

PREPARATION PLAN
for the
RESOURCE MANAGEMENT PLAN REVISIONS
for the
KREMMLING and GLENWOOD SPRINGS
FIELD OFFICES

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**PREPARATION PLAN ANALYSIS
FOR THE
KREMMLING AND GLENWOOD SPRINGS FIELD OFFICE'S
RESOURCE MANAGEMENT PLAN REVISIONS**

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TABLE OF CONTENTS

I. INTRODUCTION and BACKGROUND.....4
 A. Kremmling and Glenwood Springs Planning Areas Descriptions/Maps.....4
 B. Kremmling and Glenwood Springs Resource Management Plans.....9
 C. Joint Plan Revision Effort.....10
 D. Purpose and Need of the Preparation Plan.....12

II. ANTICIPATED PLANNING ISSUES AND MANAGEMENT CONCERNS.....14
 A. Decisions to be made in the Revision.....14
 B. Kremmling and Glenwood Springs Issues and Concerns.....15

III. STRATEGY FOR CARRYING OUT THE REVISION AND EIS.....27
 A. Preliminary Planning Criteria.....27
 B. Community and Public Participation Plan.....28
 C. Intergovernmental Coordination/Consultations/Stakeholders.....29

IV. DATA AND GIS NEEDS.....32

V. PARTICIPANTS IN THE PROCESS.....33
 A. Roles, Responsibilities, and Authorities.....33
 1. Management Team.....33
 2. Interdisciplinary Team (IDT).....33
 3. Ad Hoc and Support35

VI. PREPARATION PLAN SCHEDULE.....36

VII. BUDGET.....37

APPENDICES

Appendix A – Data and GIS Needs Table.....39

I. INTRODUCTION AND BACKGROUND

A. KREMMLING AND GLENWOOD SPRINGS PLANNING AREA DESCRIPTIONS

Kremmling Planning Area:

The Kremmling Planning Area is located in north central Colorado, and is bordered on the north by the State of Wyoming; on the east by the Roosevelt and Arapaho National Forests and Rocky Mountain National Park; on the south by the BLM Glenwood Springs Field Office (GSFO) and White River and Arapaho National Forests; and on the west by the Routt National Forest (see Map 1 below). Of the approximately 3,115,544 acres of land within the Kremmling Field Office (KFO), 378,490 acres are BLM-administered public lands (see Table 1 for planning area land status).

Table 1: Kremmling Planning Area Land Status

Land Status	Acres
Bureau of Land Management	378,491.15
Division of Wildlife	19,811.21
National Park Service	97,500.85
National Recreation Area	32,507.17
National Wildlife Refuge	23,470.84
Private	839,319.51
State	95,031.98
State Forest	73,365.44
US Forest Service	1,556,045.92
Total:	3,115,544.07

The planning area includes lands in Eagle, Grand, Jackson, Larimer, and Summit counties (see Table 2 for planning area land status by county).

Table 2: Kremmling Land Status by County

Land Status (acres)	Eagle County	Grand County	Jackson County	Larimer County	Routt County	Summit County
Bureau of Land Management	18,370	144,053.03	186,709.16	26,889.1		2,421.04
Division of Wildlife		15,160.74	2,880.57	1,769.9		
National Park Service		95,657.07	46.18	1,791.59		
National Recreation Area		32,507.17				
National Wildlife			23,470.84			

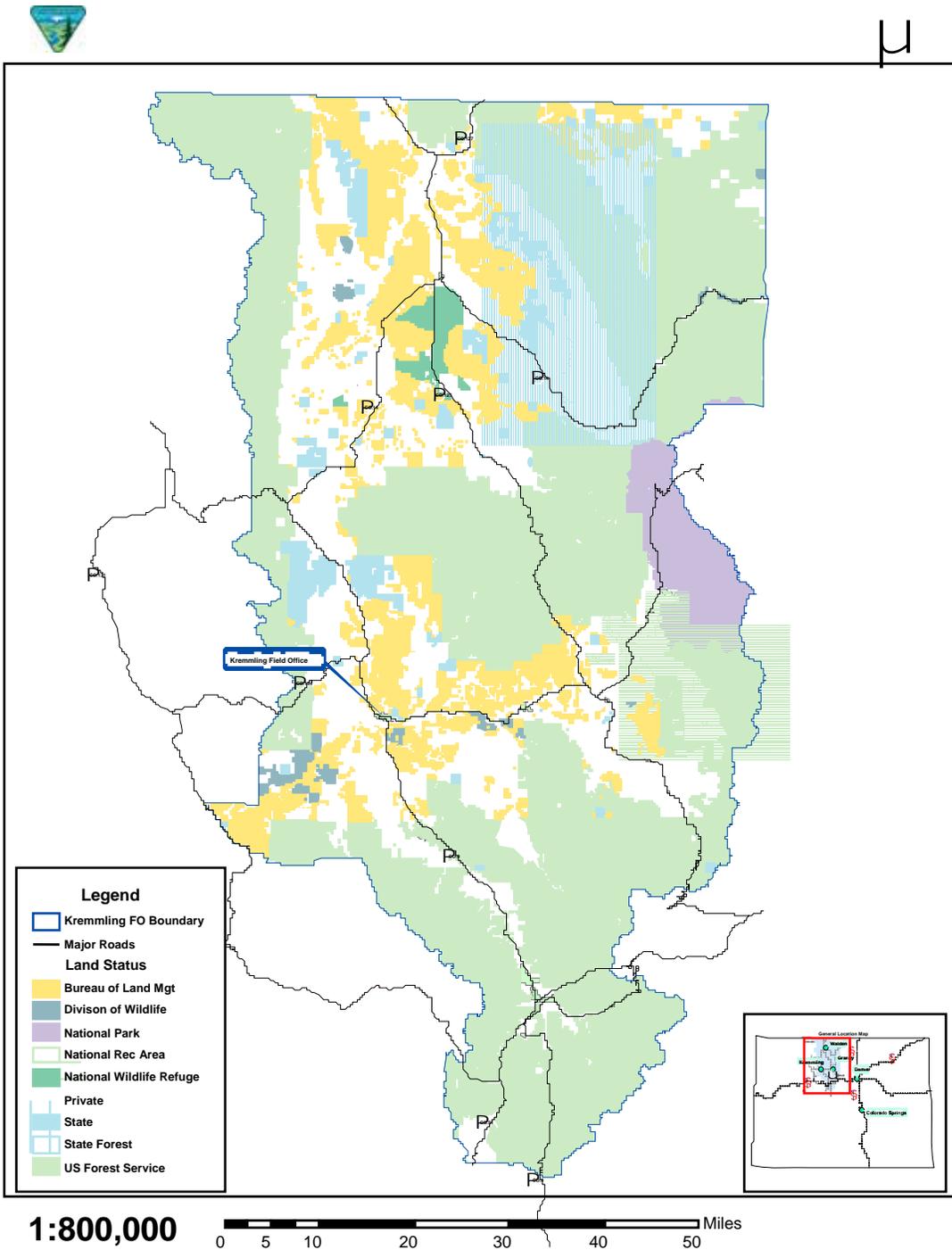
Refuge						
Private	11,779.20	334,396.72	368,582.24	64,891.85		59,641.53
State	272.92	36,956.73	50,263.79	7,216.07		322.47
State Forest			71,023.17	2,342.24		
US Forest	22,829.82	515,964.46	333,805.70	344,573.79	5,627.68	333,167.91
Service						
Totals:	53,251.94	1,174,695.98	1,036,781.65	449,474.54	5,627.68	395,552.95

Table 3: Kremmling Mineral Status by County

Land Status (acres)	Eagle County	Grand County	Jackson County	Larimer County	Routt County	Summit County	Total
BLM/Fed Minerals	14,142.67	127,086.6	177,607.59	28,149.44		2420.78	349,407.08
Private Surface/Fed Minerals	2,287.38	100,513.01	238,474.73	23,001.75		11,351.2	375,628.07
State Surface/Fed Minerals		79.01	17,276.24			162.05	17,517.3
USFS/Fed Minerals	14,142.67	502,665.73	328,426.1	333,809.67	5,627.45	308,464.89	1,493,136.3
DOW Surface/Fed Minerals		8,516.47	1,648.08	127.79			10,292.34
National Park/Fed Minerals		92,502.03	46.18	1,791.59			94,339.8
National Recreation Area/Fed Minerals		20,166.36					20,166.36
National Wildlife Refuge/Fed Minerals			7,490.42				7,490.42
State Forest/Fed Minerals			44.37	.32			44.69
Total	30,572.72	851,529.21	771,013.71	386,880.24	5,627.45	322,398.92	

Map 1: Kremmling Planning Area

KREMMLING FIELD OFFICE PLANNING AREA



Glenwood Springs Planning Area:

The Glenwood Springs Field Office (GSFO) administers 567,000 acres of public land in: Eagle, Garfield, Pitkin, Routt, Mesa and Rio Blanco Counties in Colorado.

