goat Island. This site yielded 20 live of three species and 17 dead of three species.

The site at RM 783.5 was a sand bar on the north side of Goat Island. It yielded 11 dead and 54 live specimens of four species. This site yielded 6 soft shell turtles.

Table 5. Results from Perkins 2006 mussel survey.

Species		RM 785.8	RM 785.6	RM 784.4	RM 783.7	RM 783.5
<i>Leptodea fragilis</i> (fragile papershell)	Live	25	35	22	6	18
	Dead	3	8	15	9	1
<i>Potamilus alatus</i> (pink heelsplitter)	Live		5	5		1
	Dead	3		3		3
<i>Potamilus ohiensis</i> (pink papershell)	Live	27	61	73	13	23
	Dead		6	23	5	1
<i>Truncilla truncate</i> (Deertoe)	Live	10				
	Dead	2				
<i>Pyganodon grandis grandis</i> (giant floater)	Live	1	4	3	1	12
	Dead		2		3	6
<i>Amblema plicata plicata</i> (Threeridge)	Live					
	Dead		1			
<i>Lasmigona complanata</i> (white heelsplitter)	Live					
	Dead		1			
Total	Live	63	105	103	20	54
	Dead	8	18	41	17	11

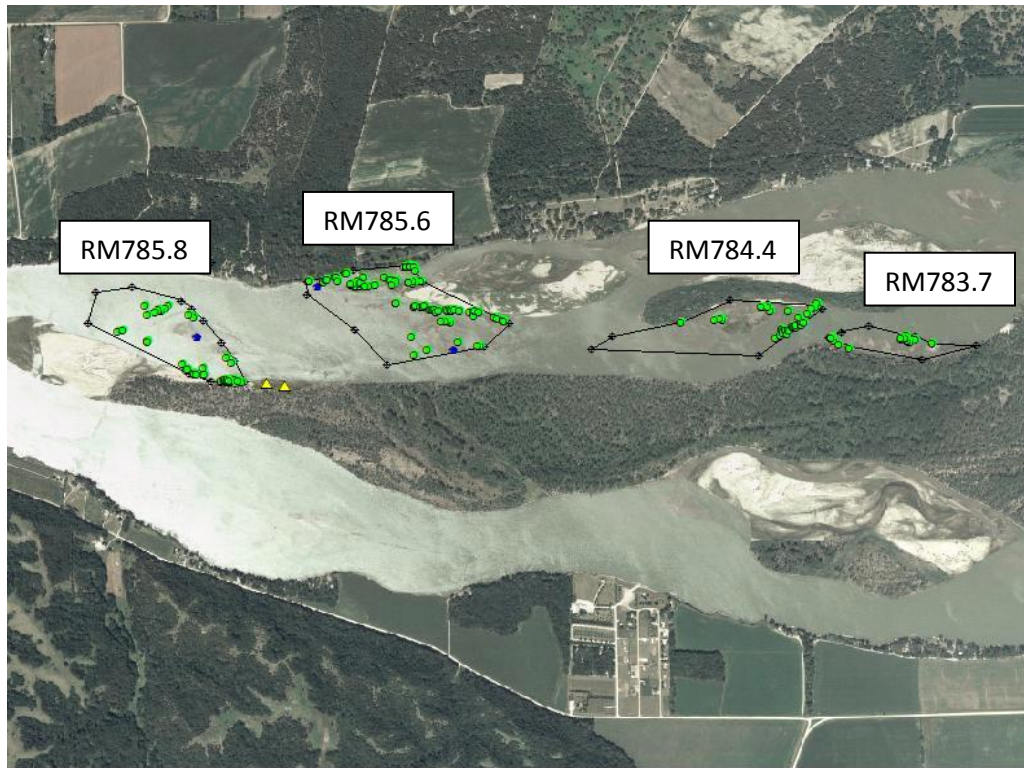


Figure 7. Sites RM 785.8, RM 785.6, RM 784.4, and RM 783.7, upstream to downstream. Black dots indicate polygon corners, green dots indicate live mussels, blue dots indicate young of the year softshell turtles, and yellow triangles indicate depth and current measurement points.



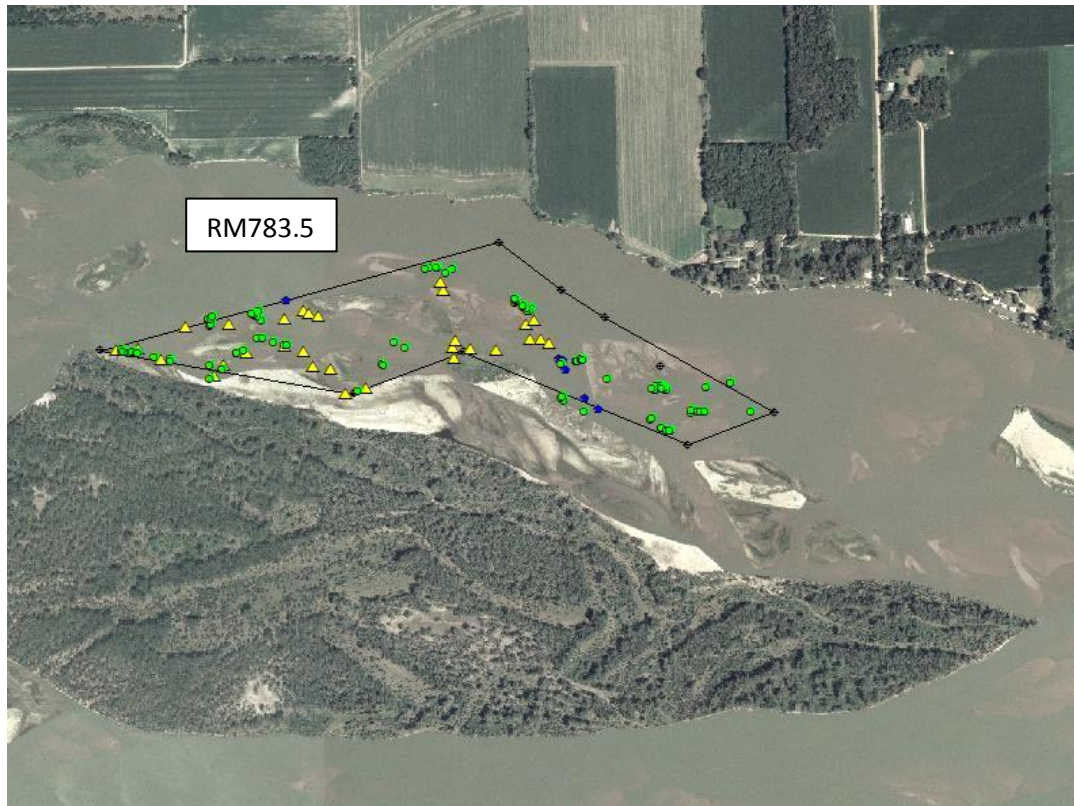


Figure 8. Site RM 783.5 from Perkins 2006. Black dots indicate polygon corners, green dots indicate live mussels, blue dots indicate young of the year softshell turtles, and yellow triangles indicate depth and current measurement points.

## **Pedestrian Surveys**

Pedestrian surveys took place throughout 2017 to evaluate conditions on Goat Island.

## **Recent and Historic Human Debris**

A variety of recent and historic human debris is located throughout the island. Examples include shed, shacks, a lister, windmill, tractor, remnants of a pick-up camper, and some kitchen appliances. Recent debris includes common litter and trash, posts, and a fire extinguisher. The map below indicates the debris found and is not meant to be comprehensive (Figure 9).

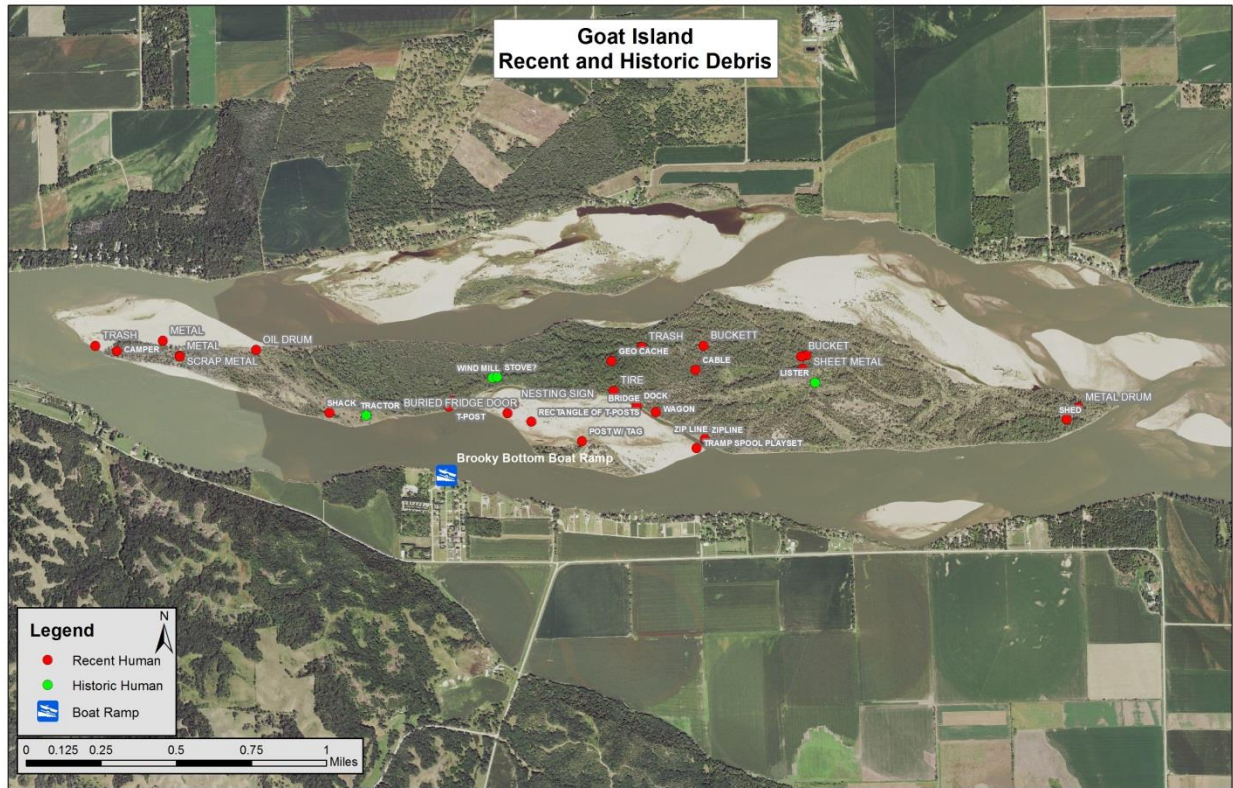


Figure 9. Recent and historic debris found on Goat Island during 2017 surveys.

### Hunting Structures and Established Trails

Twenty three tree stands were noted with GPS coordinates throughout the island. The locations of seven automated feeders were also captured with GPS coordinates. It is likely that additional tree stands and feeders may exist, but were not observed during the pedestrian surveys (Figure x).

A network of presumed ATV trails was observed and GPS'd. The trails form a grid-like pattern in the center of the island (Figure 10).



