

## Executive Summary

### Introduction

The Federal Land Policy and Management Act of 1976 (FLPMA) requires the Bureau of Land Management (BLM) to “develop, maintain, and when appropriate, revise land use plans” in order to guide management decisions for public lands in a specific Planning Area [43 United States Code (USC) 1712(a)]. A Resource Management Plan (RMP) is based upon an analysis of an area’s resources, existing management, and potential alternative management. RMPs are issue-oriented and developed by an Interdisciplinary (ID) Team with input from local, State, Native American tribal, and other Federal governments and agencies; interested groups and organizations, and the general public.

The National Environmental Policy Act of 1976 (NEPA) [Section 102(2)(C)] and Council on Environmental Quality (CEQ) regulations for implementing the NEPA [40 CFR 1500-1508], require Federal agencies to prepare an Environmental Impact Statement (EIS) for major Federal actions that could significantly affect (impact) the environment. A tool for decision-making, an EIS identifies potential beneficial (positive) and adverse (negative) impacts (including short-term, long-term, direct, indirect, and cumulative impacts) that could occur as the result of the implementation of proposed management actions. RMPs, due to their broad nature and large scope, significantly affect the human environment (i.e. the natural and economic or social environment); therefore, they are accompanied by EISs. The analysis conducted for an EIS considers a combination of resource protections and uses.

In fulfilling these requirements, this Proposed Resource Management Plan/Final Environmental Impact Statement (PRMP/FEIS) documents the selection of a comprehensive management plan based on the analysis of four management alternatives first presented in the DRMP/DEIS, and related environmental impacts for the planning and management of public lands and resources administered by the BLM in the Kremmling Planning Area. The DRMP/DEIS and the PRMP/FEIS can be reviewed on-line at:

[http://www.blm.gov/co/st/en/BLM\\_Programs/land\\_use\\_planning/rmp/kfo-gsfo/kremmling.html](http://www.blm.gov/co/st/en/BLM_Programs/land_use_planning/rmp/kfo-gsfo/kremmling.html)

Developing the PRMP/FEIS is one of the major steps in the planning process, leading ultimately to an Approved Plan, which will guide management of the public lands for many years to come. The purpose, or goal, in developing this PRMP/FEIS is to ensure that public lands and mineral estate are managed by the KFO in accordance with all applicable laws, rules, regulations, policies, standards, and guidelines; as well as with the principles of multiple-use and sustained-yield management. The public lands in the Planning Area, although under the administrative care and management of the BLM, belong to the American people. It is the overriding goal of the BLM, therefore, to actively seek out, engage, and include all interested parties in this planning process; a process that could shape how the public perceives, experiences, uses, and enjoys their public lands.

## Planning Area

The Kremmling Field Office, headquartered in Kremmling, Colorado, manages approximately 377,900 surface acres of public lands and approximately 653,500 subsurface acres of mineral estate in Jackson, Grand, and Summit counties in their entirety and portions of, Eagle, Larimer, and Routt counties, Colorado. See [Map 1-1](#) in [Chapter 1](#). This combined acreage (surface acres and subsurface mineral estate) is being analyzed as the “Decision Area” for the purposes of analysis. The Decision Area acreages are used throughout the PRMP/FEIS to provide a consistent acreage for purposes of analysis.

*Note:* The term “Decision Area” will be used throughout this Proposed Resource Management Plan (PRMP)/Final Environmental Impact Statement (FEIS) to denote BLM-managed public lands within a larger “Planning Area.” In some instances, depending on the context of the discussion, “Planning Area” will be used to describe issues, resources or actions that affect or apply to lands managed both by the BLM and those not under BLM management.

The Planning Area is comprised of lands managed by the BLM, the U.S. Forest Service (USFS), the U.S. National Park Service (USNPS), the U.S. Fish and Wildlife Service (USFWS), the State of Colorado, and lands owned by private individuals. The combined total acreage for the Planning Area is approximately 3,116,300 acres. See [Chapter 1](#), [Table 1-1](#), for a description of the land status in the Planning Area.

## Plan Foundation

This PRMP/FEIS guides and defines allowable uses (land use allocations) and management actions for the BLM-managed public lands in the Planning Area, in accordance with all applicable laws, rules, regulations, policies, standards, and guidelines and provides an integrated Resource Management Plan (RMP) that guides future land use decisions and project-specific analyses. This PRMP/FEIS also provides the desired outcomes with goals and objectives identified, while addressing land use issues identified through BLM agency, interagency, and public scoping efforts.

This PRMP/FEIS is one step in the process of revising the existing RMP for the KFO [the Kremmling RMP (BLM 1984b)]. RMP revisions are necessary if monitoring and evaluation findings, new data, new or revised policy, or changes in circumstances indicate that decisions for an entire RMP, or a major portion of an RMP, no longer serve as a useful guide for management. This PRMP/FEIS provides updated management direction to guide natural and cultural resource management activities in the Decision Area. There is a need to revise the Kremmling RMP (BLM 1984b) due to new issues and higher levels of controversy regarding issues that have arisen since the original plan was prepared in the 1980s. Major issues contributing to the necessity of revising the current RMP are described in Chapter 1.

The RMP revision is also needed to allow for updated USDO- and BLM-management direction, guidance, and policy. New resource assessments and scientific information are available to help the KFO in updating and revising previous decisions. Specifically, there is a need to evaluate management prescriptions and resource allocations to address the increase in

uses and demands in the Decision Area; concerns over scenic quality and open spaces; and the increased interest in protecting natural and cultural resources. This RMP revision includes a Master Leasing Plan (MLP) for oil and gas. The MLP establishes a guiding framework for oil and gas leasing and development, and provides a vision for how future development will proceed. Routine amendments and maintenance actions are not adequate to address these changes. The RMP revision is needed in order to incorporate this new data and address land use issues, conflicts, and potential impacts; and to specify where, and under what circumstances, specific activities would be allowed on public lands.

## Scoping Process

As soon as the environmental analysis process begins, the scoping process begins. Regulations state that there “shall be an early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a Proposed Action” (40 CFR 1501.7). Comprehensive scoping was conducted early in the planning process. Refer to Chapter 5 for details about the scoping process, including identification of Cooperating Agencies, which are listed in Table 5-4.

## Planning Issues

As a result of agency and public scoping efforts, 12 planning issue categories were identified for analysis in the DRMP/DEIS. See [Chapter 1](#) for an extended discussion of the planning issues. The 12 planning issues are:

**Travel Management and Transportation** -- How will transportation be managed so that natural and cultural resources are protected; so that motorized and non-motorized recreational opportunities are provided; so that user conflicts are reduced; so that route designations and closures are enforced; and so that public access is improved?

**Recreational Demand and Uses** -- How will recreation be managed so that recreation sites and trails, especially those in close proximity to communities, are maintained and improved; so that user conflicts are reduced; so that natural and cultural resources are protected; so that a variety of recreational opportunities are provided; and so that socioeconomic benefits are maximized?

**Lands and Realty** -- What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency, in appropriate and agreeable levels of public access, and in increased public and natural resource benefits?

**Special Designations** -- Where will special managed area designations be appropriate so that unique resources are protected; and how should existing special designations be managed so that natural and cultural resources are protected, and so that recreational opportunities and socioeconomic benefits are maximized?

**Wildland-urban Interface** -- How will BLM-managed public lands in wildland-urban interface (WUI) areas be managed so that benefits desired by the public are achieved, consistent with future resource and land use plans in neighboring communities?

**Energy Development** -- What areas should be open to energy development, especially to oil and gas leasing; and what restrictions/stipulations should be put in place so that cultural and natural resources are protected, and so that user conflicts are minimized?

**Rangeland Health/Upland Management** -- How will the BLM manage livestock grazing on public lands while, at the same time, protecting, managing, restoring, and using natural and cultural resources?

**Vegetation** -- What actions or restrictions will be needed so that dangerous fuel loading is reduced; so that the spread of noxious weeds and other undesirable plant species is controlled or prevented; and so that healthy forest ecosystems are maintained?

