

GLOSSARY

Acquired Land (Reclamation): Lands purchased or otherwise obtained for Reclamation project purposes, as opposed to withdrawal of federal public domain lands; acquired lands were usually private lands necessary for project purposes (adapted from CRSPA and general Reclamation usage).

Affected Environment: Associated with the National Environmental Policy Act (NEPA), the “Affected Environment” includes those environments and/or resources (also called “impact topics”) that are expected to be impacted by a major federal action. Such impact topics are identified in the Purpose and Need chapter, and in the Affected Environment chapter of the Environmental Impact Statement. The affects, or impacts, are evaluated in the Environmental Consequences chapter. Environments and/or resources that are not likely to be affected by the Proposed Action or alternatives to the Proposed Action need not be evaluated in detail. In other words, they may be dismissed from further evaluation. The key impact topics that are dismissed are listed in the Purpose and Need chapter.

Area of Critical Environmental Concern (ACEC): This program is managed by the Bureau of Land Management (BLM). The ACEC program was conceived in the 1976 Federal Lands Policy and Management Act (FLPMA), which established the first conservation mandate for the BLM. The ACEC mandate directs the BLM to protect important riparian corridors, threatened and endangered species habitat, cultural and archeological resources and unique scenic landscapes that the agency believes need special management attention.

Conservation: The words “conservation,” “preservation,” and “protection” are used throughout this document. Although they have similar meanings, there are fine differences. In the context of this RPS, Conservation is defined as follows: Planned action or non-action to protect, preserve or renew natural and cultural resources in a manner that will ensure social and economic benefits to meet the needs and aspirations of this and future generations. It includes additional levels of resource management than either preservation or protection, and includes such actions that can sustain, restore, and/or enhance such resources and the environment. See also the definitions for “preservation” and “protection.”

Conservation Easement: A restriction deeded to a qualified third party, usually a land trust or government body, that permanently limits certain activities on real property, in order to protect conservation values such as biodiversity, wildlife habitat, open space, or scenic values. The restriction stays with the property through successive owners. The restriction reduces the “highest and best” economic use of the property so that the property’s value reflects only the allowed uses. If the landowner donates the easement as a gift, this reduction in value may be eligible as a charitable tax deduction. An easement also can be sold to non-profit or government agencies to provide revenue. Sometimes an easement is sold at less than its appraised value (bargain sale), resulting in a combination of income and a tax deduction.

Conservation Opportunity Area (COA): An area outside and adjacent to the proposed NRA boundary, comprised of 24,300 acres of private land, where the National Park Service would be authorized by Congress to use various tools to partner with park neighbors to conserve resources and values identified as important to the NRA. These tools would range from technical assistance, to conservation easements, to fee-simple acquisition, subject to the willingness of the landowners to participate.

Cooperating Agency: A federal agency other than the one preparing the NEPA document (lead agency) that has jurisdiction over the proposal by virtue of law or special expertise, and that has been deemed a cooperating agency by the lead agency.

Curecanti Area Conservation Study (CACS): An effort begun by Gunnison County just prior to the beginning of the Resource Protection Study (RPS), and conducted in parallel with the first few years of the RPS process, to make recommendations which would help conserve the natural, cultural, recreational and scenic resources surrounding Curecanti NRA that are important to county residents and area visitors.

Curecanti: Great Scenery, Outstanding Resources, and Good Neighbors: A booklet of ideas about how government land-managing agencies and private landowners can work together to maintain the outstanding resource qualities that are commonly valued. Although the document was created specifically for the Resource Protection Study at Curecanti National Recreation Area in Colorado, the ideas may be applicable throughout the country. The booklet is contained in Appendix B of this Final RPS/EIS.

Environmental Impact Statement (EIS): A detailed NEPA document that is prepared when a proposed action or alternatives have the potential for significant impact on the human environment.

Fee Simple Acquisition: Acquisition of all rights or interests in land through means such as direct purchase, third party purchase, land exchange, bargain sale, or donation. For the purposes of the RPS, acquisition would not occur unless the landowner is willing.

General Management Plan: A broad umbrella document that sets the long-term goals for a National Park Service unit, in terms of desired natural and cultural resource conditions to be achieved and maintained over time; necessary conditions for visitors to understand, enjoy, and appreciate the unit's significant resources; the kinds and levels of management activities, visitor use, and development that are appropriate for maintaining the desired conditions; and indicators and standards for maintaining the desired conditions. The long-term goals are based on the unit's foundation statement, which in turn is based on the unit's enabling legislation or presidential proclamation, and is a statement of the unit's purpose, significance, fundamental resources and values, primary interpretive themes, and relevant laws and executive orders that apply to NPS or to the individual unit.