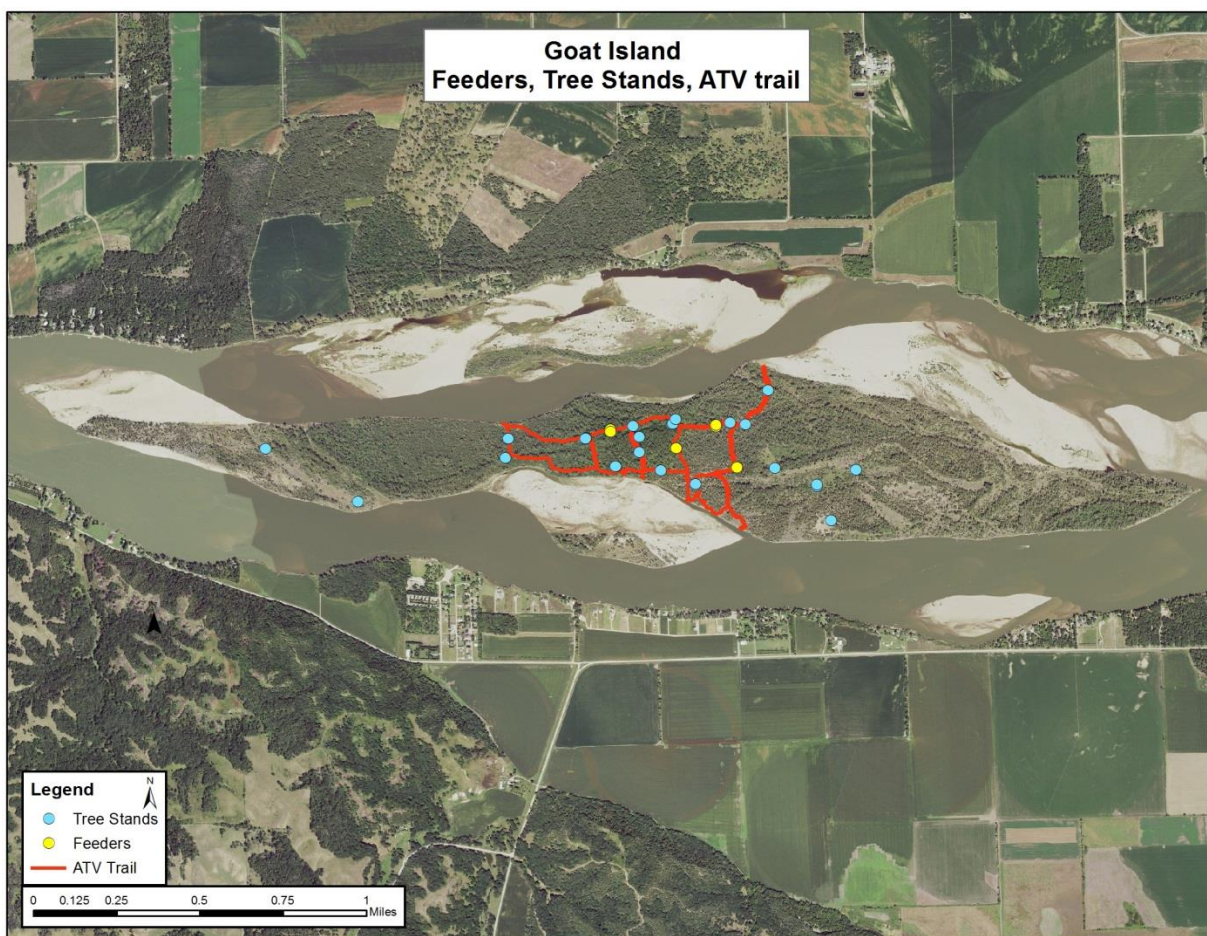


Figure 10. Existing created trails, feeders, and deer stands observed during 2017.

### Photo points of Island Perimeter

In 2016, continuous georeferenced photos of the island perimeter were taken from a motorboat. Photos were watermarked with the date and coordinates as part of the MNRR bankline monitoring effort.

### North Alabama Steamboat

General information is known about the North Alabama steamboat and its wreckage near the island. The NPS Submerged Resources Center did a full survey of the North Alabama steamboat wreckage in the fall of 2005. No final data or reports were produced from the effort.

### MWAC Inventory

1999. NPS Midwest Archeology Center. Circumnavigated island.  
 July 2017. Barnett. NPS Midwest Archeology Center.



## **MEMORANDUM OF AGREEMENT**

### **AMONG**

#### **SOUTH DAKOTA DEPARTMENT OF GAME, FISH AND PARKS, U.S. FISH AND WILDLIFE SERVICE, NATIONAL PARK SERVICE, AND U.S. ARMY CORPS OF ENGINEERS**

Least tern, piping plover, pallid sturgeon, and bald eagle management, protection, and recovery and coordination along the Missouri River in South Dakota

### **I. PURPOSE**

The purpose of this Memorandum of Agreement (MOA) is to provide guidance and specific agency commitments for management, protection, and recovery of the least tern, piping plover, pallid sturgeon, and bald eagle along the Missouri River for the three signatory agencies, since each has a statutory responsibility for endangered species recovery. The signatory agencies agree that fulfillment of conditions contained in this MOA will help enhance annual productivity and in the long term contribute to recovery of these species. Effective August 8, 2007, the bald eagle was deemed a recovered species and protections afforded by the Endangered Species Act were removed. However, the Migratory Bird Treaty Act and Bald and Golden Eagle protection Acts still apply to this species, thus the signatories herein commit to continuing efforts to further enhance the status of the bald eagle along the Missouri River.

### **II. ACTIONS**

It is the intent of the signatory agencies to cooperatively protect and manage nesting populations of the least tern and piping plover along the Missouri River in South Dakota through monitoring, site protection, law enforcement, and public outreach. It is also the intent of the signatory agencies to protect bald eagle nesting sites and important winter roost sites along the Missouri River in South Dakota. Additionally, signatory authorities will commit to protect pallid sturgeon and their habitat by minimizing threats from existing and proposed human activities, law enforcement and public outreach. As always, all obligations of the participating agencies are subject to the availability of funds.

#### **A. South Dakota Department of Game, Fish and Parks (SDGFP):**

1. Will hire at least three seasonal employees each nesting season to be stationed where most needed to assist the U.S. Army Corps of Engineers (Corps) in monitoring and protecting least tern and piping plover nesting areas.
2. Will provide law enforcement assistance where and when most needed to patrol for human disturbance at least tern and piping plover nesting colonies up to 10

potential weekend periods from Memorial Day weekend to August 15 (including the high use events such as the July 4 holiday). This would be a cooperative effort by both SDGFP and the U.S. Fish and Wildlife Service (USFWS) providing staff on the river for the tern and plover nesting period. The details of such efforts will be worked out on an annual basis and dependent on nesting locations and active recreation areas on the river.

3. Will make arrangements with the Service and the Corps to obtain the necessary tern and plover training for law enforcement and seasonal personnel.
4. Will work cooperatively with the Corps and the USFWS to implement Missouri River Management Plans for least terns, piping plovers, pallid sturgeons, and the bald eagles that established biological/conservation goals for South Dakota and management actions to achieve those goals. Management actions include at least the following actions.

- a) On sites owned or managed by SDGFP, will close portions of the area where least terns or piping plovers are nesting, as needed, to include appropriate buffer zones.
- b) Will participate in public outreach efforts, including but not limited to placing informational posters at recreation sites, distributing informational brochures to recreation site users, random patrolling of nesting areas, and posting of nesting areas. Results of random patrolling of nesting areas will help set priorities for law enforcement follow-up.
- c) Will participate with signatory agencies and other interested entities in seeking solutions to site-specific threats to nesting success, such as livestock grazing.
- d) On sites owned or managed by SDGFP, will develop specific management strategies on sites consistently used each year by least terns and piping plovers, such as fencing or posting sites prior to arrival of nesting birds.
- e) Will not remove bald eagle nest trees on areas owned or managed by SDGFP, except for limited removal of single trees within campgrounds that pose a human safety hazard. Any tree removed will be replaced at a 2:1 ratio with efforts to ensure successful establishment of the tree plantings.
- f) Except for limited removal of single trees within campgrounds that pose a human safety hazard, will not remove trees from documented bald eagle winter roost sites if removal could adversely affect winter roost site use at areas owned or managed by SDGFP. Any tree removed will be replaced at a 2:1 ratio along with efforts to ensure successful establishment of the tree plantings.
- g) SDGFP will protect known bald eagle roost sites by restricting usage from November 15 through the last Friday in March at Chief White Crane Recreation Area below Gavins Point Dam, Oahe Downstream Recreation Area below Oahe Dam, and Randall Creek Recreation Area below Fort Randall Dam.
- h) SDGFP will sign Cottonwood Trail in Oahe Downstream Recreation Area November 15 through the last Friday in March. (Information on sign will

inform park users of trail closure 1 hour prior to sunset to 1 hour after sunrise.) The trail leads to an important roosting site and use of the trail can disturb roosting bald eagles. SDGFP also will evaluate other trails used by winter recreationists to determine if other trail signage or procedures are needed to minimize disturbance to know winter roosts, and take appropriate action when necessary.

- i) Activities will not occur in December, January, or February within or near (within 0.25 mile) bald eagle roosts. However, when necessary, SDGFP may perform some maintenance actions in or near identified nighttime winter roosts associated with campground closure areas. Restrictions regarding these activities, as well as the types of allowable activities are described below:

- 1) Restrictions

- a) Work will only occur during the hours of 1 hour after sunrise to 1 hour before sunset and when temperatures or wind chills are above 20°F and in the absence of heavy rain, sleet, snow, or high winds.
- b) SDGFP will notify the signatories as soon as possible of their intent to perform routine interior maintenance prior to starting work.
- c) If eagles are observed or if any of the above described adverse weather conditions develop during the activities, work will cease to allow eagles to utilize the roosting area, exclusive of emergency situations.
- d) Burning of a slash pile will occur within the confines of the southernmost portion of Oahe campground #3, Oahe Downstream Recreation Area. The slash pile would be burned each winter in established vegetation-free area. Burn plans will incorporate measures to preclude disruption of roosting bald eagles resulting from smoke plumes. Equipment and vehicles used to conduct the burn will travel on west road to avoid disturbing eagles roosting along the shoreline.

- 2) Allowable Maintenance Activities (subject to the previous restrictions)

- a) Maintenance and repairs of interior building infrastructure. Work would be limited to existing structures and could include repairs to building interiors (tile walls and floors, shower and bath partitions, plumbing and heating fixtures).
- b) Limited work on exterior of buildings prior to December 1 and after March 1 could include cabin decks and siding, repairs to roofing, replacement of windows or vents, work on pow-wow facility, etc. Will notify signatories as soon as possible of intent to perform routine work.
- c) Maintenance and repairs of operating lift stations, electrical pumps, and associated meters.
- d) Removal of leaves and branches from within the campground perimeters and dormant seeding of grasses in those restricted areas prior to December 1 and after March 1.

- 3) SDGFP and Corps are permitted to conduct activities surrounding the annual Oahe disabled hunt. The event takes place the second weekend of

the West River Deer season and provides 12 wheelchair-bound hunters the opportunity to hunt deer within the Oahe Downstream Recreation Area for this one weekend a year.

- 4) Emergency activities will be allowed including maintenance and repair of existing electrical, sewer, and water lines that exist within the campgrounds and the removal of hazardous tree(s) and or limb(s) that pose an immediate threat to persons and or facilities. Staff may enter the areas outside the established weather parameters to perform the necessary repairs. Work would include but not be limited to excavation of soil within the vicinity of existing utility lines and the service structures, operations of chainsaw and other equipment needed to accomplish the tasks. SDGFP will notify the signatories as soon as possible when emergency situations necessitate immediate action outside of established parameters when park staff must enter these areas during November 15 through the last Friday in March.
- j) Will not construct within 0.5 mile of bald eagle nests during the nesting season. Appropriate measures to preclude bald eagle disturbance and nest abandonment of any bald eagle nests located on SDGFP managed areas will be implemented upon discovery of nests or in compliance with a Habitat Conservation Plan.
- k) Will continue law enforcement and public outreach activities at State park and recreation areas in regard to State regulations prohibiting the take of pallid sturgeon.