**Fish and Wildlife** -- How will uses and land management activities be managed so that terrestrial and aquatic habitats in a scattered land ownership pattern are maintained and improved under multiple-use land management requirements?

**Water/Riparian Resources** -- What measures will be implemented so that water resources, especially riparian areas and wetlands, are protected from the impacts of other uses?

**Sagebrush Habitat and Sagebrush-dependent Species** -- How will sagebrush habitat be managed so that continued habitat loss and fragmentation is reduced?

**Cultural Resources** -- How can the BLM protect and conserve cultural resources, and where do interpretation opportunities exist?

Of the 12 planning issues, five are considered “key issues,” which were determined to have the greatest potential impact on the development of the management alternatives in the DRMP/DEIS. The five key issues are:

- Recreational Demand and Uses;
- Special Designations;
- Energy Development;
- Wildlife (Habitat Management); and
- Sagebrush Habitat and Sagebrush-dependent Species.

The second group is composed of “Other Issues,” which were determined to have a smaller degree of impact on the development of the proposed alternatives:

- Vegetation;
- Travel Management and Transportation;
- Lands and Realty;
- Wildland-urban Interface;
- Rangeland Health/Upland Management;
- Water/Riparian Resources; and
- Cultural Resources.

## Development of Alternatives

### Overview

The BLM’s land use planning regulations, and the NEPA, require the BLM to develop a reasonable range of alternatives during the planning process. The NEPA directs the BLM to “study, develop, and describe appropriate alternatives to recommended courses of action in any proposal that involves unresolved conflicts concerning alternative uses of available resources...” [NEPA 102(2)(E)]. All proposed alternatives must be within the established planning criteria (Title 43 CFR, Section 1610). See [Chapter 1](#) for an extended discussion of the planning criteria.

The development of the management alternatives was guided by the Purpose and Need for the RMP; public scoping issues; agency goals and objectives; and all applicable regulatory requirements guiding on-the-ground management of public lands. The management alternatives were developed to address planning issues, concerns, and requirements; and to provide direction for resource programs influencing land management and resource use in the Decision Area. The Proposed Plan, comprised of elements from each of the four alternatives, remains true to the Purpose and Need for the RMP.

Each of the alternatives in the DRMP/DEIS, and the Proposed RMP, is a complete Resource Management Plan that would provide a framework for multiple-use and sustained-yield management of the full spectrum of resources, resource uses, and programs present in the Decision Area. The alternatives emphasize different combinations of resource uses, allowable uses, and restoration measures designed to address issues or to resolve user conflicts, or both. Under all of the alternatives, the KFO would continue to manage the public lands and their associated resources according to all applicable laws, rules, regulations, policies, standards, and guidelines. Program goals and desired outcomes would, therefore, be met in varying degrees under the different alternatives. [Table ES-1](#) provides a summary of management actions addressing the five key planning issues, by alternative, including the Proposed Plan. See

[Chapter 2, Table 2-2](#), for a complete description of all decisions proposed under each alternative and the Proposed RMP.

The management alternatives were developed to:

- address all identified planning issues;
- resolve conflicts among resources and resource uses;
- meet the Purpose and Need for the RMP;
- provide a mix of resource protection, use, and development; and
- meet the established planning criteria; and
- provide direction for resource programs influencing land management and resource use in the Decision Area.

## Management Alternatives

Four management alternatives were analyzed in detail as part of the DRMP/DEIS process: Alternative A (the No Action Alternative) described current management; Alternative B (the Preferred Alternative) emphasized mixed management; Alternative C emphasized conservation; and Alternative D emphasized resource use. The four alternatives differ from one another in the relative emphasis each one gives to particular resources or resource uses. Each alternative was designed to respond to the planning issues differently, providing a range of possible management approaches that the BLM could implement. The alternatives were developed to analyze management goals and desired outcomes in a reasonable range of management actions, and to assist decision-makers and the public in understanding the potential consequences and benefits of the alternatives.

## Proposed Resource Management Plan

Following the public comment period (September 16, 2011 through January 17, 2012), the BLM's ID Team compiled the public's comments for use in developing a Proposed Resource Management Plan. Using the public's comments and professional judgment of KFO staff specialists, the ID Team prepared a preliminary Proposed RMP comprised of allowable uses (land use allocations) and management actions selected from the four alternatives analyzed in the DRMP/DEIS. The allowable uses (land use allocations) and management actions selected for the preliminary Proposed RMP are those that best meet the Purpose and Need for developing the RMP and respond to the planning issues. The preliminary Proposed Plan was presented to Cooperating Agencies and the BLM-Colorado Resource Advisory Council Subgroup on April 25, 2012. Reviews by BLM managers and staff specialists in the Colorado Northwest District, the Colorado State Office, and the BLM's Washington Office, and by Attorneys in the Office of the Solicitor, further refined the preliminary Proposed Plan, which is presented as the Kremmling Field Office's Proposed Resource Management Plan, in [Chapter 2](#) of this document.

The PRMP/FEIS contains a Master Leasing Plan for the North Park area (the North Park MLP). The components of the plan are in the various chapters of the Proposed Plan. A summary of the MLP process is in [Section 1.15](#) of [Chapter 1](#). [Chapter 2](#) contains the resource condition objectives (desired outcomes) and resource protection measures (actions and use restrictions), in the Fluid Minerals section of [Table 2-2](#).

## Affected Environment

[Chapter 3](#) describes the existing conditions (affected environment) and trends of issue-related resources, resource uses, and socioeconomic characteristics of the Planning Area, including human uses which could be affected by the implementation of the Proposed Plan. During the environmental analysis process, a description of the present condition of the affected public lands and their associated resources provides a basis for identifying and interpreting potential impacts of the PRMP. [Chapter 3](#) has a summary of the affected environment pertaining to the North Park Master Leasing Plan, in [Section 1.15](#).

## Environmental Consequences (Impacts)

Chapter 4 describes and compares the environmental consequences that may result from the implementation of the four Draft Alternatives and the Proposed RMP presented in [Chapter 2](#). [Table 2-4](#) in [Chapter 2](#) is a summary of the environmental consequences of the actions displayed in [Table 2-2](#). Similarly, [Chapter 4](#) has a summary of the environmental consequences of the decisions displayed in [Chapter 2](#) relating to key planning issues that apply to the Master Leasing Plan analysis area. In terms of complying with the NEPA, the specific purpose of [Chapter 4](#) is to present the analyses of the Proposed RMP's management actions, and to disclose the potential impacts of those actions on the human and natural environment. The human environment is considered to include both the natural environment (resources) and the economic or social environment (resource uses). The impact analyses of the four alternatives from the DRMP/DEIS are included in [Chapter 4](#).

The potential environmental consequences, or impacts, of each alternative and the Proposed Plan are addressed in the same order of resource topics presented in [Chapter 3](#). This parallel organization helps readers compare existing resource conditions ([Chapter 3](#)) to potential impacts ([Chapter 4](#)) for the same resource(s). The environmental impacts analysis emphasizes key planning issues ([Chapter 1](#)) raised during the scoping process, rather than all possible consequences, in relation to the proposed alternatives ([Chapter 2](#)). The impact analysis describes how each alternative and the Proposed Plan could affect baseline conditions of individual resources in the Decision Area.

All of the environmental impacts associated with the implementation of any of the alternatives and the Proposed Plan would be in addition to ongoing existing impacts occurring in the Planning Area on BLM-managed public lands; lands managed by other land management agencies; private lands; and both public and private lands adjacent to, or near, the Planning Area. Even where an estimate of cumulative impacts resulting from offsite causes is available, it is not known how much long-term surface disturbance would result; to what degree adverse impacts would be avoided or mitigated; or how the impacts would affect other resource values and land uses. The descriptions of cumulative impacts for the individual resources addressed in Chapter 4, therefore, are primarily qualitative.