Impairment: A major or severe adverse impact resulting from NPS activities in managing the NRA, visitor activities, or activities undertaken by concessioners, contractors, and others operating in the area, on NRA resources or values that are necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the area; key to the natural or cultural integrity of the area, or to opportunities for enjoyment of the area; or identified for conservation by the area's general management plan or other relevant NPS planning documents. There would be no impairment of the NRA's resources or values from the implementation of either Alternative 1 or Alternative 2 of the RPS.

Implementation Plan: A plan that provides project-specific details needed to implement an action(s) in an area of a National Park Service unit, and explains how the action(s) helps achieve long-term goals identified in the unit's general management plan.

Joint Agency Management Effort (JAME): A continuing effort initiated by the Resource Protection Study whereby the National Park Service, American Indian tribes, and other federal, state, and local government agencies in the Curecanti area are working in partnership to address resource management and visitor use issues of mutual concern that extend beyond the NRA.

Land Acquisition Ranking System (LARS): A system through which park units propose lands for acquisition. Such lands generally need to be already authorized for acquisition consistent with NPS land policy, by congressional approval, or by existing legislation. Land parcels entered into the LARS system are then evaluated and ranked in priority, first at the regional level (in competition with other parks in that region), and then nationally (in competition with all parks nationwide).

Land Protection Plan: Land protection plans identify the conservation methods that will be sought or applied to protect resources and to provide for visitor use and park facility development. Each plan will identify acquisition priorities, what level of acquisition might be needed (fee simple, conservation easement, right-of-way for access, etc.), and whether alternatives to acquisition are available (for example, conservation agreements) that meet the needs of the NPS unit. The plan will also identify the legal authorities for the NPS unit (for example, statute providing for acquisition and any willing seller requirements).

Land Trust: A private, nonprofit organization that, as all or part of its mission, actively works to conserve land. The purpose is generally to ensure long-term stewardship of important resources, whether natural, cultural, scenic, or agricultural, through the acquisition of full or partial interests in property. Land trusts may receive donations of money, property or development rights, and may use its assets and/or partnered funds to purchase property or development rights.

Land Units: Defined for purposes of resource analysis during the development of alternatives, Land Units refer to sections of public and/or private land adjacent to and outside the existing National Recreation Area, in which the natural, cultural, and scenic resources, and potential recreational opportunities were considered by the study team to be most important to conserve for NRA purposes. Eight land units were identified (letters A through H), according to geographical location, similarity of resource values, reasonably foreseeable activities, and land ownership (public or private). The land units are shown on the Alternative 2 map, and constitute the “proposed lands,” as defined later in this Glossary.

National Environmental Policy Act (NEPA): The National Environmental Policy Act was passed by Congress in 1969 and took effect on January 1, 1970. It established this country’s environmental policies, and provided the tools to carry out these goals by mandating that every federal agency prepare an in-depth study of the impacts of “major federal actions having a significant effect on the environment” and alternatives to those actions, and requiring that each agency make that information an integral part of its decisions. NEPA also requires that agencies make a diligent effort to involve the interested and affected public before they make decisions affecting the environment.

National Recreation Area (NRA): National Recreation Area is a designation for a protected area in the United States that provides diverse recreation opportunities for a large number of people. Many of these areas are centered on large reservoirs and emphasize water-based recreation. Many NRAs are administered by the National Park Service; however, other agencies manage NRAs as well. Table 17 summarizes current NRAs, grouped by administering agencies.

National Recreation Area Boundary: This document from time to time refers to an existing NRA boundary that contains: (1) lands administered under the 1965 Memorandum of Agreement between Reclamation and NPS; (2) lands administered under supplemental agreements with other agencies; and (3) lands acquired by NPS for addition to the NRA as specifically authorized by Congress. The reader should be aware that Congress has yet to legislatively establish a boundary for the NRA. Therefore, the term “boundary” in this