Table 4: Glenwood Springs Planning Area Land Status

Land Status	Acres
Bureau of Land Management	568,064.0840
Bureau of Reclamation	1,585.4587
Colorado Division of Wildlife	514.0549
Department of Energy	205.3347
US Forest Service	1,499,826.7120
Private	808,866.5436
State	28,266.0878
Total:	2,907,328.2757

Table 5: Glenwood Springs Land Status by County

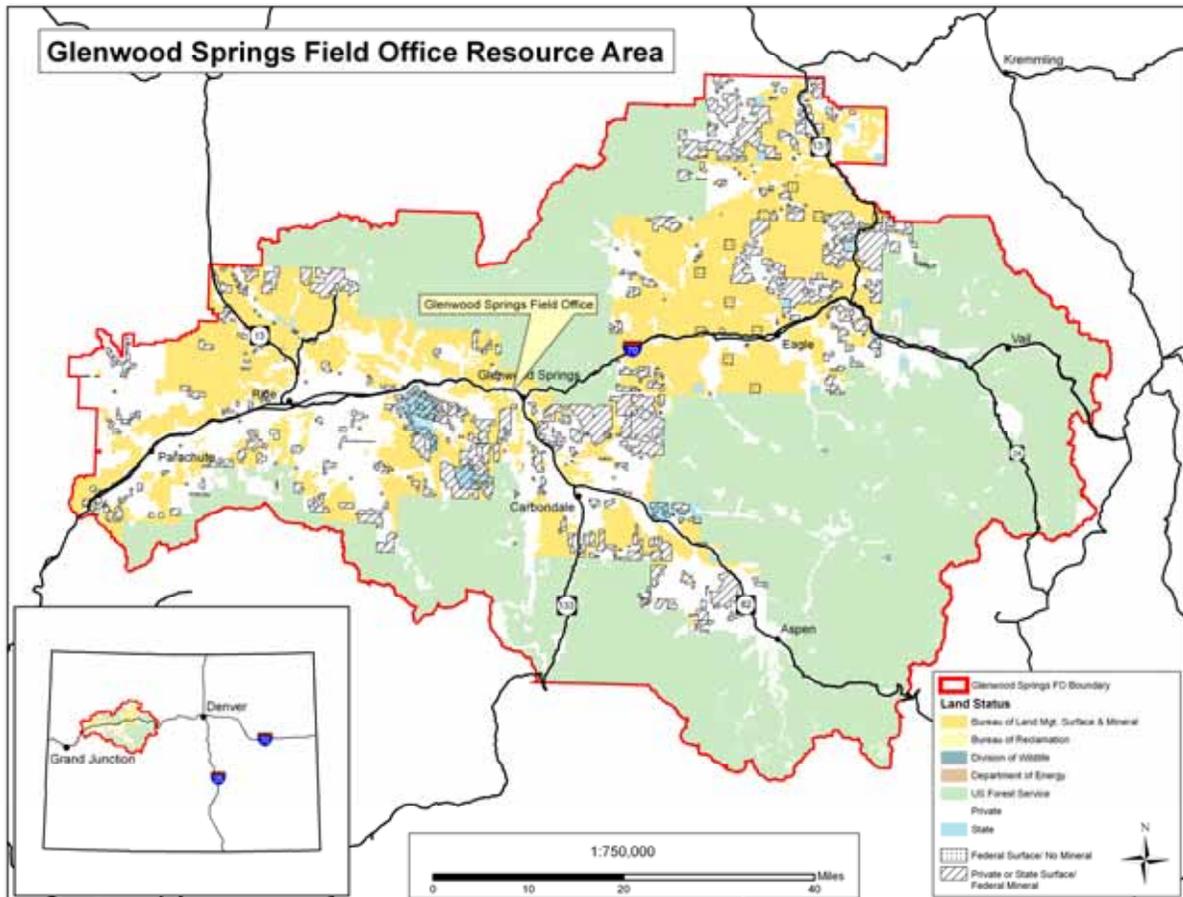
Land Status (acres)	Eagle County	Garfield County	Mesa County	Pitkin County	RioBlanco County	Routt County
Bureau of Land Management	234,785	265,011	9,908	27,493	320	30,538
Bureau of Reclamation		1,358	227			
Colorado Division of Wildlife	182					
Department of Energy		205				
US Forest Service	576,076	353,768	79,669	484,410		5,535
Private	213,781	411,940	13,658	107,781	639	61,049
State	10,723	14,946		492		2,100
Totals:	1,035,547	1,047,228	103,462	620,508	959	99,222

Table 6: Glenwood Springs Mineral Status by County

Land Status (acres)	Eagle County	Garfield County	Mesa County	Pitkin County	Rio Blanco County	Routt	Totals
BLM Surface	234,785	265,011	9,908	27,493	320	30,538	568,055
BLM/Fed Minerals	227,107	264,374	9,681	27,277	320	30,371	559,130
BLM/Private or State Minerals	7,678	637	227	216	0	167	8,925
Private Surface	213,781	411,940	13,658	107,781	639	61,049	808,848
Private	63,961	81,288	5,534	19,577	81	25,494	195,935

Surface/Fed Minerals Private	149,820	330,652	8,124	88,204	558	35,555	612,913
Surface/Private Min. State	1,414	10,610	0	3	0	0	12,027
Surface/Fed Minerals USFS/Fed Minerals	576,076	353,768	79,669	484,410	0	5,535	1,499,458
CDOW Surface	182	0	0	332	0	0	514
DOE	0	205	0	0	0	0	205
Surface/Fed Minerals Bureau of Reclamation	0	1,358	227	0	0	0	1,585
						Total:	2,890,692

Map 2: Glenwood Springs Planning Area



B. KREMMLING AND GLENWOOD SPRINGS RESOURCE MANAGEMENT PLANS (RMPs)

Kremmling RMP:

The Kremmling Resource Management Plan (RMP) was approved in December, 1984. This RMP provides management direction to the approximately 398,000 acres of BLM-administered public lands within the Kremmling Field Office (KFO).

Since being approved, the RMP has been amended five times:

- 1991 – Environmental Impact Statement (EIS)-Level Amendment for Muddy Creek Reservoir
- 1991 – EIS-Level Amendment for Oil and Gas Leasing and Development
- 1997 – Environmental Assessment (EA)-Level Amendment for Colorado Land Health Standards
- 2000 – EA-Level Amendment for Upper Colorado River Special Recreation Management Area (SRMA)
- 2000 – EA-Level Amendment for Land Acquisition Land Use Priorities

Since being approved, the following major Activity Plans (Implementation-level) have been completed with some projects implemented:

- 2005 – Wolford Mountain Travel Management Plan

The 1991 Colorado Wilderness Study report made wilderness recommendations for the following wilderness study areas (WSAs) in the KFO:

- Troublesome WSA – 8,250 acres
- Platte River Contiguous WSA – 30 acres
- North Sand Hills Natural Area Instant Study Area (WSA) – 791 acres

These lands will continue to be managed under interim guidance provided by the Interim Management Policy and Guidelines for Lands under Wilderness Review (H-8550-1) until such time that Congress makes a final Wilderness Decision.

The plan revision will incorporate valid existing decisions from the various implementation plans and the RMP. Decisions will also be evaluated and revised as necessary to reflect changing conditions and resource demands or protection needs.

Glenwood Springs RMP:

The Glenwood Springs RMP was approved in January, 1984. This RMP provides management direction to approximately 566,000 acres of BLM-administered public lands with the GSFO.

Since being approved, the RMP has been amended seven times:

- 1991 – EIS-Level Amendment for Oil and Gas Leasing and Development
- 1997 – EA-Level Amendment for Colorado Land Health Standards
- 1997 – EA-Level Amendment for Castle Peak Travel Management Plan

- 1999 – EIS-Level Supplemental Amendment for Oil and Gas Leasing Development
- 1999 – EA-Level Amendment for Red Hill Management Plan
- 2001 – EA-Level Amendment for Oil Shale Revocation
- 2004 – EA-Level Amendment for Fire Management Plan

Currently, there is one ongoing amendment:

Roan Plateau EIS-Level Amendment for approximately 73,602 acres of BLM-administered public lands within the GSFO. The planning area for the Revision will exclude this area.

Since being approved, the following major Activity Plans (Implementation-level) have been completed with some projects implemented:

- Bocco Mountain Special Recreation Management Area (SRMA)
- Gypsum Hills SRMA (ongoing)

The 1991 Colorado Wilderness Study report made wilderness recommendations for the following wilderness study areas (WSAs) in the GSFO:

- Eagle Mountain – 330 acres
- Hack Lake – 10 acres
- Bull Gulch – 15,000 acres
- Castle Peak – 11,940 acres

These lands will continue to be managed under interim guidance provided by the Interim Management Policy and Guidelines for Lands under Wilderness Review (H-8550-1) until such time that Congress makes a final Wilderness Decision.

The plan revision will incorporate valid existing decisions from the various implementation plans and the RMP. Decisions will also be evaluated and revised as necessary to reflect changing conditions and resource demands or protection needs.

D. JOINT PLAN REVISION EFFORT

The FOs will simultaneously revise their respective RMPs for the BLM-administered public lands within each FO under one EIS. The FOs will award a single contract for both FOs under a single EIS. There will be separate Record of Decisions (RODs) for each RMP, and one BLM Contract Officer Representative (COR) and project manager for the joint revision. There will be a single Interdisciplinary Team (IDT) comprised of the most appropriate specialists from each FO.