Beyond the 20-year planning horizon anticipated for an Approved RMP (Approved Plan), the BLM believes that quantitative impact assessments are speculative and unreliable, and thus are inappropriate. This is due to a large number of economic, geopolitical, environmental, regulatory, technological, or other factors that could affect conditions in, or adjacent to, the Planning Area beyond 20 years. These factors are subject to change in unexpected ways or degrees. It can reasonably be assumed, however, that the Planning Area would continue to support existing multiple uses beyond the 20-year timeframe.

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
<b>RECREATION AND VISITOR SERVICES</b>				
Camping Limits -- Within ERMA and SRMA, implement a 14-day camping limit on BLM-managed public lands year-round. Campers must relocate at least 30 miles away, and may not return within 30 days to a previous campsite.	Camping Limits -- In areas open to camping, implement a 14-day camping limit on BLM-managed public lands from September 1 to March 31, unless otherwise authorized. From April 1 to August 31, implement a 7-day camping limit, unless otherwise authorized. Campers must relocate at least a 30-mile radius away, and may not return within 30 days to a previous campsite.	Same as under Alternative A.	Camping Limits -- In areas open to camping, implement a 14-day camping limit on BLM-managed public lands from September 1 to March 31, unless otherwise authorized. From April 1 to August 31, implement a 7-day camping limit, unless otherwise authorized. Campers must relocate at least a 30-mile radius away, and may not return within 30 days to a previous campsite.	
	Camping Closures -- Close the following BLM-managed public lands to camping: <ul style="list-style-type: none"> <li>• the open OHV area south and east of Wolford Mountain;</li> <li>• lands west of Grand County Road 224, south of Wolford Mountain, west of Wolford Reservoir, and east of U.S. Hwy 40;</li> <li>• Confluence Recreation Site, and adjacent BLM-managed public lands;</li> <li>• State Hwy 9 and Red Mountain Fishing Accesses;</li> <li>• Barger Gulch Fishing Access;</li> <li>• Reeder Creek Fishing Access, and adjacent BLM-managed public lands;</li> <li>• Powers Fishing Access;</li> <li>• Sunset Fishing Access, and adjacent BLM-managed public lands;</li> <li>• Windy Gap Fishing Access Parking Area;</li> </ul>	Camping Closures -- Close the following BLM-managed public lands to camping (7,607 acres): <ul style="list-style-type: none"> <li>• the open OHV area south and east of Wolford Mountain;</li> <li>• lands west of Grand County Road 224, south of Wolford Mountain, west of Wolford Reservoir, and east of U.S. Hwy 40;</li> </ul>		

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	<ul style="list-style-type: none"> <li>• Fraser River Fishing Access Parking Area;</li> <li>• Sidewinder Jeep Trail Parking Area;</li> <li>• Kremmling Cretaceous Ammonite Site;</li> <li>• Barger Gulch Paleo-Indian Site;</li> <li>• Yarmony Pit House Site;</li> <li>• Independence Mountain Tipi Site;</li> <li>• Junction Butte Wetlands;</li> <li>• Gore Ranch site;</li> <li>• Hurd Peak staging area; and,</li> <li>• North Sand Hills Instant Study Area.</li> </ul>			<ul style="list-style-type: none"> <li>• Confluence Recreation Site, and adjacent BLM-managed public lands;</li> <li>• State Hwy 9 and Red Mountain Fishing Accesses;</li> <li>• Barger Gulch Fishing Access;</li> <li>• Reeder Creek Fishing Access, and adjacent BLM-managed public lands;</li> <li>• Powers Fishing Access;</li> <li>• Sunset Fishing Access, and adjacent BLM-managed public lands;</li> <li>• Windy Gap Fishing Access Parking Area;</li> <li>• Fraser River Fishing Access Parking Area;</li> <li>• Sidewinder Jeep Trail Parking Area;</li> <li>• Kremmling Cretaceous Ammonite Site;</li> <li>• Barger Gulch Paleo-Indian Site;</li> <li>• Yarmony Pit House Site;</li> <li>• Yarmony Jeep Trail Zone;</li> <li>• Independence Mountain Tipi Site;</li> </ul>

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				<ul style="list-style-type: none"> <li>• Junction Butte Wetlands;</li> <li>• Gore Ranch site;</li> <li>• Hurd Peak staging area; and,</li> <li>• North Sand Hills Instant Study Area.</li> </ul>
<p>Allow recreational target shooting on BLM-managed public lands outside of areas with target shooting restrictions (see below), provided that target shooting is conducted toward a proper backstop sufficient to stop the projectile's forward progress beyond the intended target. Targets shall be constructed of wood, cardboard and paper, or similar non-breakable materials. All targets, clays, and shells are considered litter after use, and must be removed and properly discarded.</p>				<p>Allow recreational target shooting on BLM-managed public lands outside of areas with target shooting restrictions (see below), provided that target shooting is conducted toward a proper backstop sufficient to stop the projectile's forward progress beyond the intended target. Targets shall be constructed of wood, cardboard and paper, or similar non-breakable materials. All targets, clays, and shells are considered litter after use, and must be removed and properly discarded.</p>
<p>Recreational Target Shooting Restriction -- Prohibit recreational target shooting on the following BLM-managed public lands (43 CFR 8365.2-5):</p> <ul style="list-style-type: none"> <li>• developed recreation sites.</li> </ul>	<p>Recreational Target Shooting Use Restriction -- Prohibit recreational target shooting on the following BLM-managed public lands. (The purpose of the restriction is to protect visitor safety by minimizing potential for accidental shootings.) Continue to permit hunting in these areas in accordance with CPW regulations:</p> <ul style="list-style-type: none"> <li>• developed recreation sites (existing and future);</li> <li>• south of County Road 224, and south and west of Wolford Reservoir;</li> <li>• adjacent to the Confluence Recreation Site;</li> </ul>			<p>Recreational Target Shooting Use Restriction -- Prohibit recreational target shooting on the following BLM-managed public lands. (The purpose of the restriction is to protect visitor safety by minimizing potential for accidental</p>

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	<ul style="list-style-type: none"> <li>• adjacent to the Pumphouse Recreation Site;</li> <li>• adjacent to the Radium Recreation Site;</li> <li>• 0.25 mile on either side of the Colorado River from Parshall to State Bridge;</li> <li>• adjacent to the Reeder Creek Fishing Access;</li> <li>• adjacent to the Sunset Fishing Access;</li> <li>• between Jacquez Road and Sherriff Creek, north of Highway 40;</li> <li>• between County Road 219 and Highway 125, north of Highway 40;</li> <li>• in the southern portion of the Strawberry and Hurd Peak areas;</li> <li>• North Sand Hills SRMA;</li> <li>• Hebron Slough Waterfowl Area; and,</li> <li>• Junction Butte Wetlands.</li> </ul>			<p>shootings) Continue to permit hunting in these areas in accordance with CPW regulations:</p> <ul style="list-style-type: none"> <li>• developed recreation sites (existing and future);</li> <li>• south of County Road 224, and south and west of Wolford Reservoir;</li> <li>• adjacent to the Confluence Recreation Site;</li> <li>• adjacent to the Pumphouse Recreation Site;</li> <li>• adjacent to the Radium Recreation Site;</li> <li>• 0.25 mile on either side of the Colorado River from Parshall to State Bridge;</li> <li>• adjacent to the Reeder Creek Fishing Access; adjacent to the Sunset Fishing Access;</li> <li>• between Jacquez Road and Sherriff Creek, north of Highway 40;</li> <li>• between County Road 219 and Highway 125, north of Highway 40;</li> <li>• in the southern portion of the</li> </ul>

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				Strawberry and Hurd Peak areas; <ul style="list-style-type: none"> <li>• North Sand Hills SRMA;</li> <li>• Hebron Slough Waterfowl Area; and,</li> <li>• Junction Butte Wetlands.</li> </ul>
Special Recreation Permits (SRPs) -- Issue SRPs as a discretionary action.	Special Recreation Permits -- Issue SRPs as a discretionary action. Issue SRPs for a wide variety of uses that are consistent with resource and program objectives, and within budgetary and workload constraints. Prohibit vending permits except for special events on BLM-managed public lands (an exception would be to allow firewood sales at the Radium and the Pumphouse Recreation sites, and in the North Sand Hills SRMA.) Apply cost-recovery procedures for issuing SRPs, where appropriate.	Special Recreation Permits -- Same areas as under Alternative B, except in areas managed for wilderness characteristics outside WSAs. Issue SRPs only if the proposed activity or event is consistent with the values associated with wilderness characteristics.	Special Recreation Permits -- Issue SRPs as a discretionary action. Unless otherwise specified, maximize opportunities for commercial recreation by issuing SRPs, including vending permits not associated with special events. Apply cost-recovery procedures for issuing SRPs where appropriate.	Special Recreation Permits -- Issue SRPs as a discretionary action in accordance with the BLM National and Colorado SRP Policies. Issue SRPs for a wide variety of uses that are consistent with resource and program objectives, and within budgetary and workload constraints. Prohibit vending permits except for special events on BLM-managed public lands (an exception would be to allow firewood sales at the Radium and the Pumphouse Recreation sites, in the North Sand Hills SRMA, and would be considered in other developed recreation sites.) Apply cost-recovery procedures for issuing SRPs, where appropriate.