**B. U.S. Fish and Wildlife Service (USFWS) Office of Law Enforcement (OLE):**

1. USFWS-OLE will investigate alleged Complaints of Violation concerning take and nest disturbances at tern/plover nesting sites and for other migratory bird (including bald and golden eagle) nesting sites when information is timely reported and deemed accurate.
2. Will provide law enforcement assistance commensurate with State law enforcement action where and when most needed to patrol for human disturbance at nesting least tern and piping plover colonies when USFWS-OLE resources allow.
3. USFWS-OLE will provide law enforcement guidance and training (when appropriate) to Corps and SDGFP personnel to insure that proper documentation is being gathered for investigations involving potential violations of USFWS-OLE enforced federal laws .
4. The USFWS will work with SDGFP and the Corps to provide technical assistance and review/revise as needed Missouri River Management Plans for the bald eagle, least tern/piping plover, and pallid sturgeon that establish biological/conservation goals for South Dakota and management actions to achieve those goals.

**C. U.S. Army Corps of Engineers (Corps):**

1. Will provide yearly survey and productivity monitoring techniques training for all seasonal and permanent employees working with least terns and piping plovers.
2. With assistance from SDGFP seasonal employees, will conduct distribution and census surveys, and productivity monitoring on all potential nesting habitat.
3. Will ensure near real time data availability to all signatories, including all nest locations and nest and chick status, through its web based Data Management System.
4. With assistance from SDGFP seasonal employees, will implement nest specific management actions at all nesting sites (cages, moving nests, etc.).
5. On sites owned or managed by Corps, will close portions of the area where least terns or piping plovers are nesting, to include appropriate buffer zones.
6. Will work cooperatively with SDGFP and the USFWS to develop a Missouri River Management Plan for least terns, piping plovers, pallid sturgeons, and the bald eagles that establishes biological/conservation goals for South Dakota and management actions to achieve those goals.
7. Will work cooperatively with SDGFP and the Service on a Habitat Conservation plan or some similar process for State actions.
8. Will participate with the USFWS and SDGFP on training Corps personnel for proper documentation on investigating potential violations of State and Federal law.

**D. National Park Service (NPS):**

1. On sites owned or managed by NPS, will close portions of the area where least terns or piping plovers are nesting, to include appropriate buffer zones.
2. On sites owned or managed by NPS, will buoy off least tern foraging areas if potentially impacted by watercraft traffic.
3. Will work cooperatively with SDGFP, the USFWS, and the Corps to develop a Missouri River Management Plan for least terns, piping plovers, pallid sturgeons, and bald eagles that establishes biological/conservation goals for South Dakota and management actions to achieve those goals.
4. Will work cooperatively with SDGFP, the USFWS, and the Corps on a Habitat Conservation plan or some similar process for State actions.

**E. All signatory agencies:**

1. Will participate in meetings or conference calls as needed during the tern and plover nesting season or if other species management needs warrant an additional meeting.
2. Will participate in the identification of sites for the restoring of backwater habitats to the Missouri River Ecosystem.
3. May assign special designation to areas under their authority for endangered species emphasis, as appropriate.

4. Will participate in an annual coordination meeting and preparation of periodic accountability reports, with SDGFP as lead agency for report preparation.

### **III. PRINCIPAL CONTACTS**

- |   |  |
|---|--|
| 1. U.S. Fish and Wildlife Service<br>Noreen Walsh<br>PO Box 25486 DFC<br>Denver, CO 80225<br>(303) 236-7920<br>(303) 236-8295 (fax)<br>noreen_walsh@fws.gov | 2. SD Dept. of Game, Fish and Parks<br>Kelly Hepler<br>523 E. Capitol Ave.<br>Pierre, SD 57501<br>(605) 773-4229<br>(605) 773-6245 (fax)<br>kelly.hepler@state.sd.us |
|---|--|

### **IV: OFFICIALS NOT TO BENEFIT**

No member or delegate to Congress shall receive any benefit that may arise from this Program Agreement.

### **V. WITHDRAWAL OF A SIGNATORY AND TERMINATION**

If a signatory determines to withdraw from This Agreement, the reasons for withdrawal are to be provided in writing to the other signatories and made public. This Agreement terminates upon the withdrawal of a signatory or by mutual agreement of the signatories. Following a withdrawal by any one of the signatories, the other signatories are to determine whether and under what circumstances the Agreement could continue.

### **VI. THIRD-PARTY BENEFICIARY RIGHTS**

The signatories do not intend to create in any other individual or entity the status of third party beneficiary, and this Agreement shall not be construed so as to create such status. The rights, duties, and obligations contained in this Agreement shall operate only between the signatories to this Agreement and shall insure solely to the benefit of the signatories to this Agreement.

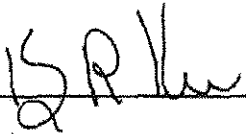
### **VII. AGREEMENT TERM**

This MOA will remain in force for a period of 5 years from the date of the signature.

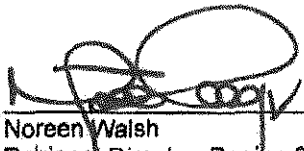
**VIII. APPROVAL**

We, the undersigned designated officials, do hereby approve this Memorandum of Agreement.


APPROVED

  
\_\_\_\_\_  
Kelly R. Hepler  
Department Secretary  
South Dakota Department of Game, Fish and Parks

DATE 7/27/2015

  
\_\_\_\_\_  
Noreen Walsh  
Regional Director, Region 6  
U.S. Fish and Wildlife Service

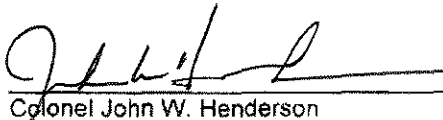
DATE 9-11-15

  
\_\_\_\_\_  
Steve Oberholtzer  
Special Agent in Charge, Office of Law Enforcement, Region 6

DATE 9/8/2015

  
\_\_\_\_\_  
Richard A. Clark  
Superintendent, MNRR  
National Park Service

DATE 8/28/15

  
\_\_\_\_\_  
Colonel John W. Henderson  
Colonel, U.S. Army Corps of Engineers  
District Engineer

DATE 10/26/15



## APPENDIX C: GOAT ISLAND SUPPLEMENT TO MISSOURI NATIONAL RECREATIONAL RIVER FIRE MANAGEMENT PLAN

### 1.0 INTRODUCTION

The Missouri National Recreational River Fire Management Plan (2009, or as updated) provides overall direction to fire management and should be consulted. However, as a recent acquisition to NPS, Goat Island (figure 1) was not addressed in the plan; as a result, the Goat Island Management Plan (2018) provides direction to island resources, including fire management. (For fire related actions not addressed in the Goat Island Management Plan, the Missouri National Recreational River Fire Management Plan (FMP) applies.) This supplement to the FMP outlines the actions that the park must and will take to meet prescribed fire management and use goals on Goat Island.

Further, this supplement to the FMP outlines active fire management and will outline how to address wildland fire in instances of wildfire or escape and how to apply prescribed fire for land management, in safe, efficient ways, on Goat Island only. The Environmental Assessment (EA) for this supplement to the FMP has been prepared as part of the Goat Island Management Plan.

The unit-wide FMP provides the detailed references and doctrines for the implementation of fire management policy and objectives. Once the unit-wide FMP receives an update to include Goat Island, it will take precedence over this supplement.

Figure 10: Goat Island and vicinity



### 2.0 WILDLAND FIRE PROGRAM MANAGEMENT GOALS, OBJECTIVES, AND ACTIONS

Park units with complex landscapes may choose, but are not required, to break up their park units into smaller areas such as Fire Management Units (FMU) or zones (this might be desirable

due to differing management direction or uses between portions of the park unit) and to establish goals and objectives for each unit/zone.

This section will specify Goat Island as one Fire Management Unit (GIFMU) and provide guidance for Goat Island as it pertains to fire management. The overarching ecological prescribed fire goals for all of Goat Island are twofold:

1. to encourage native plant and animal species dominance and persistence, and
2. to control invasive or pervasive plant species.

## **2.1 GOALS AND OBJECTIVES FOR ACHIEVING MANAGEMENT GOALS**

Goals are broad statements describing an end state or desired outcome. The goals listed below were established for the unit-wide FMP and form the basis from which objectives are developed. Objectives represent the overarching programmatic objectives of the fire management program within the park unit. Objectives are subordinate to goals, narrower in scope, and measurable. Refer to 2009 Missouri National Recreational River FMP, Section II.B, for all goals and objectives.

Goal 1: Make firefighter and public safety the highest priority of every fire management activity.

Goal 2: Manage wildland fires in concert with federal, state, and local air quality regulations.

Goal 3: Suppress all unwanted wild fires regardless of ignition source to protect the public, to check fire spread onto other agency and private property, and to protect the natural and cultural resources within the park boundary.

Goal 4: Manage wildland fires so that resources (natural, cultural, and improvements) are protected from damage by suppression actions and fire.

Goal 5: Facilitate reciprocal fire management activities through the development and maintenance of cooperative agreements and working relationships with pertinent fire management entities.

Goal 6: Use prescribed fire where and when appropriate as a tool to meet resource management objectives consistent with NPS policies. Maintain or restore the primary natural resources of the riparian and upland areas, and provide natural processes that replace the disturbance regime by which they were maintained.

Goal 7: Reduce fire hazard around developed areas, along interface boundary areas, and adjacent to values to be protected.

## **2.2 APPROVED WILDLAND FIRE MANAGEMENT ACTIONS (OR STRATEGIES)**

Actions (or strategies) provide specific steps to accomplish the goals and objectives previously mentioned. Briefly, this section describes the range and scope of wildland fire management actions that are approved for use in the park unit by program area. All fire management activities at Goat Island will be carried out in a way that minimizes fire impacts on natural and cultural resources. These actions include:

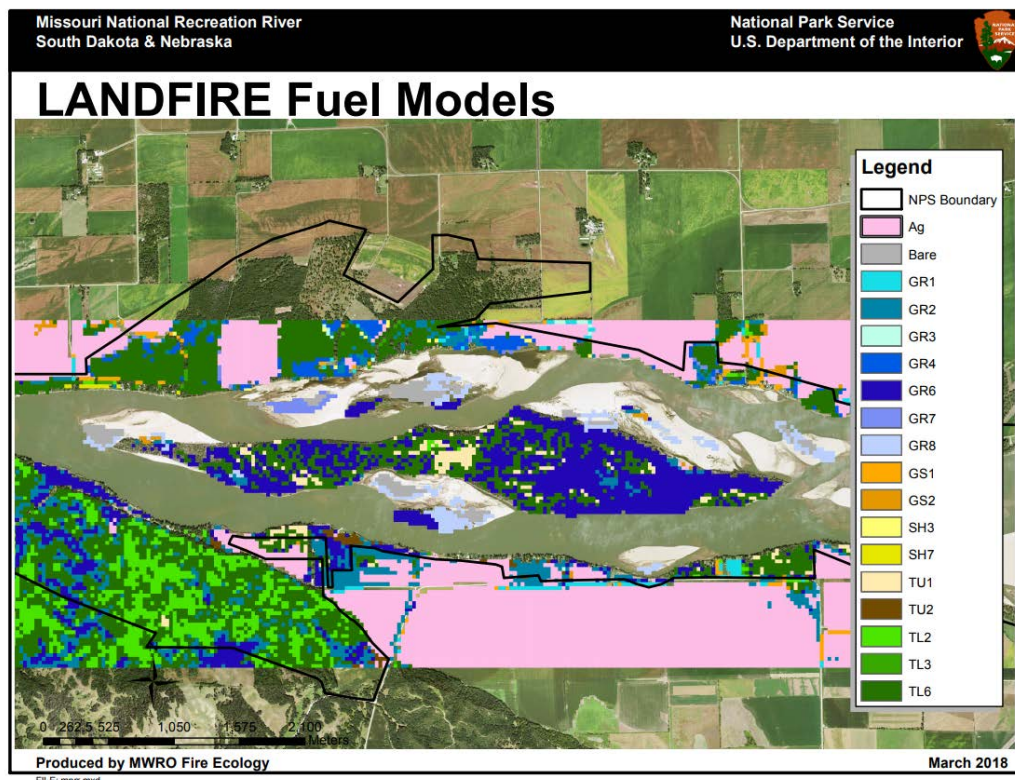
- Reduce invasive plant species cover by 25% in the first five years of the burn program.
- Reduce invasive plant species richness by 50% in the first five years of the burn program.
- Increase native species cover by 15% in the first five years of the burn program.
- Increase native species richness by 25% in the first five years of the burn program.
- Reduce wildland fuel accumulation to reduce the risk of wildfire occurrence.