Why a joint-plan revision? The FOs have sat down and explored the pros and cons of a joint-plan revision versus doing each RMP separately. Whether the FOs initiate a joint-plan revision versus doing them separately, the plans will most likely take longer than the traditional 3-year planning cycle. The following table summarizes the results of this effort.

Table 7: Pros and Cons

Joint-RMP Revision	
<p>Pros:</p> <p>1). The planning areas are home to some of the world’s most notable destination resorts. These world-class recreation-tourism destinations affect land use management for both FOs. Thus, it makes sense to address the needs of these communities, affecting providers, affected visitor and resident customers, in a consistent manner through a combined planning process.</p> <p>2). Each FO has to obtain reliable recreation-tourism visitor use data, and the preferences (social, environmental, and economic) of their local communities in order to address the similar recreational issues affected each FO. By joining forces, the FOs will be able to gather this information through a more efficient and consistent process (i.e. holding focus groups together and performing a joint-community assessment).</p> <p>3). The FOs share management of the Upper Colorado River. As recreation use continues to increase on the river, it makes sense to address future management of the river consistently across FO boundaries. The FOs will also be able to complete a single Wild and Scenic River Study for both planning areas.</p> <p>4). The FOs share a number of similar issues which are driving the need to revise their RMPs. These include: increased Recreation demand and use, need to complete a Wild and Scenic River Eligibility and Suitable Study, maintaining habitat for sagegrouse and sagebrush obligate species, and rapidly expanding urban interface areas.</p> <p>5). Counties/agencies/stakeholders involved in both plans will only have to participate in one planning process.</p> <p>6). By sharing staff resources from both FOs, there is a greater potential for arriving at creative solutions to similar issues and challenges.</p>	<p>Cons:</p> <p>1). Due to the large number of potential cooperators to work with, it could take additional time and costs to integrate and manage their input and participation.</p> <p>2). From an air resource perspective, there is a potential that Kremmling could get bogged down with Glenwood Spring’s air issues/conflicts.</p>
Separate RMP Revisions	
<p>Pros:</p> <p>1). There would be a more manageable number of potential cooperators for each plan.</p>	<p>Cons:</p> <p>1). The plans will be on different schedules making coordination more difficult.</p> <p>2). The potential cooperators will have to participate in two planning processes.</p> <p>3). There will be separate studies for wild and scenic rivers, cultural resource overview, visual resource</p>

management and visitor use data and community assessments. This will make it more difficult to achieve consistent management across FO boundaries.

E. PURPOSE AND NEED OF THE PREPARATION PLAN

The purpose of this prep-plan is to:

- (1) Set the overall direction for the revision/EIS;
- (2) Identify anticipated planning issues and management concerns based on the RMP evaluations and internal scoping;
- (3) Identify preliminary planning criteria and outstanding questions that must be addressed to support management decisions;
- (4) Identify a standard document format (documents, maps, tables, figures, etc.) for the internal and external presentation of the process, information, and decisions, including presentation on the internet;
- (5) Identify information or data needed to resolve or address identified issues, management concerns, and planning criteria or to perform the requisite analysis; identify available data and data collection/format standards employed, and provide an explanation of how the data supports the plan itself, and how the data addresses the planning requirements and addresses anticipated issues or management concerns; identify any known or anticipated data gaps and provide an explanation of why the data is needed to support the plan itself, how the data supports the planning requirements and how the data address anticipated issues or management concerns;
- (6) Establish a data inventory and collection activity plan (where necessary), that is coordinated with other agencies, which include FGDC data standards, work-month costs, staffing and skill requirements, and estimated time-frames needed to establish an integrated, automated geospatial database for filling in data gaps;
- (7) Establish a direction for collaborative community participation. Establish a public participation process that is based on collaboration with citizens and affected governments and agencies; that is effectively grounded in the unique social, economic, demographic, geographic, and political characteristics of the planning areas; and that allows management decisions to be formed through partnerships aimed at balancing environmental, social, cultural, and economic health of the area;
- (8) To identify team members who will carry out this revision and define work priorities and planning team responsibilities;
- (9) Identify budget and funding needs for each Field Office, and define project time lines and cost estimates for the entire revision from start to finish; and

(10) Identify which parts of the RMP Revision will be done internally and externally.

Section 202(a) of FLPMA as amended (43 USC 1701 et seq.) requires the Secretary of the Interior to develop, maintain, and when appropriate, revise land use plans with public involvement, which provide for the use of public lands by tracts or areas.

There are a number of new issues, higher levels of controversy around existing issues, and new (unforeseen) public land uses and concerns that have arisen over the years which were not included in the previous RMPs and will need to be addressed in this revision. A comprehensive discussion of preliminary issues is detailed in section “*II: Anticipated Planning Issues and Management Concerns*”.

II. ANTICIPATED PLANNING ISSUES AND MANAGEMENT CONCERNS

A). DECISIONS TO BE MADE IN THE REVISION

The BLM makes many types of decisions. As described in applicable regulations, the public is entitled to various administrative remedies (i.e. protests and appeals) for some of those decisions, specifically BLM’s land use plan (LUP) and implementation (IMP) decisions. The regulations for making and modifying land use plan decisions are found in 43 Code of Federal Regulations (CFR) 1600. It is important to make the distinction between the LUP and IMP decisions because:

- (1) The administrative remedies and the timing of those remedies differ;
- (2) The NEPA analysis necessary to support IMP decisions is generally more site-specific than the analysis necessary to support LUP decisions;
- (3) The Authority to make these types of decisions varies; and
- (4) The scope and effect of each type of decision would be a consideration during the compliance and consultation proceedings required under various environmental laws, such as the National Historic Preservation Act (NHPA) and the Endangered Species Act (ESA).

Table 8: Decision Table

Land Use Plan Decisions	Implementation Decisions
<ul style="list-style-type: none"> - LUP decisions consist of desired outcomes (goals, standards, and objectives) and the allowable uses (including allocations, levels of use, and restrictions on use) and management actions necessary to achieve those desired outcomes. - When LUP decisions are presented in the proposed plan, the public has an opportunity to protest those decisions to the BLM Director prior to their approval, as set forth in the planning regulations (43 CFR 1610.5-2). The Office of Hearings and Appeals (OHA) does not have jurisdiction to review LUP decisions. Thus, after the protests to LUP decisions have been resolved, there are no further administrative remedies within the Department of Interior. 	<ul style="list-style-type: none"> - IMP decisions are actions to implement land use plans. These types of decisions are based on site-specific planning and NEPA analyses and are subject to the administrative remedies set forth in the regulations that apply to each resource management program of the BLM. These administrative remedies for final IMP decision usually take the form of appeals to OHA. - While preparing the NEPA analysis for land use plans (RMPs), BLM sometimes considers, in the same NEPA document, various implementation actions that would be approved either at the same time or after the LUP decisions are made. - Making IMP decisions at the conclusion of the land use planning process and analyzing them concurrently with the LUP decisions does not change the administrative remedies that available for the IMP decisions.

Program/Resource-Specific Decision Guidance is contained in Appendix C of the BLM Land Use Planning Handbook (H-1601-1). Inclusion of implementation decisions at the larger planning scales is generally not appropriate. However, as part of the proposed joint-revision, the FOs will potentially be making the following implementation decisions:

- Defining the travel management network (route designations) for specific areas within each FO.
- Defining the management within any designated ACECs

B). KREMMLING AND GLENWOOD SPRINGS ISSUES AND CONCERNS

Preliminary issues and management concerns have been surfaced internally through the RMP evaluations, by BLM personnel, identified by BLM and other agencies at meetings, and/or brought up by individuals and user groups by way of phone calls, e-mails, letters, and past meetings concerning proposed management of public lands. They represent BLM's expectations to date as to what challenges exist with current management. Planning issues and management concerns are defined as:

A **Planning issue** is a matter of controversy or dispute over resource management activities or land use that is well defined or topically discrete and entails alternatives between which to choose. This definition suggests that one entity or more is interested in a resource on federal land, that each entity may have different values for the resource, and that there are different ways (alternatives) in which to resolve the competition or demand.

Management concerns are topics or points of dispute that involve a resource management activity or land use. While some concerns overlap issues, a management concern is generally more important to an individual or a few individuals, as opposed to a planning issue which has a more widespread point of conflict. Addressing management concerns in the Plans/EIS help ensure a comprehensive examination of federal land use management. Management concerns will be modified as the planning process continues. They will usually not be addressed as thoroughly as an issue.

Under each planning issue, are Land Use Planning (LUP) decisions that will need to be addressed, and Questions/Concerns that will need to be address in the Analysis of the Management Situation (AMS).