Table 17: National Recreation Areas Throughout the United States

National Recreation Area, State	Administered By
White Mountains National Recreation Area, Alaska	Bureau of Land Management
Amistad National Recreation Area, Texas	National Park Service
Bighorn Canyon National Recreation Area, Montana	National Park Service
Boston Harbor Islands National Recreation Area, Massachusetts	National Park Service
Chattahoochee River National Recreation Area, Georgia	National Park Service
Chickasaw National Recreation Area, Oklahoma	National Park Service
Curecanti National Recreation Area, Colorado	National Park Service
Delaware Water Gap National Recreation Area, Pennsylvania	National Park Service
Gateway National Recreation Area, New York	National Park Service
Gauley River National Recreation Area, West Virginia	National Park Service
Glen Canyon National Recreation Area, Arizona	National Park Service
Golden Gate National Recreation Area, California	National Park Service
Lake Chelan National Recreation Area, Washington	National Park Service
Lake Mead National Recreation Area, Nevada	National Park Service
Lake Meredith National Recreation Area, Texas	National Park Service
Lake Roosevelt National Recreation Area, Washington	National Park Service
Ross Lake National Recreation Area, Washington	National Park Service
Santa Monica Mountains National Recreation Area, California	National Park Service
Whiskeytown National Recreation Area, California	National Park Service
Flaming Gorge National Recreation Area, Utah	USDA Forest Service
Hells Canyon National Recreation Area, Oregon	USDA Forest Service
Land Between The Lakes National Recreation Area, Kentucky	USDA Forest Service
Oregon Dunes National Recreation Area, Oregon	USDA Forest Service
Pine Ridge National Recreation Area, Nebraska	USDA Forest Service
Rattlesnake National Recreation Area, Montana	USDA Forest Service
Sawtooth National Recreation Area, Idaho	USDA Forest Service
Shasta- Trinity National Recreation Area, California	USDA Forest Service

instance is to be interpreted as an informal descriptor, and not as an official line authorized by Congress.

Payments in Lieu of Taxes: Federal payments to local governments that help offset losses in property taxes due to nontaxable Federal lands within their boundaries.

Preservation: The words “conservation,” “preservation,” and “protection” are used throughout this document. Although they have similar meanings, there are fine differences. In the context of this RPS, Preservation is defined as follows: The protection of natural and cultural resources, through the implementation of appropriate legal and physical mechanisms, in such a way that, so far as is practicable, the intrinsic values are safeguarded from unnatural disturbance. It does not imply preserving an area or structure forever in its present state, because natural events and natural ecological processes are expected to continue. Preservation is part of, and not opposed to, conservation. Preservation suggests that natural resources will be left undisturbed, while conservation usually implies that some resource management action will be taken. See also the definitions for “conservation” and “protection.”

Proposed Lands: The term “proposed lands” refers to (1) Public lands adjacent to the NRA that were identified through the study process to warrant transfer to NPS for inclusion within the NRA for more overall efficient management for all agencies concerned, in keeping with each agency’s mission; and (2) Private lands that warranted increased conservation measures relating to NRA goals and objectives, to be included within a Conservation Opportunity Area

(COA), outside the proposed NRA boundary. As defined for this study, the “proposed lands” do not include lands within the existing NRA that were identified as having the potential to be deleted from the NRA, via transfer to neighboring government agencies, or exchange for private lands within the COA. The proposed lands are a feature of Alternative 2 – the Proposed Action, and are a subset of the larger “study area” that was initially examined at the beginning of the study. The proposed lands are divided into eight “land units,” A through H, to facilitate analysis.

Protection: The words “conservation,” “preservation,” and “protection” are used throughout this document. Although they have similar meanings, there are fine differences. In the context of this RPS, Protection is defined as follows: The use of legal and physical mechanisms to protect resources and the environment from further degradation. It does not include management actions that might serve to restore or sustain, but emphasizes lessening or preventing adverse impacts to resources from external influences and activities. It may be more narrow in its perspective than conservation or preservation, such as to protect a single species, geographic area, or structure. See also the definitions for “conservation” and “preservation.”

Purchase and Retained Use and Occupancy: Purchase of property from a willing landowner at fair market value; wherein the owner can reside on the property rent free until death (life estate), or some other agreed-upon time period, such as 25 years (25-year lease).

Reclamation Facilities: Those structures and features necessary to, and constructed, operated, maintained, and reconstructed for the furtherance of Reclamation project purposes. Such structures and features may include, but are not necessarily limited to: dams, reservoirs, diversion structures, roads, ditches, canals, tunnels, telephone lines, power plants, electrical transmission lines, substations, switchyards, communications sites, towers, rights-of-way, real property, buildings, storage yards, fences, and borrow areas.