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Fees -- As provided by the guidelines in the Federal Lands Recreation Enhancement Act of 2004 (FLREA; PL 108-447), implement recreation fees, as appropriate, in order to maintain visitor services and facilities by managing sites or areas as U.S. Fee Areas.				Fees -- As provided by the guidelines in the Federal Lands Recreation Enhancement Act of 2004 (FLREA; PL 108-447), implement recreation fees, as appropriate, in order to maintain visitor services and facilities by managing sites or areas as U.S. Fee Areas.
Trail Construction and Maintenance -- Complete trail construction and maintenance using the guidelines included the Criteria for Placement of Trails.				Trail Construction and Maintenance -- Complete trail construction and maintenance using the guidelines included the Criteria for Placement of Trails.
BLM-managed public lands not included in SRMAs (about 364,300 acres) would not be managed for specific recreation opportunities. (See Appendix N, Description of Recreation Resources.)  [NOTE: The Kremmling RMP (BLM 1984b) determined that ERMAs would be managed in order to “provide visitor information, minimal facility development and site maintenance, and public land	Establish the following areas as separate ERMAs in order to specifically address local recreation issues: <ul style="list-style-type: none"> <li>• Headwaters: 13,800 acres;</li> <li>• Upper Colorado River (East): 800 acres;</li> <li>• Strawberry: 7,900 acres; and</li> <li>• Wolford: 25,700 acres.</li> </ul> Lands not in SRMAs or in ERMAs (approximately 314,200 acres) would not be managed for specific recreation	Establish the following area as a separate ERMA in order to specifically address local recreation issues: <ul style="list-style-type: none"> <li>• Upper Colorado (East): 800 acres.</li> <li>• Lands not in SRMAs or in ERMAs (about 353,700 acres) would not be managed for specific recreation opportunities.</li> </ul>	Lands not in SRMAs (approximately 293,100 acres) would not be managed for specific recreation opportunities.	Establish the following area as a separate ERMA in order to specifically address local recreation issues: <ul style="list-style-type: none"> <li>• Headwaters: 13,800 acres;</li> <li>• Lands not in ERMAs (approximately 314,000 acres) would not be managed for specific recreation opportunities.</li> </ul>