NOTE: these actions would need to be monitored by a vegetation sampling program that quantitatively assesses island plant cover and species change over time and after periodic burning.

### 3.0 WILDLAND FIRE OPERATIONAL GUIDANCE

This section describes Goat Island specific guidance and procedures for implementing wildland fire activities. Figure 11 displays known fuel models at Goat Island.

Figure 11: LANFIRE fuel models, Goat Island



### 3.1 WILDFIRE RESPONSE PLANNING

#### Expected Fire Behavior

Grass Fuels: All the GR fuel types (GR6) represent a grass component as the main carrier of a fire. This fuel type can, under extreme condition, show rapid rates of spread, and under the most extreme conditions with the Eastern red-cedar trees can also have intense fire behavior. Rates of spread in the grass could be up to 238 chains per hour (about 15,700 feet an hour), and flame lengths of up to 24 feet. This fuel type is also predictable when these those extreme days occur.

Hardwood Timber Fuels: This fuel types represents the leaf litter of hardwood timber. These fires are generally slower moving, about 14 chains per hour (925 feet an hour) and flame lengths of 4 feet.

## **3.2 FUEL TREATMENTS**

Fuel management at Goat Island is intended to supplement the natural role of fire in the ecosystem. Prescribed fire can be used to reduce fuel loads, which in turn can reduce potential negative impacts on firefighter safety and cultural/natural resources.

### **3.2.1 Fuels Planning**

The fuels management program at Goat Island will implement fire management policies and help achieve resource management and fire management goals as defined in:

- Federal Wildland Fire Management Policy and Program Review;
- Managing Impacts of Wildfires on Communities and the Environment, and Protecting People and Sustaining Resources in Fire Adapted Ecosystems – A Cohesive Strategy (USDOJ/USDA); and
- A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy Implementation Plan.

### **3.2.2 Fuels Management Goals and Objectives**

Prior to each burn, a “Prescribed Fire Plan” will be developed separately from this document to outline burn goals, provide the specific details of a prescribed burn (for example, the location description, vegetation, schedules, funding, weather parameters, etc.), and to provide ignition authorization.

### **3.2.3 General Fuels Management Implementation and Procedures**

Prescribed fire planning and implementation will be in accordance with RM 18 chapter 7, Fuels Management chapter. This should include a multi-year fuels treatment plan.

### **3.2.4 Multi-year Fuels Treatment Plan**

Prescribed fire, conducted at Goat Island, should be used every three to eight years, to reflect the typical fire regime of a river island and to allow for the updating of plans and the organization of resources and personnel between fire events.

Assessment of the prescribed fire program will occur yearly, so that adjustments may be made depending on the results of repeated prescribed fire use. According to the prescribed fire frequency (three to eight years) and staffing needs, the annual fire planning process and staff responsibilities appears below in Table 8.

**Table 8. Annual fire planning tasks and those responsible for each**

<b>Task</b>	<b>Completed By</b>	<b>Responsibility</b>
Off-Year Planning Meeting	January 30th (Year 1)	Fire Coordinator
Off-Year Project Proposals Submitted to NFPORS	March 15th	Fire Coordinator
Off-Year Project Verification	March 15th	Superintendent
Annual Fuels Treatment Planning Meeting <ul style="list-style-type: none"><li>• Review burn unit objectives</li><li>• Determine burn unit overhead</li><li>• Assess compliance needs</li><li>• Evaluate implementation needs</li></ul>	November	Fire Coordinator
Complete Burn Plans	As needed	Regional Fuels Specialist
Review and Approve Burn Plans	As required	Superintendent
Prescribed Burn	Year 2	All Qualified Staff
Post-burn Follow up	Year 2-5	Chief of Resource Management

### **3.3 NON-FIRE FUEL TREATMENT**

At Goat Island, non-fire treatments include mowing and manual removal of invasive or pervasive species. Planning and implementation of non-fire fuels management projects will be in accordance with RM 18, Chapter 7, Fuels Management.

## APPENDIX D: CONSULTATION AND CIVIC ENGAGEMENT

### LIST OF AGENCIES CONTACTED

#### Tribal Governments:

Ponca Tribe of Nebraska  
Cheyenne River Sioux Tribe  
Lower Brule Sioux Tribe  
Ponca Tribe of Oklahoma  
Santee Sioux Nation  
Yankton Sioux Tribe  
Crow Creek Sioux Tribe  
Standing Rock Sioux Tribe  
Rosebud Sioux Tribe  
Three Affiliated Tribes  
Pawnee Nation of Oklahoma

#### State Agencies:

Nebraska Game and Parks Commission  
Nebraska State Historical Society  
South Dakota Game, Fish and Parks  
South Dakota State Historic Preservation Office

#### Local Agencies:

Clay County Commissioners and Sheriff's Office (South Dakota)  
Cedar County Commissioners and Sheriff's Office (Nebraska)

#### Federal Agencies:

BLM, Newcastle Field Office  
BLM, Wyoming State Office  
United States Army Corps of Engineers

#### Elected Leaders:

U.S. Senator Debra Fischer (NE)  
U.S. Senator Benjamin Sasse (NE)  
U.S. Senator Mike Rounds (SD)  
U.S. Senator John Thune (SD)  
U.S. Representative Adrian Smith (NE)  
U.S. Representative Kristi Noem (SD)



## **APPENDIX E: FINDING OF NO SIGNIFICANT IMPACT**



**National Park Service  
U.S. Department of the Interior**

**Missouri National Recreational River  
Nebraska/South Dakota**

## **FINDING OF NO SIGNIFICANT IMPACT**

### **Goat Island Management Plan and Environmental Assessment**

#### **INTRODUCTION**

In compliance with the National Environmental Policy Act (NEPA), the National Park Service (NPS) Missouri National Recreational River (hereafter, park or MNRR) prepared an environmental assessment (EA). The EA examines alternative actions and environmental impacts associated with the proposed management plan that includes development and permitting of primitive and established camping and trail construction at Goat Island and providing hunting opportunities in coordination and compliance with Nebraska and South Dakota state regulations.

During preparation of the EA, the NPS consulted with federal and state agencies, American Indian Tribes, interested and affected parties, landowners with property in close proximity to Goat Island, and the general public. The statements and conclusions reached in this finding of no significant impact (FONSI) are based on documentation and analysis provided in the March 2019 EA and associated decision file. To the extent necessary, relevant sections of the plan and EA are incorporated by reference below. A non-impairment determination is included in Attachment B.

#### **BACKGROUND**

Missouri National Recreational River was established in 1978 “...*The purpose of the Missouri National Recreational River is to collaboratively work with multiple stakeholders to preserve and protect the natural, cultural, and recreational values of the last unchannelized and unimpounded segments of North America’s longest river along the South Dakota and Nebraska border.*”

The park follows the Missouri River and includes areas of Nebraska and South Dakota. The park’s Congressionally authorized boundary includes approximately 69,124 acres but the NPS currently owns little of the land (approx. 300 acres) prior to the addition of Goat Island (approx. 563 acres of upland area).

Goat Island is located within the 59-Mile District of the MNRR. Uncertainty surrounding legal ownership, led to a land survey which determined that the United States owns the island. The Bureau of Land Management (BLM) filed a notice in the Federal Register in October 2016 to publicize that status. Through extensive coordination with both Nebraska and South Dakota, neither state protested the results of the survey and the State of South Dakota dropped its prior protest rendered in 2009. The result was that Goat Island, a previously unsurveyed tract of land, was and is under federal ownership and had been legislatively transferred to NPS during Congressional designation of this section of the Missouri River as a national recreational river in 1978. Despite the previous uncertainties surrounding the legal ownership or jurisdiction of Goat Island, the island has been enjoyed and used by its visitors for recreational and other purposes for decades. In the Goat Island Management Plan, the NPS strove to retain those existing uses to the extent practicable and allowable under its legislative purview, all while keeping the island as natural as possible.

## **PURPOSE AND NEED**

The purpose of the Goat Island Management Plan (management plan) and EA is to guide future development, visitor use, and resource protection using input provided by stakeholders and the public. There is a need to determine how Goat Island would be managed under NPS jurisdiction.

## **ALTERNATIVES CONSIDERED**

### **Alternative A no action**

The management plan described (section 3.1) and the EA evaluated (section 5.2) a ‘no action’ alternative and one action alternative. Under the no action alternative (Alternative A), the NPS would initiate management of Goat Island, including establishing hunting and trapping management in partnership with the States of Nebraska and South Dakota game management agencies. The island would be open to archery only deer and turkey hunting; waterfowl hunting and trapping. No small game hunting would be allowed. The hunting and trapping season would correspond to the state of license season, with the exception of no hunting or trapping from Memorial Day to Labor Day. Use of stands, elevated platforms, blinds, and other hunting equipment are described on page 25 of the management plan. The park would continue to work with its partners and volunteers to carry out the purpose of the park, including law enforcement. No campgrounds or hiking trails would be established under this scenario.

### **Alternative B proposed action (selected – with modifications)**

The action alternative (Alternative B; section 3.2) includes everything under the no action described above in addition to establishing primitive campgrounds and hiking trails. Campgrounds would be created with privacy and safety buffers. The individual campsites would be constructed to include tent pads and fire rings. A primitive trail network would be built within the campground to connect campsites to a pit toilet without intruding on other campsites. A trail system (approximately 1.7 miles) would be established for day hiking. All trails would be constructed with local natural materials, and would feature up to 4 scenic vistas of the Missouri River or other areas of interest. Pit toilets and signage are also included in Alternative B. The camping areas and trails would be established near the central core of the island as to not disturb other areas of the island.

Other potential actions were described in the EA and eliminated from detailed study because they were either inconsistent with management policies and guidelines, did not meet the purpose or need for action, or were not feasible from a technical and/or economic standpoint.

## **SELECTED ALTERNATIVE AND RATIONALE FOR THE DECISION**

In the management plan and EA that was released to the public on March 4, 2019, the NPS identified Alternative B as the agency-preferred alternative. This alternative, with modifications, remains the selected alternative. Alternative B was selected because it meets the project's purpose and following objectives:

- Establish NPS management of Goat Island,
- Maintain or improve the visitor experience, and
- Protect or improve natural and cultural resource conditions.