Reclamation Lands: Real property administered by the Secretary of the Interior, acting through the Commissioner of Reclamation, including all acquired and withdrawn lands and water areas under jurisdiction of the Bureau of Reclamation (Section 2803 of P.L. 102-575). Reclamation retains administrative jurisdiction on its lands for project purposes.

Reclamation Project: Any water supply or water delivery project constructed or administered by the Bureau of Reclamation under the Federal reclamation laws (the Act of June 17, 1902 [32 Stat. 388, chapter 1093; 43 U.S.C. 371], and Acts supplementary thereto and amendatory thereof (from Section 2803 of P.L. 102-575).

Reclamation Works: The structures, facilities, and appurtenances necessary to meet Reclamation project purposes, together with the lands and land interests, and water and water interests necessary for such works. Generally, Reclamation project works may include, but are not necessarily limited to, dams, reservoirs, canals, laterals, ditches, roads, transmission lines, substations, buildings, power plants, offices, warehouses, residences, telephone lines, parking areas, gates, fences, siphons, and the necessary land and land interests, and water and water interests, such as leases, rights-of-way, and easements.

Relinquishment: A notification to BLM by a Federal holding agency (such as Reclamation) that:
 The public lands withdrawn or reserved for its use are no longer needed, or
 The withholding or segregation of land from settlement, sale, location, or entry is no longer required. (Reclamation, 1998)

Revocation: The actual cancellation of a withdrawal by BLM, but does not necessarily open the land to settlement, sale, location, or entry under some or all of the general land laws. (Reclamation, 1998)

Section 106: The section of the National Historic Preservation Act which requires that federal agencies take into account the effects of their actions or undertakings on historic properties, and afford the State Historic Preservation Officer and the Advisory Council on Historic Preservation an opportunity to comment.

Special Status Species: Special status species include any species which is listed, or proposed for listing, as threatened or endangered by the U.S. Fish and Wildlife Service or National Marine Fisheries Service under the provisions of the Endangered Species Act; any species designated by the U.S. Fish and Wildlife Service as a “listed,” “candidate,” “sensitive” or “species of concern;” and any species which is listed by the State as state endangered, state threatened, or a species of special concern. In addition, within the context of this document, Special Status Species includes NRA Sensitive Species. This includes a variety of species found in the NRA, which the staff considers to be native species of concern.

Subordinate (verb): To place a senior real property interest in a position of lower priority to that of an otherwise junior real property interest in the same real estate. (adapted from a portion of the definition of “Subordination agreement” in Black’s Law Dictionary, Sixth Edition, 1990)

Subordination: The act or process by which a person’s rights or claims are ranked below those of others. (Black’s Law Dictionary, Sixth Edition, 1990)

Substantive Comment: In regards to comments made in response to the Draft RPS/EIS during the public review and comment period, comments are considered substantive if they suggest changes in the stated alternatives; suggest new alternatives; or debate or question the method of impact analysis or a point of fact. In particular, they are substantive if they (1) cause changes or revisions in any of the alternatives, including the Proposal Action; (2) suggest different viable alternatives; (3) question, with reasonable basis, the adequacy of the environmental analysis; or (4) question, with reasonable basis, the accuracy of information in the environmental impact statement. Comments that only agree or disagree with any of the alternatives or NPS policy are not considered substantive.

Toolbox of Incentives for Resource Conservation: A handbook of ideas for neighbors in the Curecanti area, to encourage private landowners, local communities, and city, county, state, and federal agencies to work in partnership to manage their lands for more effective resource conservation. Although this document was created specifically for the Resource Protection Study at Curecanti National Recreation Area in Colorado, the ideas can be applied to other areas throughout the country. The Toolbox is contained in Appendix A of this Final RPS/EIS.

Tract: For the purposes of this study, an area of land identified for potential deletion from the NRA. For example, 10 such tracts of land are shown on the Alternative 2 map.

Withdrawal: A withholding of an area of Federal land from settlement, sale, location, or entry under some or all of the general land laws, to:

- Limit activity under those laws in order to maintain other public values in the area,
- Reserve the area for a particular public purpose or program, or
- Transfer jurisdiction of the area from one Federal agency to another.

(From Reclamation, 1998, Land Withdrawal Handbook).

Withdrawn Lands (Reclamation): Federal lands and land interests requested and set aside for Reclamation project purposes through a withdrawal process.