The FOs will refine the issues and concerns through the following steps:

- (1) The FOs will publish the draft issues and concerns based on the major issues (issues driving the need for the revisions) in a Federal Register Notice.
- (2) Scoping of issues will offer opportunities for comment, public identification of other issues and refinement of draft issues at meetings and workshops hosted by the FOs and the Northwest Resource Advisory Council (NWRAC). Depending upon funding and timing, the BLM might conduct a Preliminary Assessment of Community Interests and Communication Strategies for the Planning Area.
- (3) After gathering public comments, the FOs will document each of the issues in a scoping report and will place each issue in one of four categories:
 - (a) Issues to be resolved in the plan;

- (b) Issues resolved through policy or administrative action; (*Note: the FOs will hear these issues as they are presented during the planning process and, even though they are a policy or administrative nature, will consider ways to improve effectiveness.*);
- (c) Issues beyond the scope of this plan; and
- (d) Issues that have already been addressed but should be better communicated to the issue holder.

The scoping report will provide rationale for each topic placed in category b, c, and d.

- (4) The FOs will incorporate all issues in category 3(a) into the land use plans and use these issues to develop alternatives and analyze the potential impacts of the alternatives in the EIS.

A list of major issues which may be addressed in the Plan is listed below. This list is not comprehensive, but names the major issues currently facing the FOs.

Issue 1: Oil and Gas Development

The KFO oil and gas program has been increasing steadily since 2000. Between 1984 and 2000 there were approximately 40-50 wells operating on the McCallum Field in the North Park Basin at any one time, with very little additional well development. Since 2000, the office has processed APDs for 54 additional wells and there is new interest in coal bed methane development. An issue associated with the new development that was not addressed in the 1984 RMP/ROD is enhanced protection of Greater sage-grouse habitat, a BLM sensitive species. The GSFO is approaching the Reasonably Foreseeable Development (RFD) scenario from the 1999 Oil and Gas Leasing and Development Amendment EIS. Since 2000, the office has seen there APD numbers grow significantly: FY-2000 – 28, FY-2001-53, FY-2002-54, FY-2003-54, FY-2004-182 and FY-2005-244 (to date). There is also a need to address potential development in the area south of I-70 and in the White River National Forest on projected gas development.

Decisions to be answered in the LUP:

- What areas should be open to leasing, subject to existing laws, regulations, and formal orders; and terms and conditions of the standard lease form?
- What areas should be open to leasing, subject to moderate constraints such as seasonal and controlled surface use restrictions? (These are areas where it has been determined that moderately restrictive lease stipulations may be required to mitigate impacts to other land uses or resource values.)
- What areas should be open to leasing, subject to major constraints such as no-surface-occupancy stipulations on an area with more than 40 acres in size or more than .25 mile in width? (These are areas where it has been determined that highly restrictive lease stipulations are required to mitigate impacts to other lands or resource values.)
- What areas should be closed to leasing? (These are areas where it has been determined that other land uses or resource values cannot be adequately protected with even the most restrictive lease stipulations; appropriate protection can be ensured only by closing the

lands to leasing.)

- What best management practices should be employed to accomplish resource condition objectives that have been established in areas open to leasing?
- For each lease stipulation, what are the circumstances for granting an exception, waiver, or modification? What are the general documentation requirements and public notification associated with granting exceptions, waivers, or modifications?
- What are the long-term resource condition objectives for areas currently under development to guide reclamation activities prior to abandonment?

Questions/Concerns to be addressed in the AMS:

- Are existing lease stipulations appropriate given the current conditions?
- What are the areas of high/medium/low potential for oil and gas development?
- What areas have high potential for Coal-bed Methane (CBM) development?
- What are the potential conflicts between coal development and CBM development?
- What has the BLM been doing to protect sub-surface water quality and quantity (i.e. recharge areas, springs, wells, and surface water quality, soil erosion)? What changes should be made?
- What are the pertinent issues surrounding split-estate lands and impacts to surface owners? What can be done to resolve these issues in the plan?
- How have VRM classes been implemented in the past? What recommendations for change should be carried forward?
- Are current oil and gas-related mitigation measures and reclamation maintaining or improving land health?

Issue 2: Range Health/Upland Management

The vegetation on upland range in the Kremmling and Glenwood Springs planning areas provides the foundation for many resource uses on public land. Structurally diverse plant communities provide habitat for wildlife as well as forage for domestic animals. A healthy cover of perennial vegetation stabilizes the soil, increases infiltration of precipitation, slows surface runoff, prevents erosion, provides clean water to adjacent streams, and enhances the visual quality of public land. Concern has been expressed that the resource uses may affect the natural function and condition of upland communities.

Decisions to be answered in the LUP:

- What are the desired outcomes (goal and objectives that may be established at multiple stages) for vegetative resources, including the desired mix of vegetative types, structural stages, and landscape and riparian functions?
- What priority plant species and habitats should be designated, including special status species and populations of plant species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age?
- What actions and area-wide use restrictions are needed to achieve desired vegetative conditions?

- What lands are currently available for livestock grazing? (This could be due to the lands not being made available during the original RMP, or if the grazing preference or permit on those lands has been voluntarily relinquished, or if there are outstanding requests to voluntarily relinquish the grazing preference or permit.) Should these decisions be revisited?
- If during our Land Health Assessments, there have been allotments or groups of allotments identified where Land Health Standards cannot be achieved under any level of management of livestock use, should these areas remain available for livestock grazing?
- For those lands that are available for livestock grazing, on an area-wide basis, what is the amount of existing forage available for livestock (expressed in Animal Unit Months (AUMs)) and the future anticipated amount of forage available for livestock with full implementation of the land use plan while maintaining a thriving natural ecological balance and multiple-use relationship?
- How will these public lands be managed to become as productive as feasible for livestock grazing? (i.e. including a description of possible grazing management practices such as grazing systems, range improvements (including land treatments), changes in seasons of use and/or stocking rates.)
- What are the guidelines and criteria for future allotment-specific adjustments in the amount of forage available for livestock, season of use, or other grazing management practices?

Questions/Concerns to be addressed in the AMS:

- What ecological condition are the vegetative communities in?
- What areas are of ecological importance?
- Which new special status plants and significant plant communities have been identified since the last RMP? Where are these plant populations located, and what is the current status and trend of the populations and their habitat?
- Are the current allotment boundaries suitable? Do the allotments need to be updated?
- Where does OHV use and soil erosion exist in the planning areas?

Issue 3: Water/Riparian Issues

Riparian areas in the planning areas along stream and river corridors and wetlands are among the most productive and ecologically valuable resources. They attract and concentrate populations of area mammals, birds, reptiles, and amphibians, provide habitat for diverse vegetation communities not found elsewhere in the area, and help protect water quality. These areas, however, are affected by uses such as foot and hoof trampling, improperly managed OHV use, removal of natural vegetation, and other surface disturbances which can cause bank disturbance, destabilization of stream channels, increased erosion and siltation, disruption to riparian-dependent plants and wildlife, and degradation of both surface and ground water quality.

Maintaining high quality water is essential to any ecosystem. Water quality is also important for human health and safety. Impacts to water quality may come from cross-country vehicle travel, historic mining activities, oil & gas development, use of vehicles on poorly constructed routes, livestock grazing, irrigation practices, improper disposal of human waste, and increased visitor

use in sensitive riparian areas. Water quality problems coming from natural sources such as geological erosion or oxidation of exposed mineral formations, may also pose threats to the aquatic and riparian resources.

Decisions to be answered in the LUP:

- What are the desired outcomes/conditions for riparian areas (including standards or goals under the Clean Water Act)?
- For riparian areas, what are the desired width/depth ratios, streambank conditions, channel substrate conditions, and large woody material characteristics?
- What area-wide use restrictions or other protective measures are needed to meet Tribal, state, and local water quality requirements/standards/regulations?
- What measures, including filing for water rights under applicable State or Federal permit procedures, are needed to ensure water availability for multiple use management and functioning, healthy wetland or stream systems?
- How will riparian and wetland systems be managed to improve or maintain habitat quality for fish, wildlife, plants, and invertebrates?

Questions/Concerns to be addressed in the AMS:

- What watersheds, wetlands, or specific stream segments need special protection from the standpoint of human health concerns, ecosystem health, or other public issues (i.e. exclusion from grazing or OHVs)?
- Identify the current water rights held by the DOI/BLM and its permittees?
- How has water quality (surface and ground) been maintained and restored over time to protect beneficial uses of water and riparian habitat?
- How have vegetative communities been managed to improve or maintain water quality?
- How will the municipal watersheds be protected from activities that may compromise watershed function?
- What is the inventory of dewatering activities within planning areas related to ditches, spring developments, wells, and related activities? Will they affect the BLM's ability to provide water resources for fisheries resources, livestock production, municipalities, and federal permittees?

Issue 4: Recreation Demands and Uses

As the central Rocky Mountains have changed over the past two decades, so have the recreation demands and expectations of public lands in Colorado. Public lands administered by the FOs are within a couple hours drive of the greater Denver metropolitan communities and adjacent to the world-class, year-round destinations such as: Aspen, Vail, Keystone, Breckenridge, Copper Mountain, Winter Park and Steamboat Springs. With changing regional/local economies, rapid population growth, shifting demographics, and the expansion of residential areas, recreation is the center of both conflict and opportunity.

Recreation-based tourism generated dollars contributes significantly to the local/regional economies. Both FOs must establish a dialog with; the Colorado Tourism Office, gateway

tourism groups, outfitters, community businesses and local governments. The RMP revision provides the foundation for discussing and matching outdoor recreational tourism with the resource capabilities of public lands.