## **SIGNIFICANCE CRITERIA REVIEW**

The intensity or severity of potential impacts resulting from implementation of the Selected Alternative (Alternative B) was evaluated in the EA (section 5.2). Key issues and topics for which impacts were evaluated in detail included visitor experience, soils and vegetation, and special status species. Significance is determined with respect to the Selected Alternative by examining the ten criteria below, as defined in 40 CFR §1508.27.

### **(1) Impacts that may be both beneficial and adverse. A significant effect may exist even if the NPS believes that on balance the effect would be beneficial.**

The Selected Alternative will result in both beneficial and adverse impacts, but no significant impacts will occur. Any adverse impacts on soils, vegetation, wildlife, and visitor experience will be localized and short-term, and a suite of required mitigation measures will be implemented to ensure park resources are protected. The impact of actions will be restricted to the immediate vicinity of the proposed campgrounds and/or trails and will not be widespread throughout the island or the park. The impacts taken individually or as a whole as described in the EA do not reach the level of significance.

### **(2) The degree to which the proposed action affects public health or safety.**

Public health and safety was a primary concern throughout the planning process, and there will be no significant negative impacts on public health or safety. Actions in the plan would have positive impacts on health and safety. For example, the proposed action includes a no-hunting buffer around campgrounds; limits on hunting weapon types and season dates make hunting practices known to the public and limit visitor and hunter interaction; and the removal of a visitor-built zipline will improve visitor safety.

### **(3) Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas.**

There will be no significant impacts on unique characteristics of the geographic area. Campgrounds and some segments of trails would be new but will not impact any unique characteristics. While some redundant trails will be eliminated and allowed to recover, the overall trail system will largely use an existing network. There are no historic properties located on Goat Island. Specific mitigation measures will ensure that both cultural and historic resources of the park are protected, if encountered. The park is classified as recreational under the Wild and Scenic Rivers Act; the Selected Alternative and its modifications support the recreational designation of the park. No prime farmlands, wetlands, or ecologically critical areas will be impacted.

### **(4) The degree to which effects on the quality of the human environment are likely to be highly controversial.**

The actions described in the EA are common actions throughout the park and the nation, and their effects are well understood and not controversial.

**(5) The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.**

The modifications described in the EA are common actions throughout the park and the nation, and their effects are well understood.

**(6) The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.**

The Selected Alternative does not establish a precedent for future actions with significant effects, nor does it represent a decision in principle about a future consideration. The actions at Goat Island do not imply future development decisions for the rest of the park.

**(7) Whether the action is related to other actions with individually insignificant but cumulatively significant impacts.**

The impacts of the Selected Alternative are primarily temporary and localized and will not be incrementally significant when added to other past, present, and reasonably foreseeable future actions at Goat Island. The modifications in the Selected Alternative do not constitute actions with individually insignificant but cumulatively significant impacts.

**(8) The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed on the National Register of Historic Places; or may cause loss or destruction of significant scientific, cultural, or historical resources.**

The area has been surveyed and no new archeological sites were located and the area contains no historic structures, therefore no new impacts are anticipated. The NPS has determined the management plan itself has no potential to cause effects to historic properties as per 36 CFR §800.3(a)(1). The management plan is part of the “non destructive project planning” for these proposed undertakings, and as such does not “restrict the subsequent consideration of alternatives to avoid, minimize, or mitigate a specific undertaking’s adverse effects on historic properties” in accordance with 36 CFR §800.1(c). Implementation of the activities will be undertakings with the potential to cause effects, and will need further consultation with additional details that are not available at this time.

**(9) The degree to which the action may adversely affect an endangered or threatened species or its critical habitat.**

The Selected Alternative will not adversely affect endangered or threatened species or critical habitat as discussed in the special status species section of the EA (section 5.2.4). The NPS in consultation with the U.S. Fish and Wildlife Service (USFWS) reached a finding that the proposed actions “may affect but are not likely to adversely affect” piping plover (*Charadrius melodus*), interior least tern (*Charadrius melodus*), and northern long-eared bat (*Myotis septentrionalis*).

The USFWS concurred on the NPS determination for special status species by letter dated April 6, 2019. The park will continue to coordinate with the USFWS and state wildlife resource agencies to monitor the status of special status species, develop new mitigations and techniques



to protect these species and their habitat needs, as needed, to implement the projects described in the management plan and EA.

**(10) Whether the action threatens a violation of Federal, State, or local law or requirements imposed for the protection of the environment.**

The action does not threaten a violation of Federal, State, or local law or requirements imposed for the protection of the environment. The Park has complied with all Federal, State, and local laws with relevance to the Selected Alternative.

## **PUBLIC AND AGENCY INVOLVEMENT**

During preparation of the EA, the NPS consulted with federal and state agencies, Tribes, interested and affected parties, and the general public. The park notified Congressional delegations of both states. These activities are described in chapter 6 of the management plan or detailed below.

### **Public Involvement**

Civic engagement activities occurred throughout the project timeline, for example park staff attended or participated in county board of supervisors meetings, educational symposiums, local radio interviews, and other events. The park engaged in an oral history project to record stories from long-time local residents. A quarterly newsletter was distributed to interested parties and posted on the park's webpage.

A press release was distributed to media outlets and stakeholders to provide information on the planning effort, the timing of the comment period, the date of a public meeting, and information on how to review and comment on the EA. Park paid to advertise the public meeting in local newspapers and sent a letter to local landowners on March 14, 2019. Social media was also used to provide information. A public open house meeting was held on March 20, 2019 in Vermillion, South Dakota with over 130 attendees. The park posted the management plan and EA for public review and comment on the National Park Service Planning, Environment and Public Comment (PEPC) site from March 4 to April 10, 2019 and received 171 correspondences.

### **Tribal Consultation**

In accordance with Section 106 of the National Historic Preservation Act of 1966 (as amended) and with Executive Order 13175 (Government to Government Consultation with Indian Tribes), the Park has initiated and engaged in consultation with the Tribal communities that have cultural ties to the Missouri River (also noted in section 6.2 of the management plan). Preliminary project notification letters were sent on June 1, 2018 and on December 14, 2018 to 11 Tribal Historic Preservation Officers (THPOs) and Tribal Chairs or Presidents (Cheyenne River Sioux Tribe, Crow Creek Sioux Tribe, Lower Brule Sioux Tribe, Pawnee Nation of Oklahoma, Ponca Tribe of Nebraska, Ponca Tribe of Oklahoma, Rosebud Sioux Tribe, Santee Sioux Nation, Standing Rock Sioux Tribe, Three Affiliated Tribes, and Yankton Sioux Tribe). A request for consultation was sent via letter on March 4, 2019 to the same tribes. Of those contacted, the responses received included:

- Yankton Sioux Tribe requested a site visit and tribal cultural survey by letter dated February 4, 2019; they were invited to visit and survey at their convenience. In PEPC, the THPO requested that NPS recognize treaty rights, hunting and fishing rights, rights to harvest medicinal plants, access to the island for youth activities, and visits to gravesites for ceremonial purposes. Also requested was that the prevention of looting be made a NPS priority. An in-person presentation was made to the Yankton Sioux Tribe (business and claims committee) on April 23, 2019. Park staff learned from Tribal Historic Preservation Officer, Kip Spotted Eagle, that formal government to government consultation with the Yankton Sioux Tribe includes meeting with the General Council. A letter was sent on April 24, 2019 requesting that the NPS MNRR be added to the agenda of a general council meeting. Park staff are working with Yankton Sioux Tribe colleagues to find a date for a general council meeting.

- The Santee Sioux Nation stated no historic ties to the project area by email dated April 1, 2019.
- The Ponca Tribe of Oklahoma responded with an intention to provide comment via email dated April 1, 2019; and the park held a teleconference with the THPO on May 2, 2019. Also on the conference call was the Winnebago Tribe of Nebraska THPO. They requested that a plan be made to respond to NAGPRA issues for Goat Island. NPS MNRR would like to develop a plan for the entire park including Goat Island.
- The Pawnee Nation of Oklahoma provided comment via letter dated May 9, 2019 and were given more time to comment.

The park initiated a series of follow up phone calls or emails to the Tribal Governments and THPOs requesting consultation or additional information. As an outcome of these conversations, the NPS will continue to work with interested Tribal governments to develop steps regarding how to respond to unanticipated discoveries of cultural items within the park's boundary, including at Goat Island. Additionally, the park will continue to follow Native American Graves Protection and Repatriation Act (NAGPRA) guidelines and will keep the Tribes informed of any unanticipated discoveries and involved in their disposition. The NPS will continue to consult closely with Tribes regarding future actions at Goat Island.

### **NHPA Section 106 Consultation**

In keeping with the National Historic Preservation Act of 1966 (as amended), consultation occurred with both the Nebraska State Historic Preservation Office and the South Dakota State Historical Society. After applying the Advisory Council on Historic Preservation's criteria of adverse effect (36 CFR §800.5, Assessment of Adverse Effects), the NPS has determined the management plan itself has no potential to cause effects to historic properties as per 36 CFR §800.3(a)(1). The management plan is part of the "non destructive project planning" for these proposed undertakings, and as such does not "restrict the subsequent consideration of alternatives to avoid, minimize, or mitigate a specific undertaking's adverse effects on historic properties" in accordance with 36 CFR §800.1(c). Implementation of the activities will be undertakings with the potential to cause effects, and will need further consultation and additional details that are not available at this time.

The Nebraska State Historic Preservation Office and South Dakota State Historical Society were provided preliminary notification of the project by email on June 8, 2018. Consultation was requested of both agencies by letter dated March 1, 2019 with additional follow up provided by telephone and by letter dated May 8, 2019. Although a response was not required after NPS made its determination, the following responses were received:

- The Nebraska State Historic Preservation Office noted no historic properties listed or eligible for listing on the National Register of Historic Places on the island by letter dated March 19, 2019.
- The Nebraska State Historic Preservation Office concurred with the NPS determination of no adverse effect to historic properties listed or eligible for listing on the National Register of Historic Places in a letter dated May 29, 2019.

## FINDING OF NO SIGNIFICANT IMPACT

Based on review of the facts and analysis contained in the EA, the NPS has selected Alternative B, with modifications, for implementation. The Selected Alternative will not have a significant impact either by itself or in consideration of cumulative impacts. Accordingly, the requirements of NEPA, regulations promulgated by the CEQ, regulations promulgated by the Department of the Interior, and provisions of Director's Order 12 and the 2015 National Park Service NEPA Handbook have been fulfilled.

It is my determination that the Selected Alternative, with modification, does not constitute a major federal action significantly affecting the quality of the human environment. Therefore, in accordance with the National Environmental Policy Act of 1969 and the CEQ regulations (40 CFR §1508 et. seq.), an environmental impact statement is not required and will not be prepared for implementation of the Selected Alternative.

Recommended:  Date: 7/30/19  
Richard A. Clark, Superintendent  
Missouri National Recreational River

Approved:  Date: 8.13.19  
Patricia S. Trap, Acting Regional Director  
Midwest Region

## **ATTACHMENT A: MITIGATION MEASURES AND BEST MANAGEMENT PRACTICES**

In addition to the mitigation measures noted in section 3.2 of the management plan and EA, best management practices (BMPs) were developed to minimize the degree and/or severity of adverse effects to the park resources and would be implemented with the action alternative. Regardless of which alternative is chosen, Missouri National Recreational River would employ a suite of mitigation measures and BMPs designed to reduce non-target impacts on other resources. The specific mitigation measures or BMPs to be employed would depend upon the treatment option selected, the location, and the potential impact of the selected treatment option(s). The mitigation measures and BMPs include but are not limited to the following:

**General Invasive Species BMPs:** To minimize the potential impacts from personnel and equipment of introducing invasive species, the following general BMPs would be implemented where appropriate:

- Terrestrial Invasive Plants
  - When planning projects that will disturb grasses, forbs, and shrubs and result in bare ground - even temporarily - land managers must incorporate weed prevention and control into project layout, design, and evaluation, as well as all project decisions. Consider how to rebuild or maintain healthy plant communities that will effectively compete with weeds after the disturbance.
  - Avoid creating environmental conditions that promote weed germination and establishment. Minimize soil disturbance.
  - Utilize prescribed fire management techniques to assist in invasive plant control.