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<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
<p>access.” In the context of that guidance, all acreage not within an SRMA would be managed as an ERMA under this alternative. Current guidance, however, requires public lands not designated as Special Recreation Management Areas (SRMAs) be managed in order to meet basic recreation and visitor services and resource stewardship needs. These areas would not be managed for specific recreational opportunities.</p>	<p>opportunities.</p>			
<p>Administratively designate 2 SRMAs (approximately 13,650 acres total):  <b>North Sand Hills</b> (1,450 acres): Manage in order to protect the cultural resources and the dune environment while, at the same time, allowing OHV use to continue in a roaded natural setting. Manage area for its unique recreational opportunities and activities, primarily off-road vehicle use and open sand dunes. Acquire public access</p>	<p>Administratively designate 2 SRMAs for the protection of the recreation outcomes and setting prescriptions (approximately 15,550 acres total):</p> <ul style="list-style-type: none"> <li>• North Sand Hills: 1,450 acres; and</li> <li>• Upper Colorado River (West): 14,100 acres.</li> </ul> <p><b>North Sand Hills --</b></p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to non-energy solid</li> </ul>	<p>Administratively designate 3 SRMAs for the protection of the recreation outcomes and setting prescriptions (approximately 23,450) acres total):</p> <ul style="list-style-type: none"> <li>• North Sand Hills: 1,450 acres;</li> <li>• Upper Colorado River (West): 14,100 acres; and</li> <li>• Strawberry: 7,900 acres.</li> </ul> <p>Same as under Alternative B for <b>North Sand Hills and Upper Colorado River</b></p>	<p>Administratively designate 6 SRMAs for the protection of the recreation outcomes and setting prescriptions in combination with other BLM land uses (approximately 84,850 acres total):</p> <ul style="list-style-type: none"> <li>• North Sand Hills: 1,450 acres;</li> <li>• Upper Colorado River (West): 14,200 acres;</li> </ul> <p>Upper Colorado River (East): 800 acres;</p> <p>Strawberry: 7,900 acres;</p>	<p>Administratively designate 4 SRMAs for the protection of the recreation outcomes and setting prescriptions (approximately 50,000 acres total).</p> <p><b>North Sand Hills</b></p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to non-energy solid mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal;</li> </ul>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
<p>through privately owned land, write and implement a Recreation Area Management Plan (RAMP), monitor visitor use, provide visitor services, reduce resource damage, and mitigate conflicts.</p> <p><b>Upper Colorado River (West)</b> (12,200 acres): Identify approximately 8,800 acres as a recreation priority; 2,500 acres as a wildlife priority; 830 acres as a soil priority; 35 acres as a protected area priority; and 40 acres with no priority. In addition, designate 20.8 miles of the Colorado River and associated tributaries as a water priority.</p>	<p>mineral leasing;</p> <ul style="list-style-type: none"> <li>• close to saleable mineral disposal;</li> <li>• petition for withdrawal;</li> <li>• ROW Avoidance Area; and</li> <li>• Retention Area</li> </ul> <p><b>Upper Colorado River (West)</b> --</p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to solid non-energy mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal;</li> <li>• ROW Avoidance Area; and</li> <li>• Retention Area.</li> </ul>	<p><b>(West).</b></p> <p><b>Strawberry</b> --</p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to non-energy solid mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal;</li> <li>• ROW Avoidance Area; and</li> <li>• Retention Area.</li> </ul> <p>(See Map 2-32 in Appendix A.)</p>	<p>Headwaters: 34,800 acres; and Wolford: 25,700 acres.</p> <p>Same as under Alternative B for <b>North Sand Hills and Upper Colorado River (West)</b>.</p> <p><b>Upper Colorado River (East)</b> --</p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to solid non-energy mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal; and</li> <li>• Retention Area.</li> </ul> <p><b>Strawberry</b> --</p> <ul style="list-style-type: none"> <li>• CSU for fluid minerals;</li> <li>• Open for other minerals; and</li> <li>• Retention Area.</li> </ul> <p><b>Headwaters</b> --</p> <ul style="list-style-type: none"> <li>• CSU for fluid minerals;</li> <li>• Open for other minerals; and</li> <li>• Retention Area.</li> </ul> <p><b>Wolford</b> --</p> <ul style="list-style-type: none"> <li>• CSU for fluid minerals;</li> <li>• Open for other minerals; and</li> </ul>	<ul style="list-style-type: none"> <li>• ROW Avoidance Area; and</li> <li>• Retention Area</li> </ul> <p><b>Upper Colorado River (Parshall to State Bridge)</b></p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to solid non-energy mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal;</li> <li>• ROW Avoidance Area; and</li> <li>• Retention Area.</li> </ul> <p>Strawberry--</p> <ul style="list-style-type: none"> <li>• close to oil and gas leasing;</li> <li>• close to non-energy solid mineral leasing;</li> <li>• close to salable mineral disposal;</li> <li>• petition for withdrawal;</li> <li>• ROW Avoidance Area; and</li> <li>• Retention Area.</li> </ul> <p><b>Wolford</b></p> <ul style="list-style-type: none"> <li>• CSU for fluid minerals;</li> <li>• Open for other minerals; and</li> <li>• Retention Area.</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
			• Retention Area.	
<b>SPECIAL DESIGNATIONS</b>				
<b>AREAS OF CRITICAL ENVIRONMENTAL CONCERN (ACECs)</b>				
Designate the following areas as ACECs (516 acres): <ul style="list-style-type: none"> <li>• Kremmling Cretaceous Ammonite RNA (fossils): 198 acres; and</li> <li>• North Park Natural Area RNA (rare plants): 318 acres.</li> </ul> (See Appendix S and Map 2-51 in Appendix A.)	Designate the following areas as ACECs (8,570 acres): <p>Same areas as under Alternative A, plus the following:</p> <ul style="list-style-type: none"> <li>• Barger Gulch Heritage Area ACEC (heritage resources): 535 acres;</li> <li>• Kremmling Potential Conservation Area ACEC (rare plants): 636 acres;</li> <li>• Laramie River ACEC (rare plants): 1,783 acres;</li> <li>• North Park Natural Area ACEC (rare plants): 4,444 acres (including the 318 acres under Alternative A); and</li> <li>• Troublesome Creek ACEC (rare plants): 974 acres.</li> </ul> (See Appendix S and Map 2-52 in Appendix A.)	Designate the following areas as ACECs (9,250 acres): <p>Same areas as under Alternative B, plus the following:</p> <ul style="list-style-type: none"> <li>• Kinney Creek ACEC (cutthroat trout): 588 acres; and</li> <li>• North Sand Hills ACEC (rare plants): 92 acres.</li> </ul> (See Appendix S and Map 2-53 in Appendix A.)	Same as under Alternative A.	Designate the following areas as ACECs (9,668 acres): <ul style="list-style-type: none"> <li>• Kremmling Cretaceous Ammonite RNA ACEC (fossils): 198 acres;</li> <li>• North Park Natural Area ACEC (rare plants): 4,444 acres (including the 318 acres currently designated);</li> <li>• Barger Gulch Heritage Area ACEC (heritage resources): 535 acres;</li> <li>• Kremmling Potential Conservation Area ACEC (rare plants): 636 acres;</li> <li>• Laramie River ACEC (rare plants): 1,783 acres;</li> <li>• Troublesome Creek ACEC (rare plants): 998 acres</li> <li>• Kinney Creek ACEC (cutthroat trout): 588 acres; and</li> <li>• North Sand Hills ACEC (rare plants): 486 acres.</li> </ul>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				(See Appendix S.) [See Map 2-174 in Appendix A.].
	<p>Apply the following management to all ACECs, in addition to ACEC-specific restrictions on use:                      Restriction on Use: STIPULATION CO-NSO-25: ACECs, RNAs and ONAs –</p> <ul style="list-style-type: none"> <li>• Prohibit surface occupancy or use in ACECs, RNAs, and ONAs in order to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes; or to protect human life and safety from natural hazards.</li> <li>• Apply COAs, BMPs, and SOPs on non-fluid mineral activities.</li> <li>• Aggressively control noxious weeds using Integrated Weed Management (IWM) methods consistent with protection and promotion of relevant and important values. Methods may include, for example, biological control, site-specific spraying, and grubbing by hand. Any weed control measures proposed in WSAs within ACECs (such as the North Sand Hills ISA) will be consistent with the BLM’s WSA 6330 policy direction. Weed-control measures proposed within Wilderness or WSRs will be consistent with the legislation covering those areas.</li> <li>• Recommend ACECs for withdrawal from mineral location.</li> <li>• Close ACECs to solid mineral leasing, mineral material sales, and coal leasing.</li> <li>• Consider the use of retardant and heavy equipment in wildfire suppression, except in the Barger Gulch Heritage Area and the Kremmling Cretaceous Ammonite ACECs, after determining the resource values at risk and identifying potential impacts to those resource values. Any use of retardant or heavy equipment must be approved in advance by a line officer. Use prescribed fire and unplanned natural fire managed for resource benefits when desired characteristics of the ACEC will be preserved and management objectives will be met.</li> <li>• Prohibit new motorized routes, with the exception of new administrative routes.</li> <li>• Evaluate vegetation treatments on a case-by-case basis, and permit them as long as ACEC values are maintained.</li> </ul> <p>[See Appendix B and Maps 2-52 (Alternative B), 2-53 (Alternative C), and 2-51 (Alternative D) in Appendix A.]</p>			<p>Apply the following management to all ACECs, in addition to ACEC-specific restrictions on use:</p> <ul style="list-style-type: none"> <li>• Restriction on Use: STIPULATION CO-NSO-25: ACECs, RNAs and ONAs -- Prohibit surface occupancy or use in ACECs, RNAs, and ONAs in order to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes; or to protect human life and safety from natural hazards.</li> <li>• Apply COAs, BMPs, and SOPs on non-fluid mineral activities.</li> <li>• Aggressively control noxious weeds using Integrated Weed Management (IWM) methods consistent with protection and promotion of relevant and important</li> </ul>

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<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
				<p>values. Methods may include, for example, biological control, site-specific spraying, and grubbing by hand. Any weed control measures proposed in WSAs within ACECs (such as the North Sand Hills ISA) will be consistent with the BLM’s WSA 6330 policy direction. Weed-control measures proposed within Wilderness or WSRs will be consistent with the legislation covering those areas.</p> <ul style="list-style-type: none"> <li>• Recommend ACECs for withdrawal from mineral location.</li> <li>• Close ACECs to solid mineral leasing, mineral material sales, and coal leasing.</li> <li>• Consider the use of retardant and heavy equipment in wildfire suppression, except in the Barger Gulch Heritage Area and the Kremmling Cretaceous Ammonite ACECs, after determining the resource values at risk</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				and identifying potential impacts to those resource values. Any use of retardant or heavy equipment must be approved in advance by a line officer. Use prescribed fire and unplanned natural fire managed for resource benefits when desired characteristics of the ACEC will be preserved and management objectives will be met. <ul style="list-style-type: none"> <li>• Prohibit new motorized routes, with the exception of new administrative routes.</li> <li>• Evaluate vegetation treatments on a case-by-case basis, and permit them as long as ACEC values are maintained.</li> </ul>
<b>WILDERNESS STUDY AREAS</b>				
Manage 3 WSAs (8,872 acres) under the Management of Wilderness Study Areas policy: <ul style="list-style-type: none"> <li>• North Sand Hills Instant Study Area: 681 acres;</li> <li>• Platte River Contiguous WSA: 33 acres; and</li> <li>• Troublesome WSA: 8,158 acres.</li> </ul>				Manage 3 WSAs (8,872 acres) under the Management of Wilderness Study Areas policy <ul style="list-style-type: none"> <li>• North Sand Hills Instant Study Area: 681 acres;</li> <li>• Platte River Contiguous WSA: 33 acres; and</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				<ul style="list-style-type: none"> <li>• Troublesome WSA: 8,158 acres.</li> </ul>
Designate WSAs and Wilderness (if designated by Congress) as VRM Class I.				Designate WSAs and Wilderness (if designated by Congress) as VRM Class I.
Prohibit motorized and mechanical travel in 2 WSAs: <ul style="list-style-type: none"> <li>• Platte River Contiguous WSA; and</li> <li>• Troublesome WSA.</li> </ul>				Prohibit motorized and mechanical travel in 2 WSAs: <ul style="list-style-type: none"> <li>• Platte River Contiguous WSA; and</li> <li>• Troublesome WSA.</li> </ul>
Allow, in the North Sand Hills ISA, cross-country motorized and mechanical travel on 163 acres, and limit motorized and mechanical travel to existing routes on 509 acres.	Allow, in the North Sand Hills ISA, cross-country motorized and mechanical travel on 163 acres, and limit motorized and mechanical travel to designated routes on 509 acres.	Prohibit, in the North Sand Hills ISA, motorized and mechanical travel on 90 acres (in the North Sand Hills ACEC), and limit motorized and mechanical travel to designated routes on 582 acres.	Same as under Alternative B.	Allow, in the North Sand Hills ISA, cross-country motorized and mechanical travel on 163 acres, and limit motorized and mechanical travel to designated routes on 509 acres.
Close approximately 9,400 acres of Federal mineral estate in the WSAs to oil and gas leasing, which includes about 520 acres of a split-estate inholding in the Troublesome WSA.				Close approximately 9,400 acres of Federal mineral estate in the WSAs to oil and gas leasing, which includes about 520 acres of a split-estate inholding in the Troublesome WSA.