The current RMPs address only recreation activity opportunities within Special Recreational Management Areas (SRMAs) and Extensive Recreation Management Areas (ERMAs). However, the revised (2005) Planning Handbook requires structured management within SRMAs with identified objectives and prescribed physical, social, and administrative recreational settings. The FOs need to review existing SRMAs and propose additional SRMAs in conformity with the revised (2005) Planning Handbook.

Specifically the Blue, Colorado, and Eagle Rivers have either antiquated or no planning in place. There is a pressing need to address recreation use and issues on these ecologically and socially important rivers of intense use.

Decisions to be answered in the LUP:

- What areas should be identified as SRMAs?
- In areas identified as SRMAs, how should other resource uses be managed?
- Is there an identified demand for structured recreation management in existing SRMAs? If not, should the existing SRMAs be dropped?
- For all SRMAs, what should be the primary market-based strategy used for management (Destination recreation-tourism market, a community recreation-tourism market, or an undeveloped recreation-tourism market)?
- What should be the recreation management zone (RMZ) boundaries within the SRMA?
- What are the appropriate VRM classes for each RMZ?
- Since anything not delineated as an SRMA is an extensive recreation management area (ERMA), what are the recreation management objectives for all ERMAs?
- For all ERMAs, what are the marketing, monitoring, and administrative support actions needed to manage these areas?
- How will the eligibility results of the Wild and Scenic River Inventory be integrated within the planning process?

Questions/Concerns to be addressed in the AMS:

- What reliable recreation-tourism visitor use data is available? Where is additional data needed to fill in the blanks?
- How will the RMP address competitive events?
- Need to evaluate:
 - Indicators - Consider: 1) local/regional/national data; 2) input from agencies, governments, and the public; 3) monitoring data and/or recreation survey data.
 - Current Recreation Setting Conditions and Supply - Discuss the current, on-site and the regional supply and condition of recreational settings (physical, social and administrative).
 - Trends - Consider visitor/community resident preferences/demand for: 1) physical, social & administrative settings; 2) recreational activity opportunities, 3)

experience opportunities, and 4) outcomes (personal, community, economic & environmental benefits).

- *Forecasts* - Predict the changes (existing & contemplated) and vulnerability of pertinent recreation components (activities, settings, experiences outcomes) to identified issues.
- Based on the current condition and trends of the resources and the condition and trends of demands on those resources, what is the FOs capacity in terms of staff, annual budget and summary of workload ranked by subactivity and/or program elements?
- What are the options for changing management where current management does not or may not in the future adequately manage resources and uses?
- What are the options for partners, communities, other federal, state, local, or tribal agencies to enhance or contribute to management capacity?

Issue 5: Comprehensive Travel Management and Transportation

Often the BLM views travel management together with recreation, as recreation is the primary activity associated with travel management, but other land management activities are also associated with travel management, such as oil and gas exploration and range management.

The FOs want to ensure environmentally responsible travel/access on public lands.

Comprehensive travel management planning means addressing all resource use aspects (such as recreational, traditional, casual, agricultural, commercial, educational, oil and gas development and range management) and accompanying modes and conditions of travel on the public lands, not just motorized or off-highway vehicle activities.

Decisions to be answered in the LUP:

- What areas should be open, limited, or closed to OHV use?
- Where does the BLM need to restrict motorized or non-motorized use?
- Where do we need to address planning for motorized and non-motorized routes?
- How should the BLM delineate travel management areas within the planning area?
- For each travel management area:
 - Who should be the primary travelers?
 - What should be the objectives for allowing travel in the area?
 - What setting characteristics should be maintained (including ROS and VRM settings)?; and
 - What should be the primary means of travel allowed to accomplish the objectives and to maintain the setting characteristics?;
 - For those areas where it is decided to defer the final travel management network:
 - What should be the basis for future management decisions?;
 - What should be the guidelines for making road and trail adjustments?;
 - What would be the initial travel management network?

Implementation Decisions to be answered in the LUP:

- For those areas where it is decided to define or delineate the travel management network during the land use planning process:

- what process should be used to identify specific areas, roads and/or trails that would be available for public use (the process must include substantial public involvement)?
- what limitations would need to be placed on use?
- How will the BLM ensure consistent monitoring of the designated travel management networks once we have a designated system?

Questions/Concerns to be addressed in the AMS:

- For the revisions, what area(s) should develop a defined travel management network during the planning process (i.e. KFO - North Sand Hills, Dice Hill, Strawberry Hill, Blue River, Wolford Mountain; GSFO – Hard Scrabble, Grand Hogback Area)?
- How can the BLM ensure that its travel management process is consistent with across administrative boundaries?

Issue 6: Cultural Resources (High Concentrations of Cultural Sites)

The complex landscape and remarkable cultural resources of the planning areas have been a focal point for archaeological interest. Cultural resources provide a major source of public education, recreation, and cultural identity in this country. Concentrations of very unique and significant archaeological regions exist among numerous cultural resources located throughout the planning areas. The complex landscape of the Rocky Mountains and Colorado Plateau contain a remarkable range of cultural resources dating back 10,000 years within the GSFO.

Manual Handbook H-1601-1 and Manual Section 8110 require that every new, revised, and amended RMP incorporate:

- A. Sufficient information to identify the nature and importance of all cultural resources known or expected to be present in the RMP area;
- B. Goals for their management;
- C. Land use allocation decisions in support of the goals; and
- D. Management actions and prescriptions that will contribute to achieving the decisions.

Decisions to be answered in the LUP:

- Are there areas where cultural resource restrictions may affect the location, timing, or method of development or use of other resources in the planning area?
- What site-specific use restrictions from cultural resources are currently being actively managed?
- What are area-wide criteria for recognizing potential cultural resource conflicts, such as geographic characteristics of sacred sites, historic properties, or cultural landscapes (springs, ridges, peaks, caves, and rock shelters, for example)?
- What measures are needed to pro-actively manage, protect, and use cultural resources, including traditional cultural properties?

- For all cultural properties already recorded or projected to occur on the basis of existing data synthesis (including cultural landscapes), which of the following cultural use allocations and desired outcomes should they be allocated to:
 - Scientific Use – preserved until research potential is realized.
 - Conservation for Future Use – preserved until conditions for use are met.
 - Traditional Use – long term preservation.
 - Public Use – long term preservation, on-site interpretation.
 - Experimental Use – Protected until used.
 - Discharged from Management – no use after recordation: not preserved.

Questions/Concerns to be addressed in the AMS:

- Where and how will interpretation be used as an education tool to increase the public’s awareness and appreciation of the cultural resources (i.e. Potential ACECs for cultural values)?
- Have new historic properties, (i.e. National Register sites) including places of traditional cultural importance, been identified since the last RMP that require special designation or site-specific use restrictions (i.e. Potential ACECs)?
- What are new issues and concerns related to (a) protection of sacred sites or needs for access to them and (b) needs for protection or use of areas for gathering plants for traditional purposes?
- What are the highest priority areas likely to contain significant cultural resources?
- What are the highest priority “at-risk” sites that require restoration and/or stabilization?
- Have significant cultural resources been identified and considered for acquisition?

Issue 7: Maintaining Habitat for Sage Grouse and Sagebrush Obligate Species

Sagebrush shrublands are diverse and important habitats that support a variety of unique flora and fauna such as Sage-grouse, Sage Thrashers, Brewer’s Sparrows, Ferruginous Hawks, and pygmy rabbits. Sagebrush shrublands are also the traditional wintering and foraging areas for big game, especially mule deer.

Much of the local rangeland is comprised of old, single-aged sagebrush plants with only a few species of native plants in the understory. In addition, regional sagebrush habitats continue to be threatened by a variety of influences. Conversion of these native landscapes to agriculture, invasion by non-native plant species, energy extraction activities and associated developments, rural expansion, recreation and grazing all have reduced, degraded, or fragmented sagebrush habitats. Recently, long periods of drought, and the loss of critical habitat have come together with other unknown factors to cause a drop in mule deer numbers.

The FOs needs to integrate the *National Sage-Grouse Habitat Conservation Strategy – 1.3.1 Guidance for Addressing Sagebrush Habitat Conservation in BLM Land Use Plans* into the respective land use plans. This guidance also needs to be supplemented, as appropriate, with additional information from state and local-level sage-grouse conservation strategies (Northern Eagle-Southern Routt County, North Park and Middle Park Sage-Grouse Conservation Plans) and winter range enhancement opportunities.

Decisions to be answered in the LUP:

- Identify the need to allocate land uses and identify management activities to help conserve sagebrush habitat and sagebrush-obligate species on BLM-administered lands (http://www.blm.gov/nhp/spotlight/sage_grouse/docs/Sage-Grouse_Strategy_1_3_1.pdf).
- How can land use plan decisions enhance habitat or prevent avoidable loss of habitat pending the development and implementation of implementation-level plans?
- What actions and area-wide use restrictions are needed to achieve desired populations and habitat conditions while maintaining a thriving natural ecological balance and multiple use relationship?