**Cultural Resources BMPs:** To ensure that management activities do not adversely affect cultural or ethnographic resources, if found, the park would employ the following BMPs and mitigation measures where appropriate:

- An archeology inventory of the upland portions of Goat Island was conducted on July 28, 2017 by an archeologist from MWAC.
- Each area that would receive ground disturbance from construction or other activities will be evaluated by the park archeologist and a recommendation made to: 1) survey prior to activity; 2) monitor during activity; or 3) avoid the area. Recommendations will be based on the presence and intensity of prior archeological survey, as well as the potential for archeological resources based on soils, landform characteristics, elevation, geographical location, and other relevant factors.
- If a survey is required prior to work, an evaluation of archeological significance and data potential may lead to additional recommendations, including avoidance. Archeological survey prior to treatment and monitoring during treatment will be carried out by the park archeologist.
- If cultural resources are inadvertently discovered during sub-surface ground disturbing activities, the project manager would suspend operations at the site and immediately contact the park archeologist.
- Before individual projects are implemented the park will consult with 106 coordinator at the Midwest Regional Office and utilize either the Streamlined or Standard Review process as outlined in the Nationwide PA to protect historic resources.

**Visual/Noise BMPs:** To minimize the impacts of management activities on visual resources and soundscapes, MNRR would employ the following BMPs and mitigation measures where appropriate:

- Park facilities would be screened by vegetation or other natural materials from river-based views to the extent practicable.
- Use of equipment in high visibility areas would be avoided to the extent feasible. If it cannot be avoided, then activities would be timed to have the least impact on visitors.
- Use of noise-producing equipment for treatment would be limited in soundscapes and/or timed to reduce activities that impact ambient noise levels in soundscapes during peak use.
- Removed vegetation would be hauled away or scattered to avoid unsightly piles.

**Floodplain or Wetland BMPs:** To minimize the impacts of management activities on wetlands or floodplains, Missouri National Recreational River would employ the following BMPs and mitigation measures where appropriate.

- Re-route proposed development out of identified wetland(s).
- Consult with a floodplain administrator for Cedar County (Nebraska) prior to construction activities and to obtain permits, if required.
- Utilize relevant parts of NPS Floodplain and/or Wetland Procedure Manuals.

**Wildlife BMPs:** To minimize the impacts of management activities on general wildlife species (i.e., species that are not federally or state listed), Missouri National Recreational River would employ the following BMPs and mitigation measures where appropriate:

- Consult with the Nebraska Game and Parks Commission and/or South Dakota Game, Fish and Parks regarding game species management.

**Threatened, Endangered, or Sensitive Species BMPs:** Missouri National Recreational River would employ the following BMPs to reduce or eliminate potential impacts to federally listed, candidate, and or otherwise special status species that occur or potentially occur above the ordinary high water mark:

- Physical disturbance to ground nesting birds and other animals would be avoided, to the extent possible.
- Proposed construction activities would be timed to avoid prime nesting or breeding times.
- Field personnel would be trained to recognize and avoid threatened, endangered, and candidate species in their work sites and travel routes, and would be provided information on locations of known habitats for listed or candidate species.
- The park would continue to participate with established protective measures by means of a Memorandum of Agreement (MOA) with South Dakota Game, Fish and Parks, U.S. Fish and Wildlife Service (USFWS), and the U.S. Army Corps of Engineers (USACE).

If any proposed activity has the potential to adversely affect listed or candidate species, NPS would formally consult with the USFWS prior to any action. The park would also implement species-specific BMPs designed to prevent non-target impacts on wildlife species listed as threatened, endangered, or candidates for listing under the ESA. However, as new protective measures for federally listed or candidate species are developed by the USFWS, those measures would also be implemented as appropriate. Similarly, as new species are listed under the ESA, parks would be responsible for implementing protective measures for those newly listed species as appropriate.



The species listed as threatened, endangered, or of special concern by the USFWS or the States of Nebraska and/or South Dakota found to be present or potentially present in the project area above the ordinary high water mark are listed below.

- **Interior Least Tern (*Sterna antillarum athalassos*)**. Endangered. Areas will be surveyed for signs of this species (including nests) prior to any management activities and avoided if found. As part of an existing MOA with US Army Corps of Engineers and the states to protect nesting species, NPS agrees to close off nesting areas for interior least tern or otherwise designate areas for endangered species emphasis.
- **Piping Plover (*Charadrius melodus*)**. Threatened. Areas will be surveyed for signs of these birds prior to any management activities and avoided if found. As part of the MOA, NPS agrees to close off nesting areas for piping plover or otherwise designate areas for endangered species emphasis.
- **Northern long-eared bat (*Myotis septentrionalis*)**. Threatened. These are cave-roosting bats that may use riparian areas for foraging. If any mature trees are targeted for removal, the area will be surveyed for roosting bats prior to tree felling.
- **Eastern hognosed snake (*Heterodon platirhinos*)**. Threatened. This species would not be affected due to the limited area of impact and the extensive amount of similar habitat on the island.
- **False map turtle (*Graptemys pseudogeographica*)**. Threatened. False map turtles are usually found in association with water and would infrequently use areas above the ordinary high water mark.
- **Northern river otter (*Lontra canadensis*)**. Threatened. The State of South Dakota has a River Otter Management Plan. Although not documented on Goat Island, the park would cooperate with the state(s) should any need arise regarding the management of northern river otter on Goat Island.

If any new special status species are found in areas of Goat Island that are proposed for management, park staff will consult with the USFWS, Nebraska Game and Parks Commission and South Dakota Game, Fish and Parks prior to any action. Further, any newly listed species or updated BMPs will be followed where appropriate.

## ATTACHMENT B: NON-IMPAIRMENT DETERMINATION

National Park Service *Management Policies 2006* require analysis of potential effects to determine whether or not actions would impair park resources. The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the 1916 General Authorities Act, as amended, begins with a mandate to conserve park resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts to park resources and values.

Although Congress has given the NPS the management discretion to allow certain impacts within parks, that discretion is limited by the statutory requirement that the NPS must leave park resources and values unimpaired, unless a particular law directly and specially provides otherwise. The prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources and values (NPS 2006). To determine impairment, the NPS must evaluate "the particular resources and values that will be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts" (NPS 2006).

This determination on impairment has been prepared for the Selected Alternative (Alternative B) as described in the Goat Island Management Plan and Environmental Assessment and Finding of No Significant Impact. An impairment determination is made below for all resource impact topics analyzed for the Selected Alternative. An impairment determination is not made for visitor use and experience because impairment findings relate back to park resources and values, and this impact topic is not generally considered to be a park resource or value according to the Organic Act, and cannot be impaired in the same way that an action can impair park resources and values.

### Soils and Vegetation

The protection and management of soils and native vegetation are components of the park's purpose, significance, and outstandingly remarkable values. The island supports a mature cottonwood forest and a pervasive growth of eastern red cedar, with sandy and silty/loamy soils typical to its accreted river island environment, as described in section 5.2.3 of the management plan and EA.

The Selected Alternative would improve vegetation by managing noxious weeds and by managing invasive and exotic vegetation. Active management of the vegetation will increase the abundance of native species and decrease the abundance of nonnative species resulting in a more natural ecology for Goat Island. Overall, vegetation and soils would be minimally affected by the isolated and small areas of campgrounds and new trail segments included in the Selected Alternative and would be a net benefit to the integrity of the island's soils or vegetation.

The isolated impacts from the limited development, combined with the mitigation measures and best management practices described in the management plan and FONSI, would result in few measureable impacts as a result of the Selected Alternative. The Selected Alternative will not impair soils or vegetation.

### Special Status Species

The protection and management of special status species is a component of the park's purpose, significance, and outstandingly remarkable values. Interior least terns, piping plovers, and

northern long-eared bats have the potential to be present on the island or habitat exists to support these species as described in section 5.2.4 of the management plan and EA.

The Selected Alternative would have negligible impacts on these species. Beneficial impacts to terrestrial state and federally listed species would occur from vegetation management and an overall increase in the value of habitat throughout the park boundary. The NPS would continue as a party to the existing interior least tern and piping plover MOA or other programs to ensure no adverse impacts would be encountered and would continue to temporarily close sandbar areas for nesting species—and if needed, would close the proposed campgrounds or halt other activities that may affect these sandbar nesting species under the proposed action. The interior least tern and piping plover would continue to be managed by other mechanisms, including the Missouri River Recovery Plan. The northern long-eared bat would potentially benefit from the management approach of reserved sandbars within the MNRR where no vegetation management practices occur. Allowing woody vegetation to persist and actively recruit on the sandbars could provide additional roosting locations for the northern long-eared bat. No negative effects are anticipated. The impacts would correspond to a “may affect, not likely to adversely affect” impact under section 7 of the ESA for piping plover, interior least tern, and Northern long-eared bat. The NPS consulted with the USFWS on this finding and the USFWS concurred by letter dated April 6, 2019.

The isolated impacts from the limited development, combined with the mitigation measures and best management practices described in the management plan and FONSI, would result in few measureable impacts as a result of the Selected Alternative. The Selected Alternative will not impair special status species.

### **Summary**

The National Park Service has determined that the implementation of the Selected Alternative (Alternative B) will not constitute an impairment of the resources or values of the park. As described above, implementing the Selected Alternative is not anticipated to impair resources or values that are essential to the purposes identified in the establishing legislation of the park, key to the natural or cultural integrity of the park, or identified as significant in the parks relevant planning documents. This conclusion is based in the consideration of the purpose and significance of the park, a thorough analysis of the environmental impacts described in the management plan and environmental assessment, relevant scientific studies, the comments provided by the public and others, and the professional judgment of the decision-maker guided by the direction of National Park Service (NPS 2006).

## **ATTACHMENT C: ERRATA – COMMENTS ON THE MANAGEMENT PLAN AND EA, AND REVISIONS TO THE MANAGEMENT PLAN**

### **PUBLIC COMMENT SUMMARY**

The NPS received 171 correspondences regarding the management plan and EA while it was on public review in March-April 2019. NPS used 13 codes within the PEPC coding function to categorize and analyze the comments contained within each correspondence. Once coded, there were over 350 individual comments. Each comment may have more than one code assigned to it.

Many of the comments expressed a preference for no changes to existing conditions. Others comments were supportive of modest changes to the existing conditions. Several comments received were outside the scope of the current decision. Few comments provided substantive or new information and are addressed herein.

Many of the comments requested that the NPS leave the island “as is” as it has existed prior to NPS jurisdiction becoming recognized and publicized. Not initiating NPS management is not an option as the NPS is bound to the Organic Act, other federal regulations, and current NPS policies. The NPS is required to meet basic statutory and policy-based requirements.

Whether the overall comment was substantive or not, several common themes (or concerns) were noted in the comments and are noted herein.

### **NON-SUBSTANTIVE COMMENTS**

Out of the 353 individual comments, some with multiple codes, many were considered non-substantive. Non-substantive comments do not raise debate or question fact. The individual coded comments determined to be non-substantive under the definition, are those that cast favor for or against a proposed alternative, or for or against an NPS policy, and are described below. Editorial comments are included in this category, as they typically recounted a past experience or family story without raising new information; however, many of these comments are addressed in the concern statement section below.