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<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
	If Congress releases the North Sand Hills ISA from wilderness consideration, manage the lands under the prescriptions of the North Sand Hills SRMA.	If Congress releases the North Sand Hills ISA from wilderness consideration, manage the lands under the prescriptions of the North Sand Hills SRMA and the North Sand Hills ACEC.	If Congress releases the North Sand Hills ISA from wilderness consideration, manage the lands under prescriptions of the North Sand Hills SRMA.	If Congress releases the North Sand Hills ISA from wilderness consideration, manage the lands under the prescriptions of the North Sand Hills SRMA and the North Sand Hills ACEC.
	If Congress releases the Platte River Contiguous WSA or the Troublesome WSA from wilderness consideration, manage the lands under the following prescriptions: <ul style="list-style-type: none"> <li>• protect the non-motorized and non-mechanized recreation activity opportunities, primitive (undeveloped) physical recreation setting character, and scenic values;</li> <li>• close the areas to mechanical and motorized travel under Comprehensive Trails and Travel Management requirements; and</li> <li>• close these areas to mineral leasing.</li> </ul>			If Congress releases the Platte River Contiguous WSA or the Troublesome WSA from wilderness consideration, manage the lands under the following prescriptions: <ul style="list-style-type: none"> <li>• protect the non-motorized and non-mechanized recreation activity opportunities, primitive (undeveloped) physical recreation setting character, and scenic values;</li> <li>• close the areas to mechanical and motorized travel under Comprehensive Trails and Travel Management requirements; and</li> <li>• close these areas to mineral leasing.</li> </ul>

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<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>	
<b>WILD AND SCENIC RIVERS</b>					
<p>Identify the following 15 river segments as eligible, and manage them under interim protection in order to preserve the free-flowing condition, water quality, ORVs, and tentative classification:</p> <ul style="list-style-type: none"> <li>• Blue River segment 2 (Recreational);</li> <li>• Blue River segment 3 (Recreational);</li> <li>• Colorado River segment 1 (Recreational);</li> <li>• Colorado River segment 2 (Recreational);</li> <li>• Colorado River segment 3 (Recreational);</li> <li>• Colorado River segment 4 (Recreational);</li> <li>• Colorado River segment 5 (Recreational);</li> <li>• Kinney Creek;</li> <li>• Muddy Creek;</li> <li>• North Platte River;</li> <li>• Piney River;</li> <li>• Rabbit Ears Creek;</li> </ul>	<p>Alternative B1 --</p> <ul style="list-style-type: none"> <li>• Determine the following 2 eligible river segments as suitable:</li> <li>• Colorado River (segment 4, Recreational); and</li> <li>• Colorado River (segment 5, Recreational)</li> </ul> <p>Same as under Alternative D for the 13 eligible segments not determined to be suitable for inclusion in the NWSRS.</p> <p>Apply management</p>	<p>Alternative B2 --</p> <ul style="list-style-type: none"> <li>• Defer a WSR suitability determination, and apply and implement the Stakeholder Management Plan in order to protect the free-flowing condition, water quality, ORVs, and tentative classifications of Colorado River segments 4 (Recreational) and 5 (Recreational).</li> </ul>	<p>Determine the following 15 eligible river segments as suitable for designation, and apply interim protective management:</p> <ul style="list-style-type: none"> <li>• Blue River segment 2 (Recreational);</li> <li>• Blue River segment 3 (Recreational);</li> <li>• Colorado River segment 1 (Recreational);</li> <li>• Colorado River segment 2 (Recreational);</li> <li>• Colorado River segment 3 (Recreational);</li> <li>• Colorado River segment 4 (Recreational);</li> <li>• Colorado River segment 5 (Recreational);</li> <li>• Kinney Creek (Scenic);</li> <li>• Muddy Creek (Recreational);</li> <li>• North Platte River (Recreational);</li> <li>• Piney River (Recreational);</li> <li>• Rabbit Ears Creek (Wild);</li> </ul>	<p>Determine the following 15 eligible river segments as not suitable for designation, and release them from interim management protections afforded eligible segments. This concludes the suitability study phase for these segments:</p> <ul style="list-style-type: none"> <li>• Blue River segment 2 (Recreational);</li> <li>• Blue River segment 3 (Recreational);</li> <li>• Colorado River segment 1 (Recreational);</li> <li>• Colorado River segment 2 (Recreational);</li> <li>• Colorado River segment 3 (Recreational);</li> <li>• Colorado River segment 4 (Recreational);</li> <li>• Colorado River segment 5 (Recreational);</li> <li>• Kinney Creek;</li> <li>• Muddy Creek;</li> <li>• North Platte River;</li> <li>• Piney River;</li> <li>• Rabbit Ears Creek;</li> </ul>	<p>Defer a WSR suitability determination, and adopt and implement the Stakeholder Management Plan in order to protect the free-flowing condition, water quality, ORVs, and tentative classifications of Colorado River segments 4 (Recreational) and 5 (Recreational).</p> <p>If monitoring indicates the Stakeholder Management Plan is not adequately protecting the free-flowing condition, water quality, ORVs, and tentative classification, the BLM would initiate a process to evaluate suitability and determine if river segment 4 and segment 5 are suitable for inclusion in the NWSRS.</p> <p>Apply management prescriptions in order to protect the free-flowing condition, water quality, ORVs, and tentative classifications of the above river segments.</p>

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<ul style="list-style-type: none"> <li>• Spruce Creek;</li> <li>• Sulphur Gulch; and</li> <li>• Troublesome Creek.</li> </ul> <p>[See Maps 1-2 through 1-7).                      (See <b>Error! Reference source not found.</b>, Summary of Wild and Scenic River Eligible Segment Lengths and Corridor Acreages, for total segment lengths and segment study corridor acreages, as well as segment lengths on BLM-managed public lands, and segment study corridor acreages on BLM-managed public lands.)</p>	<p>prescriptions in order to protect the free-flowing condition, water quality, ORVs, and tentative classifications of the above river segments.</p>	<p>If monitoring indicates the Stakeholder Management Plan is not adequately protecting the free-flowing condition, water quality, ORVs, and tentative classification, the BLM would initiate a process to evaluate suitability and determine if river segment 4 and segment 5 are suitable for inclusion in the NWSRS. Apply management prescriptions in order to protect the free-flowing condition, water quality,</p>	<ul style="list-style-type: none"> <li>• Spruce Creek (Recreational);</li> <li>• Sulphur Gulch (Recreational); and</li> <li>• Troublesome Creek</li> </ul>	<ul style="list-style-type: none"> <li>• Spruce Creek;</li> <li>• Sulphur Gulch; and</li> <li>• Troublesome Creek.</li> </ul>	