Questions/Concerns to be addressed in the AMS:

- Describe the following information about sagebrush habitat and sagebrush-obligate species (including sage-grouse) in the planning area:
 - Decisions from all applicable planning documents (Resource Management Plans, plan amendments, etc) that are affecting or could affect sagebrush habitat.
 - The importance of the planning area to habitat for sagebrush-obligate species from a regional perspective. For example, state whether any portion of the habitat is part of a sage-grouse stronghold within the state.
 - Current condition and extent of habitat for sagebrush-obligate species.
 - Areas of highest priority for protecting, maintaining and restoring sagebrush habitat. Consider the size, condition, and connectivity of habitat areas when identifying priority areas. Emphasize habitat for sagebrush-obligate species when identifying priority areas for sagebrush as a whole.
 - Trends of habitat condition and extent for sagebrush-obligate species.
 - Indicators or criteria that will be used to evaluate the effects of the alternatives.
 - Management opportunities to respond to identified issues or conflicts (that could be arrayed in a range of alternatives).
- What are the areas of highest priority for protecting, maintaining, and restoring sagegrouse habitat?
- What is the importance of the planning area to habitat for sagebrush-obligate species from a regional perspective?
- How will BLM address the loss of critical big game winter habitat due to the encroachment of residential and commercial growth?

Issue 8: Rapidly Expanding Urban Interface Areas

The most significant land management issues can be found in areas where population and development are rapidly expanding adjacent to public lands. The zone where public lands and urban lands are side by side or intermixed is the *wildland-urban interface*. Both FOs are faced with the challenge of sustaining resources and diverse demands of our many new neighbors. In fact, eighty percent of public lands managed by the GSFO are within 1 mile of private property.

Population Growth - There has been rapid residential and commercial growth near public lands in central Colorado. Counties involved in the joint revision are among the top 20 fastest growing counties in Colorado (<http://www.epodunk.com/top10/countyPop/coPop6.html>). State Demographer Jim Westkott's office forecast that the population of the six resort counties — Eagle, Summit, Pitkin, Garfield, Grand and Routt — will grow from the present 192,000 to 389,000 by 2030.

Fire/Hazardous Fuels - Communities in Colorado have expanded out into the adjacent wildland. More private property is now exposed to potential losses from catastrophic wildland fires. In Colorado, Colorado Counties, Inc. (CCI) has encouraged counties to embark on a comprehensive countywide fire planning process in cooperation with neighboring federal and state agencies. The counties establish priorities for hazard fuel mitigation in the wildland urban interface and begin to take ownership in wildfire preparedness and hazard mitigation. The FOs must integrate new county fire plans and hazardous fuels management direction with land use plan direction to ensure seamless fire planning and prevention.

Open Spaces/Visual Resources - Essentially, there are two types of BLM open spaces. The first is provided by the larger, outlying, undeveloped parcels of public lands. These remnants of the old west are important because they provide the natural, scenic backdrop to communities Coloradoans, old and new, treasure. The second type of open space is represented by the smaller, isolated parcels of public lands in or near local communities. Many neighbors to these parcels have demonstrated a strong sense of ownership and have expressed desires to change uses on such parcels from more traditional multiple uses to activities one might expect in a neighborhood park. These open spaces are where residents; live, recreate and relax.

Quality of Life/Recreation – The FOs are key partners in helping realize the State’s challenging vision for Colorado’s future. *“As Coloradans, our heritage is centered on our connections to the spectacular landscapes that define our state. Yet today, Colorado faces an enormous challenge of satisfying the outdoor recreation demands of a rapidly expanding population, while meeting the responsibility to conserve the special outdoors resources for which Colorado is renowned. Through strategic partnerships, Colorado’s diverse resource of public land agencies, business interests and non-profit groups will pursue innovative approaches that will sustain our special outdoors-based quality of life”* (Colorado Statewide Comprehensive Outdoor Recreation Plan).

Decisions to be answered in the LUP:

- What benefits do the communities want to realize; socially, economically, and even environmentally from the neighboring public lands?
- Where and how to best accommodate foreseeable growth?
- Identification of right-of-way corridors and allowed for exceptions within those sensitive view sheds?

Questions/Concerns to be addressed in the AMS:

- What should be the role of BLM lands in such high growth areas?
- How have the demands (such as recreation, traditional uses) of public lands changed?

- How will BLM decisions affect the growth of these communities?
- How will management of the BLM lands affect the social and economic resiliency and sustainability of local economies?
- How will the BLM survey and plan for community preferences, including local government officials, and the area's business community?
- Where can fuel management activities be used to reduce accumulations in the wildland urban interface, and promote and sustain a healthy ecosystem?
- How will BLM address the loss of critical big game winter habitat due to the encroachment of residential and commercial growth?
- How should we integrate changes in county and community planning decisions on open space, scenic quality and aesthetics?
- How should we manage sensitive view sheds and corridors? Should we address only I-70, or all state highways, busy county roads, and community view sheds as well?

III. STRATEGY FOR CARRYING OUT THE REVISION AND EIS

A. PRELIMINARY PLANNING CRITERIA

Planning regulations covering public land managed by the BLM (43 CFR 1610.4-2) require preparation of planning criteria to guide development of all resource management plans or revisions. Planning criteria are the constraints or ground rules that guide and direct the development of the plan and determine how the planning team approaches the development of alternatives and ultimately, selection of a Preferred Alternative. They ensure that plans are tailored to the identified issues and ensure that unnecessary data collection and analyses are avoided. Planning criteria are based on standards prescribed by applicable laws and regulations, agency guidance, the result of consultation and coordination with the public, other Federal, state and local agencies and governmental entities, and North American Indian tribes, analysis of information pertinent to the planning area, and professional judgment.

The following preliminary criteria were developed internally and will be reviewed by the public before being used in the Plan/EIS process. The criteria will be included in a Federal Register Notice along with notices of public scoping meetings. After public input analysis, they become proposed criteria, and can be added to or changed as the issues are addressed or new information is presented. The FO Managers will approve the issues and criteria, along with any changes.

- The plans will be completed in compliance with the Federal Land Policy and Management Act (43 U.S.C. 1701 et seq.) and the National Environmental Policy Act (NEPA).
- Decisions in the plan will strive to be compatible with the existing plans and policies of adjacent local, State and Federal agencies as long as the decisions are in conformance with Federal laws and regulations that direct resource management on the public lands.
- The plan will recognize valid existing rights.
- Recognize the specific niche that federal lands provide both to the nation and to the surrounding community. A successful plan will be one that is responsive to both national needs and community needs.
- Public participation will be encouraged throughout the process. Collaborate and build relationships with tribes, state and local governments, federal agencies, local stakeholders and others in the community of interest of the plan as normal business. Collaborators are regularly informed and offered timely and meaningful opportunities to participate in the planning process.
- The lifestyles and concerns of area residents will be considered in the plan.
- Road and trail access (and OHV management) guidance will be incorporated into the plan to ensure public and resource needs are met. At a minimum, the Plan will divide planning areas into OHV area designations that are open, limited or closed. The plan will include a map of area designations. Specific criteria for open, limited and closed designations are provided in definitions outlined in 43 CFR 8340.0-5 (f), (g) and (h). Additional criteria are provided by existing law, proclamation, executive order, regulation or policy.
- The Energy Policy and Conservation Act (EPCA) inventory results will be integrated into land use planning and energy use authorizations.

- Environmental protection and energy production are both desirable and necessary objectives of sound land management practices and are not to be considered mutually exclusive priorities;
- For all stipulations developed in new land use plans and to further improve consistency and understanding of lease stipulations, State and Field offices will use the Uniform Format for Oil and Gas Lease Stipulations prepared by the Rocky Mountain Regional Coordinating Committee in March 1989. Lease stipulations will be reviewed for consistency with neighboring field offices and States, and where there are discrepancies, efforts will be undertaken to try and get consistency.
- A capable organization or individual will prepare a socio-economic assessment of the planning area that will identify, analyze and review the social and economic considerations of the plans.
- The plan will incorporate the Colorado Rangeland Health Standards and Guidelines. It will lay out a strategy for ensuring that proper grazing practices are followed. Grazing will be managed to maintain or improve the health of the public lands by incorporating conditions to enhance resource conditions into permitted operations.
- Lands with wilderness characteristics may be managed to protect and/or preserve some or all of those characteristics. This may include protecting certain lands in their natural condition and/or providing opportunities for solitude, or primitive and unconfined types of recreation.
- Identify existing and potential utility corridors (potential corridors include existing ROW routes that can be considered for additional facilities and thus be considered a corridor if not already so designated);
- Identify existing and potential ROW development sites such as energy development areas (e.g., wind energy sites) and communication sites;
- Reevaluate lands selected for disposal and acquisition based on current information.

B. COMMUNITY AND PUBLIC PARTICIPATION PLAN

The two planning areas encompass a large number of federal, local and state agencies, tribes, stakeholders, and interested publics. In order to initiate an effective public participation plan in a collaborative manner, the FOs will be dividing the planning areas into six distinct regions or human geographic units:

- For the KFO, the areas include North Park, Middle Park, and East Grand County.
- For the GSFO, the areas include Eagle/Vail Valley, Roaring Fork Valley, and the Lower Colorado River (public lands west of Glenwood Springs).