- LV01: “leave it alone” – 116
- AL0001: Alternative A no action – 13
- AL0002: Alternative B proposed action – 24
- ED1000: Editorial – 201

## CONCERNS AND NPS RESPONSE

A concern is a statement that summarizes the interpreted voice of the public. Rather the comment met the definition of substantive or not, many comments expressed common concerns. General areas of concern and the NPS response to each type of concern are noted below:

### Access:

- Concern: some comments expressed the concern that they would not continue to have access to Goat Island, or have restricted access to parts of the island due to special status species, or have restricted access to portions of the island. Other concerns regarded who should have access to the island (locals versus others).
  - Representative Quote (ID 852218): our concern is that we will no longer be able to use sandbars on and around goat island for recreational purposes
  - Representative Quote (ID 852150): My family and I have been visiting Goat Island for many years and hope to continue doing so in the future without all the added traffic from campers and kayakers.
- Response: Goat Island is permanently available for all its visitors. By virtue of being a river island, access is naturally limited to those with a boat or kayak. Other than periodic closures to sandbars for threatened and endangered species habitat, visitors have full access to the island and sandbars. Threatened and endangered shorebird species (federally listed piping plover and interior least tern) are managed under existing laws or agreements; at times, their protection includes the closure of portions of sandbar areas where active nesting is located for the duration of the nesting season. Trails provide island visitors improved access and wayfinding. Hunters are allowed to hunt off trail and hikers are allowed to hike off trail. Other activities such as gatherings of over 25 people, while authorized, would require a permit from the superintendent under the terms outlined in the park's Superintendent's Compendium. Mushroom or berry picking would be allowed under the terms outlined in the park's Superintendent's Compendium.

### Restrooms:

- Concern - comments expressed a range of opinions from no restroom needed to a full vault toilet needed.
  - Representative Quote (ID 852399): Can you at least put four walls and a roof over the restrooms?
- Response - NPS considered a range of restroom types including a pit toilet as part of the proposed alternative presented to the public. One pit toilet per campground area would be installed. Design of the pit toilet will be determined prior to installation but should consider privacy screening.

### Special status species (i.e. tern & plover):

- Concern: the concern was two-fold with some comments expressing too much consideration being given to these species and other comments expressed concern for the species ongoing management.
  - Representative quote (ID 852077): I worry for the species of special status that nest on beaches nearby
- Response: Threatened and endangered species are managed under existing laws and agreements; at times, their management includes the closure of portions of sandbar areas where active nesting is located for the duration of the nesting season.

#### Law enforcement and public safety: zipline

- Concern: some comments expressed the desire to keep the visitor-built zipline and, conversely, other commenters expressed the need to disallow unauthorized structures.
  - Representative quote (ID 852167): My family enjoys the zipline and the area around it
  - Representative quote (ID 852439): We agree that activities such as the current illegally installed zipline and/or fireworks displays should not be allowed on the island without a NPS permit.
- Response: due to provisions found in 36 CFR and NPS *Management Policies 2006*, the NPS is not at liberty to allow or accept liability for an unauthorized structure with unknown construction standards to remain on NPS managed lands and has no choice but to remove the zipline. Additionally and of note, research regarding zipline safety is not abundant; from what is available, studies attribute significant injuries to zipline use, especially in the age range of 19 years old and younger, with fractures being the most commonly reported injury of all groups. Additionally, the State of Nebraska provides managed zipline experiences at some of its state parks or recreational areas, providing visitors with an opportunity to enjoy a similar experience under managed conditions. Consequently, upon the plan being finalized, a reasonable period will be provided for the people who originally installed the zipline to remove it on their own accord, or it will be dismantled and taken down by NPS.

#### Law enforcement and public safety: illegal activity, in general

- Concern: Comments were of mixed opinions that the river or island has too much illegal activity or that visitors are being unfairly singled out for their behaviors while on the river/island.
  - Representative quote (ID 852397): Please DO NOT flood the river with law enforcement looking to detain boaters for compliance checks and arrest people for BUI, trespass, etc.
  - Representative quote (ID 852081): I've also seen lots of illegal use of sandbars for partying over the summer that would destroy nests and habitat.
- Response: The rate or type of illegal activity is not expected to increase or decrease significantly as a result of implementing either alternative. Law enforcement is a collaborative endeavor between the NPS and its state and local partners. The NPS will continue to work with its law enforcement partners to address illegal activity, as appropriate and merited.

#### Law enforcement and public safety: safety, in general

- Concern: in general, there are mixed viewpoints regarding visitor safety on the island. Some commenters suggested it is already safe, therefore, no NPS action is needed. Other comments suggested the island would benefit from improved safety.
  - Representative Quote (ID 852436): Specifically I want to point out comments like "Enhance visitor safety through developing campsites and trails" on p. 3, ""The safety of visitors is a primary concern" on p. 17, and p. 52 mentions that alternative B would improve visitor safety. While I am all for safety, not once in this document did it mention how Alternative B would bolster safety for visitors.
  - Representative Quote (ID 852419): I actually agree with no rifle hunting, as you have homes 700-1000 feet from the island. This makes good sense and I am surprised this wasn't already a regulation.



- Response: Visitor safety is enhanced by implementing the hunting-related actions that limit the use of weapons with a longer ballistic range. Fire rings at campsites and fires on sandy substrate areas will reduce the chance of wildfire within the more heavily wooded areas. Designated trails assist pedestrians with wayfinding and allow visitors the ability to relay either their exact location or proximity to known locations to emergency responders. By removing unauthorized structures (e.g. zipline) with no known construction standards, NPS reduces the chances of injuries.

#### Law enforcement and public safety: staffing

- Concern: there was a general concern of who would manage Goat Island.
  - Representative Quote (ID 852438): There isn't a clear plan about the responsibilities of who, specifically, will manage the day to day aspects of the island.
- Response: the plan clearly states in its purpose and need (section 1.1) that by completion of this plan, the island would be managed by the NPS Missouri National Recreational River (headquartered in Yankton, SD). Additional references are made in section 2.3, section 3.1 and 3.2. As a partnership-based park, the NPS would utilize its own staff and that of its partners and volunteers for management. By virtue of being unclaimed by either Nebraska or South Dakota at the time of statehood, unclaimed land becomes public land under Federal management; and in this case, public land that was dedicated to the NPS when the MNRR was established. A November 2016 letter regarding the BLM survey showed the island qualified as an unsurveyed tract of land still in federal ownership. Although not known at the time, management responsibility for Goat Island was legislatively transferred to the NPS as part of the MNRR when the 59-Mile stretch of the Missouri River was designated a national recreational river in 1978.

#### Law enforcement and public safety: hunting

- Concern: some comments expressed a desire to keep hunting “as is” on the island while other comments expressed the desire for no hunting, trapping, or fishing to be allowed.
  - Representative Quote (ID 852250): supports the plan for archery deer and turkey hunting, waterfowl hunting, and trapping on the island when those activities comply with existing state and federal regulations. We also agree that neither hunting nor trapping should be permitted within 100 yards of any developed facilities on the island.
  - Representative Quote (ID 852278): There should be NO hunting of any kind on Jake's Island. No seasonal hunting, no guns or bows & arrows.
- Response: NPS considered this range of comments and visitor safety and proposed minor changes to current hunting practices (ex. weapon type, seasons, decoys or blinds) so that NPS could continue to provide hunting as an existing use. The changes are minor and similar to hunting rules at other state-managed hunting areas and are intended to protect visitors, protect natural resources, and provide equal access. Hunters must also follow the standard hunting regulations of the state that issued the hunting license (South Dakota or Nebraska).

#### Commercialization:

- Concern: some comments expressed a concern of commercialization of the island.
  - Representative Quote (ID 852190): I know for a fact that there are hundreds, if not thousands, of people who agree with me when I say Goat Island is too important to privatize and commercialize for government benefit.
- Response: Goat Island is protected in perpetuity as public land and is not under threat of privatization. NPS has not proposed any commercial uses on the island. Commercial services are managed by well-established NPS policy and practices to determine suitability and terms. Primitive camping or hiking on the island that is available to all island users is not a commercial service. Should camping become a highly sought activity, the NPS may consider implementing a reservation system at a future time and through a separate process.

#### Bicycles:

- Concern: One comment expressed the desire to use bicycles on Goat Island.
  - Representative Quote (852418): I took exception to the exclusion of mountain bikes. How is this encouraging access to the island? On Page 32, bikes are lumped in with horses. I won't debate that horses absolutely destroy a trail system, but if you look at any maintained mountain bike trail system, you will find that they not only are built for things like shedding water from the trail surface, but they do so with the least amount of disturbance to the environment and trail surface durability in mind. This is insulting to read that Mountain bikes cause resource damage to island soils and river banks. Send someone up to look at the mountain bike trail system on Laframboise Island in Pierre, which is very similar to Jake's soil composition, and report back. We are having a mountain bike race June 1st, so bring your friends and enter.
- Response: Bicycle policies on NPS-owned and NPS-managed lands are clearly defined in 36 CFR §4.30.

#### Human-induced erosion: (pages 23, first bullet)

- Concern: Some comments expressed concern regarding the statement regarding the desired future condition of the island: "The park would monitor human-induced riverbank erosion, as well as any non-condoned social trails that may become established associated within recreational activities on the island."
  - Representative Quote: (Comment 42 in PEPC, 852163): "According to some of the written documents provided by you all, one of the management objectives (paraphrasing) is erosion management, particularly human induced erosion. Those of us that have been on the river for any time remember well when jet skis were banned from our "natural" river. Managing human erosion can easily be interpreted by us as meaning, eventually banning power boats."
- Response: The NPS would manage the island in a natural, primitive state with minimal development. Management of erosion is not intended to be a means to ban power boats.

## REVISIONS TO PLAN

Out of the 353 individual comments, some were considered substantive. A substantive comment will raise, debate, or question a point of fact or policy that would cause changes or revisions to the proposal. Those substantive comments and concerns include:

- Correspondence #171:
  - Comment notes a contradiction in policy on page 25, 3rd bullet
    - Response: clarified in final document
  - Page 4 of the Goat Island Resource Summary doesn't convey the private ownership of some of the sandbar islands adjacent to goat island. Particularly, Part of what you are calling Little Jake's is privately owned.
    - Response: edit existing caption: "This draft map, provided by the Colorado State University Team, depicts vegetation classifications of Goat Island and the surrounding areas within the MNRR authorized boundary."
    - Response: add a sentence: "This vegetation classification map does not imply NPS ownership of privately owned lands within with the MNRR boundary."

Additionally, multiple comments were received regarding camping ranging from no camping, to keep camping ad-hoc and unmanaged as it has been, to provide a single camping area with no more than 4 tent pads, or to implement a full camping system. Another concern was mixing the uses of hunting and camping. Other comments expressed a preference for sandbar camping rather than the proposed camping areas.

- Response: Camping is a compatible use in natural areas and is a supported use in areas designated as "recreational" under the Wild and Scenic Rivers Act. Camping occurs in national parks throughout the country.

The NPS considered a range of alternatives and proposed designated camping; however, based upon public comment provided through the open house public meeting on March 20, 2019 and comments received through the online commenting system (PEPC), NPS staff concurred that the camping framework outlined within the proposed Alternative B would be modified. After reviewing all the public comments and a thorough park discussion, a new alternative arose.