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis		Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
		ORVs, and tentative classifications of the above river segments.  Same as under Alternative D for the 13 eligible segments not determined to be suitable for inclusion in the NWSRS.			
	Close 2 segments that are suitable for inclusion in the NWSRS to oil and gas leasing.		Close 15 segments that are suitable for inclusion in the NWSRS to oil and gas leasing.		Close 2 segments that are eligible for inclusion in the NWSRS to oil and gas leasing.
Establish the following interim protective management guidelines for all eligible segments: <ul style="list-style-type: none"> <li>• approve no actions altering the free-flowing condition, water quality, ORV(s) and tentative classifications of the eligible stream segments through impoundments, channeling, or rip-rapping;</li> <li>• approve no actions that</li> </ul>	Apply the interim protective management guidelines identified under Alternative A until designated or released to multiple use by Congress. In addition: <ul style="list-style-type: none"> <li>• apply land use authorization avoidance on suitable stream segments classified as Scenic or Recreational; and</li> <li>• apply COAs, BMPs, and SOPs.</li> </ul>		Apply the interim protective management guidelines identified under Alternative A until designated or released to multiple use by Congress. In addition: <ul style="list-style-type: none"> <li>• apply land use authorization exclusions (including solar and wind development) on suitable stream segments classified as Wild;</li> <li>• apply land use authorization</li> </ul>		Establish the following interim protective management guidelines for all eligible segments: <ul style="list-style-type: none"> <li>• approve no actions altering the free-flowing condition, water quality, ORVs and tentative classifications of the eligible stream segments through impoundments, channeling, or rip-rapping;</li> <li>• approve no actions that</li> </ul>

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<p>would measurably diminish a stream segment’s identified ORV(s) affecting its potential suitability; and</p> <ul style="list-style-type: none"> <li>• approve no actions that would modify the setting or level of development of an eligible river segment to a degree that would change its tentative classification.</li> </ul>		<p>avoidance on suitable stream segments classified as Scenic or Recreational; and</p> <ul style="list-style-type: none"> <li>• apply COAs, BMPs, and SOPs.</li> </ul>		<p>would measurably diminish a stream segment’s identified ORV(s) affecting its potential suitability</p> <ul style="list-style-type: none"> <li>• approve no actions that would modify the setting or level of development of an eligible river segment to a degree that would change its tentative classification;</li> <li>• apply land use authorization avoidance on suitable stream segments classified as Scenic or Recreational;</li> <li>• approve no actions that would significantly degrade the water quality in the segment that is necessary to support the ORVs; and</li> <li>• apply COAs, BMPs, and SOPs designed to protect the free flowing condition, water quality, ORVs, and tentative classification of eligible and suitable stream segments.</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
<b>ENERGY AND MINERALS</b>				
<b>COAL</b>				
<p>Manage approximately 45,000 acres of the Federal mineral estate as open to consideration for coal leasing.</p> <p>[Within areas open to coal leasing, a preliminary application of 20 unsuitability criteria revealed that 7,190 acres are unsuitable for surface mining (BLM 1984b.) A final decision on other applications of unsuitability criteria will not be made on existing, non-producing coal leases until the mine plan review stage.</p>	<p>Manage approximately 123,700 acres of Federal mineral estate within the McCallum Known Recoverable Coal Resource Area (KRCRA) as open to consideration for coal leasing. [Within the McCallum KRCRA, a preliminary application of 20 unsuitability criteria revealed that 106,000 acres are unsuitable for surface mining (see Appendix L).] Additional applications of unsuitability criteria will not be made on future or existing, non-producing coal leases until the mine plan review stage. All lands determined suitable, unsuitable, or unacceptable for further consideration for leasing may be reviewed, and suitability determinations may be modified based upon new data during activity planning efforts.</p> <p>If lands outside the McCallum KRCRA are proposed for consideration for coal leasing, determinations about leasing will be made on a case-by-case basis, including identifying lands that are acceptable for consideration for coal leasing and development. Before a decision is made to lease specific tracts, site-specific activity planning, environmental analysis, and a determination of development potential, may be required. Lands with special designations (such as ACECs or SRMAs) are considered to be not acceptable for consideration for coal leasing and surface development. In situations where development potential of an area is unknown, exploratory drilling may be allowed in order to obtain sufficient data for resource management decisions, and to make fair market value determinations.</p>	<p>Manage approximately 123,700 acres of Federal mineral estate within the McCallum Known Recoverable Coal Resource Area (KRCRA) as open to consideration for coal leasing. [Within the McCallum KRCRA, a preliminary application of 20 unsuitability criteria revealed that 106,000 acres are unsuitable for surface mining (see Appendix L).] Additional applications of unsuitability criteria will not be made on future or existing, non-producing coal leases until the mine plan review stage. All lands determined suitable, unsuitable, or unacceptable for further consideration for leasing may be reviewed, and suitability determinations may be modified based upon new data during activity planning efforts.</p>		

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
				<p>If lands outside the McCallum KRCRA are proposed for consideration for coal leasing, determinations about leasing will be made on a case-by-case basis, including identifying lands that are acceptable for consideration for coal leasing and development. Before a decision is made to lease specific tracts, site-specific activity planning, environmental analysis, and a determination of development potential, may be required. Lands with special designations (such as ACECs or SRMAs) are considered to be not acceptable for consideration for coal leasing and surface development. In situations where development potential of an area is unknown, exploratory drilling may be allowed in order to obtain sufficient data for resource management decisions, and to make fair market value determinations.</p>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
<b>OIL AND GAS</b>				
<p>Manage approximately 642,900 acres of Federal mineral estate as open to oil and gas leasing and development. Standard lease terms and leasing stipulations would be applied to leases. COAs, BMPs, and SOPs (see Appendices D and E), design features, and mitigation measures would be applied to development proposals. (The BLM has the discretion to modify surface operations in order to change or to add specific mitigation measures when supported by scientific analysis.) All mitigation and conservation measures not already required as stipulations will be analyzed in a site-specific environmental analysis document, and be incorporated, as appropriate, into COAs of Permits, Plans of Development, or other use authorizations.</p>	<p>Manage approximately 625,200 acres of Federal mineral estate as open to oil and gas leasing and development. Standard lease terms and leasing stipulations would be applied to leases. COAs, BMPs, and SOPs (see Appendices D and E), design features, and mitigation measures would be applied to development proposals. (The BLM has the discretion to modify surface operations in order to change or to add specific mitigation measures when supported by scientific analysis.) All mitigation and conservation measures not already required as stipulations will be analyzed in a site-specific environmental analysis document, and be incorporated, as appropriate, into COAs of the Permits, Plans of Development, or other use authorizations.</p>	<p>Manage approximately 382,400 acres of Federal mineral estate as open to oil and gas leasing and development. Standard lease terms and leasing stipulations would be applied to leases. COAs, BMPs, and SOPs (see Appendices D and E), design features, and mitigation measures would be applied to development proposals. (The BLM has the discretion to modify surface operations in order to change or to add specific mitigation measures when supported by scientific analysis.) All mitigation and conservation measures not already required as stipulations will be analyzed in a site-specific environmental analysis document, and be incorporated, as appropriate, into COAs of the Permits, Plans of Development, or other use authorizations.</p>	<p>Manage approximately 625,300 acres of the Federal mineral estate as open to oil and gas leasing and development. Standard lease terms and leasing stipulations would be applied to leases. COAs, BMPs, and SOPs (see Appendices D and E), design features, and mitigation measures would be applied to development proposals. (The BLM has the discretion to modify surface operations in order to change or to add specific mitigation measures when supported by scientific analysis.) All mitigation and conservation measures not already required as stipulations will be analyzed in a site-specific environmental analysis document, and be incorporated, as appropriate, into COAs of the Permits, Plans of Development, or other use authorizations.</p>	<p>Manage approximately 590,300 acres of Federal mineral estate as open to oil and gas leasing and development. Standard lease terms and leasing stipulations would be applied to leases. COAs, BMPs, and SOPs (see Appendices D and E), design features, and mitigation measures would be applied to development proposals. (The BLM has the discretion to modify surface operations in order to change or to add specific mitigation measures when supported by scientific analysis.) All mitigation and conservation measures not already required as stipulations will be analyzed in a site-specific environmental analysis document, and be incorporated, as appropriate, into COAs of the Permits, Plans of Development, or other use authorizations.</p>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