Whenever outreach efforts, public meetings, focus groups, etc are scheduled, they will take place in each of the six areas. This will help ensure that each of the affected communities can be effectively heard and meaningfully participate in this larger planning process.

The FOs will also invite the various counties, towns, tribes and federal agencies to be formal cooperating agencies. This effort will begin in 2006, and will most likely involve holding cooperating agencies workshops to further explain the roles and responsibilities of cooperating agencies.

It is a NEPA policy to create “conditions under which man and nature can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations.” The FOs will strive to bring this discussion to a variety of forums so that genuine and meaningful involvement can be had not only for those people that traditionally participate in formal public processes, but also by people who would not otherwise be involved. The intent is not simply to gather public input. This process will identify issues that affect both the general population and the subgroups that are culturally, socially, and economically aligned. It will ensure that collaboration and participation continue throughout the process, including collaboration and communication to identify issues, develop planning alternatives, understand the impacts of those alternatives, and implement solutions. Equally important, is the goal of the FOs to ensure that this collaborative public process results in sustainable relationships beyond this work.

Within the planning area, there are both formal and informal networks. Formal citizen structures are well known. These include formal organizations, meetings, and communication techniques. Such structures include local government, social or environmental organizations, and mailed notices. Yet, most formal structures and organizations touch only a small portion of the population. Informal community networks are the actual foundations of the community. They are most effective in communicating with diverse subgroups that exist in the planning areas. Tapping the informal networks can help the FO personnel understand both cultural and environmental influences, why people live there, what keeps them there, and what would make their life better. With this type of understanding, the FOs can make decisions that effectively consider citizen issues and balance citizen positions, cultural attachments, science, and other meaningful input.

If funding is available, the FOs would like to initiate a “Discovery Process” with James Kent Associates. A “Preliminary Assessment of Community Interests and Communication Strategies” would be carried out in order to initiate informal interaction with citizens, identify citizen issues, and to help the BLM develop a communication strategy that can be incorporated into a formal Communication and Public Involvement Plan. Community collaboration can occur in many forms. The Assessment will help identify the most effective means of community collaboration for specific communities. The Assessment will also help to identify the complexities and differences among the various communities throughout the planning area, and serve as a foundation for the Communication and Public Involvement Plan. It will also survey the preferences (social, environmental and economic) of community residents, local government officials and the area’s business community. This will help the FOs establish desired outcomes for planning and alternative development.

C. INTERGOVERNMENTAL COORDINATION, CONSULTATIONS, AND STAKEHOLDERS

(1) Intergovernmental Coordination

The first table is a partial list of governmental agencies that will be included in the outreach and coordination efforts for the Kremmling and Glenwood Springs Revision, along with consultation requirements. As mentioned in the previous section, formal cooperating agency status will be

offered to federal, state and local agencies as part of this coordination effort. The second table includes a partial list of potential stakeholders that will be included in the outreach and coordination efforts.

Table 9: Federal, State, and Local Agency Coordination

Federal Agencies
<ul style="list-style-type: none"> • <u>Department of Agriculture</u>, U.S. Forest Service: Arapahoe, Roosevelt, White River and Routt National Forest and National Resource Conservation Service • <u>Department of Interior</u>: Bureau of Reclamation, U.S. Fish and Wildlife Service, Arapaho National Wildlife Refuge, National Park Service (Rocky Mountain National Park) and U.S. Geological Survey • <u>Department of Energy</u>: National Renewable Energy Lab • Environmental Protection Agency • U.S. Army Corps of Engineers • Colorado Army National Guard
State Agencies
<ul style="list-style-type: none"> • <u>Colorado Department of Natural Resources</u>: Colorado Division of Wildlife, Colorado State Land Board, Colorado State Parks, Colorado State Forest, Colorado Oil and Gas Commission, Colorado State Historic Preservation Office, Northern Colorado Water Conservancy, Colorado Department of Public Health and Environment (Air Quality and Water Quality Divisions) • Governor of Colorado • State and United States Congressional Delegations (District 2 and 3) • State Universities: Colorado Natural Heritage Program (CNHP)
Tribes
<ul style="list-style-type: none"> • <u>KFO</u>: Northern Ute, Southern Ute, Ute Mountain Ute, Arapahoe and Shoshone • <u>GSFO</u>: Maxine Natches, Chairwoman and Betsy Chapoose, Director, Cultural Right & Protection, Ute Tribe of the Unita and Ouray Agency, Clement Frost, Chairman, Southern Ute Indian Tribe, Judy Knight Frank, Chairwoman, Ute Mountain Ute Tribe and Terry Knight Sr. Tribal Cultural and NAGPRA Representative
Local Agencies
<ul style="list-style-type: none"> • <u>County Commissioners/Planning Commissions</u>: Eagle, Grand, Jackson, Larimer, Routt, Summit, Garfield, Mesa, Pitkin and Rio Blanco • <u>City/Town Government</u>: The Towns of Kremmling, Granby, Fraser, Tabernash, Winter Park, Walden, Hot Sulpher Springs, Vail, Beaver Creek, Avon, Edwards, Eagle, Gypsum, Aspen, Basalt, El Jebel, Carbondale, Glenwood Springs, New Castle, Silt, Rifle, Parachute, Debeque, Grand Junction and Meeker
Consultation Requirements
<ul style="list-style-type: none"> • <u>Threatened and Endangered Species</u>: Section 7 Programmatic Consultation and Coordination will be conducted pursuant to the MOA dated August 30, 2000. This agreement between the USFWS, BLM and FS provides a streamlined process for implementing the requirements of the ESA during plan development. • <u>Cultural Resources</u>: Consultation with the Colorado State Historic Preservation office will be conducted on cultural resource issues and concerns throughout the planning process. • <u>Tribal</u>: Consultation will be initiated with tribes that have an interest in the protection of traditional cultural resource issues and concerns throughout the planning process. • <u>Environmental Protection Agency</u>: Early consultation/discussion with EPA Region 8 will occur to keep them informed of the direction of the planning effort and resolve any concerns that may evolve.

Table 10: Potential Stakeholders

National/State Interest Groups/Non-Profits	
<ul style="list-style-type: none"> • Colorado Off-highway Vehicle Coalition (COVCO) • International Mountain Bicycling Association (IMBA) • Rocky Mountain Wool Growers Association • Colorado Cattlemen’s Association (CCA) • Rocky Mountain Elk Foundation (RMEF) • Colorado Trout Unlimited • The Nature Conservancy 	<ul style="list-style-type: none"> • Colorado Natural Heritage Program (CNAP) • Colorado Natural Areas Program • Colorado Mountain Club • Center for Native Ecosystems • Wilderness Society • Colorado Environmental Coalition • Public Lands Advocacy (PLA) • Independent Petroleum Association of Mountain States (IPAMS) • Colorado Oil and Gas Association (COGA)
Local Interest Groups/Non-Profits	
<ul style="list-style-type: none"> • Northwest Resource Advisory Council • Friends of Wolford Mountain • Metal Mashers • Headwaters Alliance • Colorado Quad Runners 	<ul style="list-style-type: none"> • Red Hill Council • Colorado Trails Committee • Eagle County Trails Committee • Grand Valley Citizen Alliance • Roaring Fork Conservancy
Commercial Interests	
<ul style="list-style-type: none"> • Commercial public land outfitters • Energy companies holding federal leases • Grazing permittees • Interested businesses and consultants • Railroad Co. • Tourism Industry (i.e. service provider businesses such as tour operators, resort managers, dude ranches, etc.) • Local Chambers of Commerce 	
Other	
<ul style="list-style-type: none"> • Adjacent private landowners and in holders • Hunters • Affected local community residents • Second Home Owners • General public who recreate and visit public lands 	
Media	
<ul style="list-style-type: none"> • <u>Local newspapers</u>: Middle Park Times, Summit Daily News, Jackson County Star, Sky-Hi News, Glenwood Post-Independent, Rifle Citizen Telegram, Grand Junction Sentinel, Eagle Valley Enterprise, La Mission (Bilingual), Vail Daily and The Vail Trail • <u>Television Stations</u>: www.usnewslinks.com/tvstations/co.htm • <u>Radio Stations</u>: www.shgresources.com/co/radio 	

IV. DATA AND GIS NEEDS

Appendix A summarizes data needs for making decisions within the planning area and provides a cost estimate for collecting the data. Where it exists, existing resource information will be used in formulating resource objectives and management actions.

There are some needs for data to be updated, compiled, and put into digital format for use in the planning process and for development of resource maps for the plan. GIS theme maps are the building blocks to quantify resources, create maps, and manipulate resources during alternative formulation, especially the preferred alternative. In addition to existing information, new data is also needed in a number of areas to provide Plan baseline inventory and resource condition information.

The plan may recommend that certain additional resource data be gathered in implementing an action, or gathering data may be a recommended action. The total cost for collecting data for the plans is contained at the bottom of the table in Appendix A. Those items that were deemed critical for making required land use plan decisions have been carried forward into the Proposed Budget Table (Section VII). If additional funding is available, the remaining items would be funded on a priority basis that would be set by the FO managers.