NPS has modified the preferred alternative to reduce the footprint to be developed for primitive camping purposes. The number of individual campsites within each of the two campgrounds to be established will be reduced by half, to now include five primitive campsites in each designated area for a maximum total of 10 campsites on Goat Island. Additionally, the amount of development at each primitive campsite will be reduced. Raised tent platforms, hammock posts, and picnic tables will not be incorporated into any of the primitive campsites. Rather, there will be cleared areas defining sites for tent placement and a fire containment ring at each site. There will be one shared pit toilet, with privacy screening, per campground for a total of two pit toilets on Goat Island. Backcountry or wilderness-style camping available anywhere on the island was dismissed from initial analysis in the draft management plan for sanitation and safety reasons. This topic was re-considered as a way to reduce the amount of development on Goat Island while still offering a range of camping opportunities and desired visitor experiences. The original reasons for dismissal of backcountry camping remain valid.

Designated campgrounds are needed because during hunting periods (seasons) they will help separate hunters and campers from each other and therefore avoid the potential for visitor use conflicts.

To provide for a range of camping opportunities and desired visitor experiences, the park will also offer backcountry camping outside of hunting seasons as an option for visitors that are seeking a more remote setting. Backcountry camping will be permitted outside of hunting seasons to take place within vegetated areas on the Island under conditions to be outlined in an individually issued camping permit (or special use permit). During hunting seasons, camping would be restricted to occur only in designated campgrounds to be established.

All visitors who seek to camp on Goat Island will be required to obtain a camping permit from the park's headquarters office or online. Camping permits are intended to provide an opportunity for NPS to impart information to visitors, outline conditions, manage distribution of visitor use, help protect natural resources, and improve visitor safety. No hunting or trapping will be allowed from Memorial Day to Labor Day, which would coincide with the period that backcountry camping via an individually issued camping permit would be allowed to occur.

These modifications to the preferred alternative are compatible with desired future conditions and allow visitor use levels and activities consistent with preserving park purpose, significance, and fundamental resources and values, and with providing opportunities for recreation, education, and inspiration. The impacts of the modified alternative would fall between those described for Alternatives A and B in the environmental analysis.

## Text Edits

In response to the substantive public comments, the following changes have been made to the Goat Island Management Plan and EA to clarify information or to modify the proposed alternative.

Additions to the text are identified by red italicized text and deletions are marked by strikethrough, unless otherwise noted. These revisions do not change the outcome of the impact analysis, nor do they affect the final decision documented in the Finding of No Significant Impact.

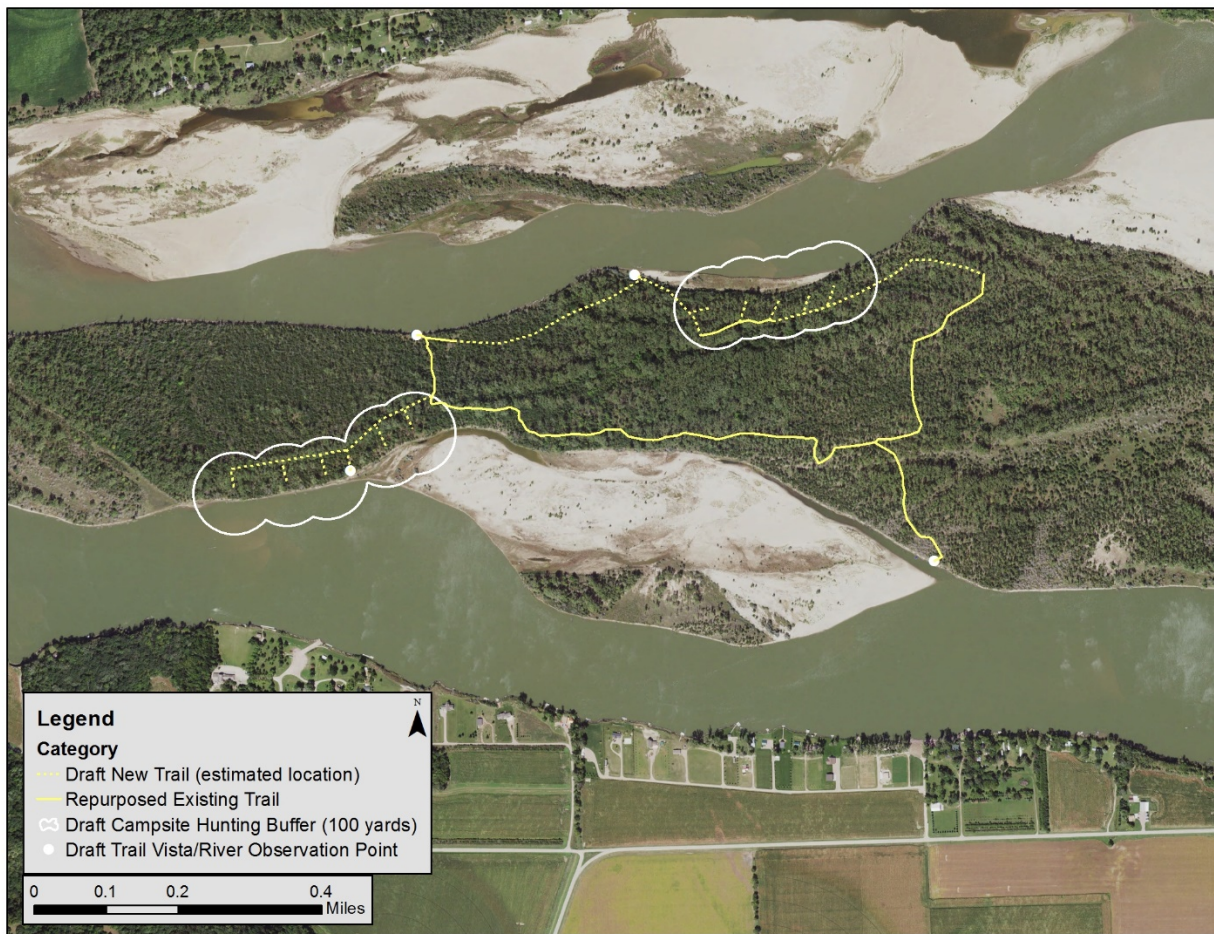
Page/Section	Revision or Change to proposal
p 25, third bullet	Waterfowl Hunting: <del>No special regulations.</del> Goat Island would be open to waterfowl hunting. Firearm use for waterfowl hunting would be allowed per the laws and regulations of the state hunting license <i>and the NPS regulations described herein.</i>
P 25, fifth bullet	Trapping: Goat Island would be open to trapping in accordance with state laws and regulations <i>and the NPS regulations described herein.</i>
p 25, eleventh bullet point (blank)	<i>Note: delete blank bullet point</i>
p 28, Figure 5	<i>Note: Replace with new figure - attached below.</i>
p 28 - 29, Camping	Camping: The NPS would establish up to two backcountry (primitive) campgrounds located close to sandy beach or bench areas and elevated on the island terrace (figure 5). Relatively primitive campgrounds and individual campsites would be developed in phases based on demand. Campgrounds would be sited to avoid sensitive resources and would comply with ABA

Page/Section	Revision or Change to proposal
	<p>guidelines to the extent practicable. Exact campsite locations would be determined based on site characteristics including topography, ease of access, and vegetation. Campsites would be placed within the indicated campground zones. The campground zones indicate a large area to allow for flexibility in exact campground and campsite placement.</p> <p><del>Camping on the island would not be allowed outside the designated campgrounds.</del> <i>Backcountry camping would be permitted outside of hunting seasons to take place in the vegetated areas of the Island under conditions to be outlined in an individually issued camping permit (or special use permit). During hunting seasons, camping would be restricted to designated campgrounds. No vegetation or ground disturbance would be permitted in backcountry areas except to pitch a tent.</i></p> <p><i>All visitors who would like to camp on Goat Island will be required to obtain a camping permit from the park's headquarters office or online.</i> If demand for camping sites is strong, then NPS would require a permit that would be obtained at <a href="http://www.recreation.gov">www.recreation.gov</a>. (Camping fees, if initiated, would be established in the future through a separate process.)</p> <p>Each campground would include:</p> <ul style="list-style-type: none"> <li>• up to <del>10</del> <i>5</i> individual campsites</li> <li>• trails and spur trails to reach individual campsites</li> <li>• <del>up to two communal areas for groups to gather, up to 80-foot diameter area (0.12 acres), with fire pit and natural material seating options (no camping would be allowed here)</del></li> <li>• campground kiosk or sign with rules and regulations, visible from a common or main point of entry to campground (upright post, 36x48 inch signage)</li> <li>• signage to mark campground landing area, visible from river (upright post, 18x24 inch signage)</li> <li>• up to <del>three</del> <i>two</i> pit toilets (described below) to be centrally located for purposes of serving each campground area <del>and communal area</del></li> </ul> <p>Each individual campsite would include:</p> <ul style="list-style-type: none"> <li>• up to an 80-foot diameter (0.12 acre) area where understory brush may be cleared as necessary to create the campsite. Selective small tree removal, avoiding cottonwoods or other native, non-invasive trees if possible, may take place within this 80-foot buffer to facilitate campsite development within the campground</li> <li>• a connecting spur trail to access each campsite from a main campground access trail</li> </ul>

Page/Section	Revision or Change to proposal
	<ul style="list-style-type: none"> <li>• <del>one 12x12 foot raised tent platform made of island materials such as eastern red cedar logs or cut planks</del></li> <li>• <del>hammock posts (6x6 inch or similar upright posts), potentially incorporated into the raised platform</del></li> <li>• signage to mark each individual campsite (upright 4x4 post, angulated at top and demarcated—e.g., sequentially numbered or lettered)</li> <li>• one fire ring with grate per individual campsite (48x48 inch, per ABA guidelines)</li> <li>• <del>up to one standard size picnic table per individual campsite (36 inch on all usable sides, per ABA guidelines)</del></li> <li>• natural materials for seating (e.g., tree stumps or logs from the island)</li> <li>• <del>a 150-foot privacy buffer to the next campsite and to the nearest main trail. No management activity (campsite, pit toilet, trail, tree or shrub removal) is expected to take place within this privacy buffer. Noxious weed (e.g., Canada thistle, leafy spurge) control may take place in this buffer</del></li> <li>• a 200-foot pit toilet buffer to the nearest bathroom facility. <del>This buffer will coincide with the 150-foot spacing buffer</del></li> <li>• campground kiosk to include an orientation map and other informational materials, including pertinent rules and regulations, visible from a common point of entry to the campground</li> <li>• <del>large buffer area of at least 150 feet between each campsite</del></li> </ul>
page 31 – insert new text after “Signage” bullet point.	<i>Monitoring: The park would observe visitor use on the island and monitor resource impacts after plan implementation. If resource impacts are noticed, the park may amend this plan as necessary through the usual planning process.</i>
page 30	New trails would be up to a maximum of <del>36-48</del> -inches wide...
Appendix B, Resource Summary, page 4, Figure 1 (title)	Figure 1. <del>A draft map depicting vegetation classifications of Goat Island provided by the Colorado State University Team.</del> <i>This draft map, provided by the Colorado State University Team, depicts vegetation classifications of Goat Island and the surrounding areas within the MNRR authorized boundary. This vegetation classification map does not imply NPS ownership of privately owned lands within with the MNRR boundary.</i>



Figure 5: Alternative B, proposed action alternative



## **ATTACHMENT D – REFERENCES**

### **NPS**

- 2003 Director's Order #77-2 Floodplain Management
- 2006 NPS Management Policies
- 2011 Director's Order #12 Conservation Planning, Environmental Impact Analysis, and Decision-Making
- 2016 Procedural Manual #77-1 Wetland Protection

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

NPS/MNRR/651/150015 AUGUST 2019

## **Missouri National Recreational River Goat Island Management Plan and Environmental Assessment**