V. PARTICIPANTS IN THE PROCESS

A. ROLES, RESPONSIBILITIES, AND AUTHORITIES

(1) Management Team

(a) Project Manager (KFO – Joe Stout): Manages daily operations of plan preparation; sets priorities for completing the plan; provides general oversight of plan preparation details; prepares and executes budget; serves as point person in the plan public participation process; keeps FO managers and State Office Planning staff up to date on progress and recommends solutions to keeping progress on track; prepares the pre-plan analysis; and recommends draft and final products to KFO and GSFO managers. Also, is responsible for coordinating closely with one another, in order to keep the two plans on the same schedule.

(b) Kremmling and Glenwood Springs Field Office Managers (KFO – John F. Ruhs & Dennis Gale, GSFO – Jamie Connell & Steve Bennett): Sets Core Teams and Interdisciplinary Teams (IDT) priorities; provides overall direction and management guidance to the core and IDT; ensures final product is responsive to issues and is implementable; ensures that management of lands and resources along agency administrative boundaries is arrived at in a collaborative manner to avoid different approaches and confusing direction in these areas; helps develop issues and questions; keeps State Director up to date on progress and recommends solutions to keeping progress on track; approves the pre-plan analysis; and recommends draft and final products to the State Director.

(c) BLM State Director (Ron Wenker): Approves Draft plans and signs EISs, Records of Decisions, and final planning documents; provides staff coordination and review; assists in protests and appeals; and provides skill specialists for the IDT as needed (economics, air quality).

(2) Interdisciplinary Team (IDT)

There will be a combined IDT from both FOs. This team will be made up of the most appropriate specialists from each FO.

Attend all IDT meetings; submit input for various components of the plan and EIS that will, within the scope and detail of the plan, resolve the identified issues in an interdisciplinary and coordinated manner; submit typed, accurate, and properly formatted input (and backup maps as needed) to the Project Manager on time; coordinate and communicate with employees in appropriate offices or other agencies to insure that the plan contains interdisciplinary, complete, and accurate information; consult with Project Manager in advance of deadlines, in the event delays are anticipated or input questions arise; assure an interdisciplinary approach is used during writing periods by consulting with allied resource specialists and support personnel; and provide maps at the appropriate scale for publication and for use during the analysis period.

Table 11: KFO Specialists

Name	Title	Areas of Responsibilities
Joe Stout	Planning and Environmental Coordinator	Project Leader/Planning/NEPA
Paula Belcher	Hydrologist	Air Quality, Farmlands, Soils, Hydrology, Floodplains, Water Quality, Wetlands & Riparian Zones
Megan McGuire	Wildlife Biologist	Migratory Birds, T&E, Aquatic Wildlife, Terrestrial Wildlife
Charles Cesar	Wildlife Biologist	Migratory Birds, T&E, Aquatic Wildlife, Terrestrial Wildlife
Pete Torma	Range Specialist	Invasive Species, Vegetation, Range Management
Richard Johnson	Range Specialist	Invasive Species, Vegetation, Range Management
Frank Rupp	Archaeologist	Cultural Resources, Native Americans
John Morrone	Geologist	Geology, Minerals, Paleontology, Noise
Susan Cassell	Realty Specialists	Lands
Stacy Antilla	Outdoor Recreation Planner	ACECs, Wild and Scenic Rivers, Recreation, Wilderness, Transportation, Management Oversight
Dennis Gale	Assistant Field Office Manager	
Rich Rosene	Forester	Forestry
Bill Wyatt		Fire and Fuels Management, Cultural
Renee Straub	GIS Specialist	GIS, Recreation, Visual Resources, Interpretation
John Monkouski	GIS Specialist	GIS, NRS
Bunny Starin	Outdoor Recreation Planner	Recreation
Ryan Homan	Outdoor Recreation Planner	Recreation

Table 12: GSFO Specialists

Name	Title	Areas of Responsibilities
Tom Fresques	Wildlife Biologist	Aquatic Wildlife, Terrestrial Wildlife, Special Status Wildlife, Migratory Birds
Carla Scheck	Ecologist	Invasive Species, Vegetation, Special Status Plants
Cheryl Harrison	Archaeologist	Cultural Resources and Native American Concerns
Mark Wimmer	Rangeland Management Specialist	Soil/Air/Water, Noise
Brian Hopkins	Community Planner	Travel/Access (Roads & Road System), Transportation, Socio Economics, Community Liaison
Kay Hopkins	Recreation planner	ACECs, Wild & Scenic Rivers, Visual Resource Management
Jim Scheidt	Soil Scientist/Hydrologist	Water Quality, Hydrology, Prime and Unique Farmlands, Floodplains
Greg Goodenow	P&EC	Hazardous Waste/Materials
Dorothy Morgan	Recreation Planner	Recreation, Trails
Rich Rosine	Forester (KFO)	Forestry
Mike Kinser	RMS	Wetlands & Riparian
Jim Wilkinson	Geologist	Geology, Paleontology, Oil Shale,

Mike McGuire
Marty O'Mara
Dee Lehman

RMS
Petroleum Engineer
Ranger

Locateable Minerals
Livestock Management
Oil & Gas and Energy related development
Law Enforcement

(3) Ad Hoc and Support

(a) KFO, GSFO, Colorado State Office (CSO), and National Science and Technology Center (NSTC): Provides NEPA Management, planning and environmental coordination for interagency planning; resource management guidance and review; policy interpretation; and general assistance; procurement and publication assistance (printing and camera-ready graphics); and information technology help and assistance.

Table 14: Ad Hoc Members

Ad Hoc Members	Title	Area of Responsibility
Janette Pranzo, CSO or Chuck Romaniello, CSO	Socio-Economist	Ad Hoc Advisor
Harley Armstrong, CSO	Paleontologist	Ad Hoc Advisor
Sherri Thompson, CSO	Planning and NEPA	Ad Hoc Advisor
Brian St. George, CSO	Planning and NEPA	Ad Hoc Advisor
Don Bruns, CSO	Recreation Specialist	Ad Hoc Advisor
Jack Placchi	Recreation Specialist	Ad Hoc Advisor
Eric Finstick, CSO	Wilderness Specialist	Ad Hoc Advisor
Dan Haas, CSO	Archeologist	Ad Hoc Advisor
Scott Archer, NSTC or Craig Nichols, NSTC	Air Quality Specialist	Air
Ed Rumbold, CSO	Hydrologist	Ad Hoc Advisor
Tom Forre, CSO	Range Specialist	Ad Hoc Advisor
Carol Dawson, CSO	Botanist/Plant Specialist	Ad Hoc Advisor
Wes Anderson, CSO or Robin Sell, CSO	Wildlife Biologist	Ad Hoc Advisor
Roy Smith, CSO	Water Rights Specialist	Ad Hoc Advisor
Jay Thompson, CSO	Fisheries Biologist	Ad Hoc Advisor
Duane Spencer, CSO	Fluid Minerals	Ad Hoc Advisor
John Beck, CSO	Lands	Ad Hoc Advisor
Mike Fray	Fire/Fuels Specialist	Ad Hoc Advisor

Note: Other BLM or other agency specialists or employees may be utilized during the plan preparation.

VI. PREPARATION PLAN SCHEDULE

The completion date for the plans is August 1, 2009. If FY-06 funding (250K) is reprogrammed to the Roan Amendment, and full funding is not available in FY-07, the completion date in FY-09 would be moved back.

Within the laws and regulations governing the BLM planning and NEPA processes are a number of timing requirements. Days given to these timing requirements are calendar days, not workdays. Those relevant to the development of a schedule to meet the completion date are:

- 30-day public scoping period after the Notice of Intent;
- 90-day comment period on the Draft EIS/Draft RMPs;
- 30-day protest period on the Final EIS/Proposed RMPs;
- 60-day Governor’s consistency review on Final EIS and Proposed RMPs, overlapping 30 days with the protest period.

Public review, comment, and protest periods begin with the publication of a notice in the *Federal Register*.

The KFO and GSFO will require the RMP contractor to submit a comprehensive project schedule incorporating these timing requirements and completion date.

The proposed completion data is dependent upon the FOs being able to use the \$250K that is currently earmarked for the Glenwood Springs Revision in FY-2006. If FY-06 funding is reprogrammed elsewhere, and full funding is not available in FY-07, the completion date in FY-09 would be moved back. Below is an abbreviated schedule assuming the 250K in FY-06, and full funding in FY-07.

Table 15: Abbreviated Plan Schedule

Fiscal Year	Planning Activity
FY-06	-Contract the development of the W&SR eligibility and suitability study and VRM Inventory -Initiate the Cooperating Agency Status outreach effort -Begin work on the AMS (to be prepared internally by the BLM) -Prepare RFD (to be prepared internally by the BLM)
FY-07	-Contract the community assessment -Submit the NOI to formally begin the revision -Contract the development of the RMPs/EIS -Initiate Scoping (to be done internally) -Prepare Scoping Report (to be prepared internally) -Development Alternatives (to be prepared internally with contractor involvement)
FY-08	-Complete the DRMPs/DEIS (to be contracted)
FY-09	-Complete the PRMPs/FEIS (to be contracted) -Complete the RODs (to be contracted)