<b>Alternative A: No Action Theme: Current Mgmt.</b>	<b>Alternative B: Preferred Theme: Mixed Emphasis</b>	<b>Alternative C Theme: Conservation</b>	<b>Alternative D Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
NO LEASING SUMMARY -- Close approximately 10,600 acres of the Federal mineral estate to oil and gas leasing and geophysical exploration.	NO LEASING SUMMARY -- Close approximately 28,300 acres of the Federal mineral estate to oil and gas leasing and geophysical exploration.	NO LEASING SUMMARY -- Close approximately 271,100 acres of the Federal mineral estate to oil and gas leasing and geophysical exploration.	NO LEASING SUMMARY -- Close approximately 28,200 acres of the Federal mineral estate to oil and gas leasing and geophysical exploration.	NO LEASING SUMMARY - Close approximately 63,200 acres of the Federal mineral estate to oil and gas leasing and geophysical exploration.
NO SURFACE OCCUPANCY SUMMARY -- Apply major constraints (NSO) to 24,700 acres that are open to oil and gas leasing. Lease areas with fluid minerals NSO stipulations in order to protect resources.	NO SURFACE OCCUPANCY SUMMARY -- Apply major constraints (NSO) to 232,200 acres that are open to fluid minerals leasing. Lease areas with fluid minerals NSO stipulations in order to protect resources.	NO SURFACE OCCUPANCY SUMMARY -- Apply major constraints (NSO) to 224,000 acres that are open to fluid minerals leasing. Lease areas with fluid minerals NSO stipulations in order to protect resources.	NO SURFACE OCCUPANCY -- Apply major constraints (NSO) to 209,000 acres that are open to fluid minerals leasing. Lease areas with fluid minerals NSO stipulations in order to protect resources.	NO SURFACE OCCUPANCY SUMMARY -- Apply major constraints (NSO) to 319,900 acres that are open to fluid minerals leasing. Lease areas with fluid minerals NSO stipulations in order to protect resources.
CONTROLLED SURFACE USE SUMMARY -- Apply moderate constraints (CSU) to 250,300 acres that are open to oil and gas leasing. Lease areas with CSU stipulations in order to protect resources.	CONTROLLED SURFACE USE SUMMARY -- Apply moderate constraints (CSU) to 512,000 acres that are open to fluid minerals leasing. Lease areas with CSU stipulations in order to protect resources.	CONTROLLED SURFACE USE SUMMARY -- Apply moderate constraints (CSU) to 519,300 acres that are open to fluid minerals leasing. Lease areas with CSU stipulations in order to protect resources.	CONTROLLED SURFACE USE SUMMARY -- Apply moderate constraints (CSU) to 508,700 acres that are open to fluid minerals leasing. Lease areas with CSU stipulations in order to protect resources.	CONTROLLED SURFACE USE SUMMARY -- Apply moderate constraints (CSU) to 483,600 acres that are open to fluid minerals leasing. Lease areas with CSU stipulations in order to protect resources.
TIMING LIMITATION SUMMARY -- Apply moderate constraints (TLs) to 562,900 acres that are open to oil and gas leasing. Lease areas with timing limitation stipulations in order to protect	TIMING LIMITATION SUMMARY -- Apply moderate constraints (TLs) to 520,200 acres that are open to fluid minerals leasing. Lease areas with timing limitation stipulations in order to protect resources.			TIMING LIMITATION SUMMARY -- Apply moderate constraints (TLs) to 486,000 acres that are open to fluid minerals leasing. Lease areas with timing limitation stipulations in order to protect

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan																									
resources.				resources.																									
Table ES-1-2: Summary of Management Actions Addressing the Five Key Planning Issues																													
<b>NORTH PARK MASTER LEASING PLAN (MLP). Note: The MLP discussion applies only to the Proposed Resource Management Plan.</b>																													
<b>Resource Condition Objective (Desired Outcome):</b>	<b>Resource Protection Measure (Action or Restriction):</b>																												
<p>North Park Master Leasing Plan Vision: Facilitate the exploration and development of oil and gas resources in the North Park MLP analysis area, while resolving possible conflicts with future leasing and development, and ensuring protection of the area’s resources and resource uses, including, but not limited to: air quality; soils; water; riparian; fish and wildlife; Special Status Species; recreation; and ACECs.</p>																													
<p>Approximately 376,600 acres of Federal mineral estate in the North Park MLP analysis area will be open to oil and gas leasing and development. Approximately 14,000 acres of Federal mineral estate in the North Park MLP analysis area will be closed to oil and gas leasing and geophysical exploration.</p> <p>Apply NSO, CSU, and TL leasing stipulations in the North Park MLP analysis area to protect resources.</p> <ul style="list-style-type: none"> <li>• Apply major constraints (NSO) to about 184,000 acres of Federal mineral estate that are open to fluid minerals leasing. (See Map MLP-33 in Appendix A.)</li> <li>• Apply moderate constraints (CSU) to about 328,400 acres of Federal mineral estate that are open to fluid minerals leasing. (See Map MLP-32 in Appendix A.)</li> <li>• Apply moderate constraints (TL) to about 321,200 acres of Federal mineral estate that are open to fluid minerals leasing. (See Map MLP-34 in Appendix A.)</li> </ul> <table border="1" data-bbox="548 1049 1499 1271"> <thead> <tr> <th colspan="5" data-bbox="548 1049 1499 1114"><b>Oil and Gas Leasing Stipulations by Surface Owner (Acres of Stipulations Applied to Federal Mineral Estate)</b></th> </tr> <tr> <th data-bbox="548 1114 741 1175"><b>Stipulation Type</b></th> <th data-bbox="741 1114 932 1175"><b>BLM</b></th> <th data-bbox="932 1114 1123 1175"><b>State/CPW</b></th> <th data-bbox="1123 1114 1314 1175"><b>Private</b></th> <th data-bbox="1314 1114 1499 1175"><b>TOTAL</b></th> </tr> </thead> <tbody> <tr> <td data-bbox="548 1175 741 1206"><b>NSO</b></td> <td data-bbox="741 1175 932 1206">141,900</td> <td data-bbox="932 1175 1123 1206">739</td> <td data-bbox="1123 1175 1314 1206">41,400</td> <td data-bbox="1314 1175 1499 1206">184,000</td> </tr> <tr> <td data-bbox="548 1206 741 1237"><b>CSU</b></td> <td data-bbox="741 1206 932 1237">189,600</td> <td data-bbox="932 1206 1123 1237">11,800</td> <td data-bbox="1123 1206 1314 1237">127,000</td> <td data-bbox="1314 1206 1499 1237">328,400</td> </tr> <tr> <td data-bbox="548 1237 741 1268"><b>TL</b></td> <td data-bbox="741 1237 932 1268">182,700</td> <td data-bbox="932 1237 1123 1268">12,900</td> <td data-bbox="1123 1237 1314 1268">125,600</td> <td data-bbox="1314 1237 1499 1268">321,200</td> </tr> </tbody> </table> <p data-bbox="606 1271 1115 1302">Note: Acres rounded. Stipulations may overlap.</p> <p data-bbox="117 1344 1923 1409">The following Conditions of Approval (COA) from Table D-1, Appendix D, may be analyzed at the development stage and applied to lands with existing oil and gas leases, subject to existing lease rights. These COAs also may be applied to development proposals of future leases.</p>					<b>Oil and Gas Leasing Stipulations by Surface Owner (Acres of Stipulations Applied to Federal Mineral Estate)</b>					<b>Stipulation Type</b>	<b>BLM</b>	<b>State/CPW</b>	<b>Private</b>	<b>TOTAL</b>	<b>NSO</b>	141,900	739	41,400	184,000	<b>CSU</b>	189,600	11,800	127,000	328,400	<b>TL</b>	182,700	12,900	125,600	321,200
<b>Oil and Gas Leasing Stipulations by Surface Owner (Acres of Stipulations Applied to Federal Mineral Estate)</b>																													
<b>Stipulation Type</b>	<b>BLM</b>	<b>State/CPW</b>	<b>Private</b>	<b>TOTAL</b>																									
<b>NSO</b>	141,900	739	41,400	184,000																									
<b>CSU</b>	189,600	11,800	127,000	328,400																									
<b>TL</b>	182,700	12,900	125,600	321,200																									

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
<ul style="list-style-type: none"> <li>• Drilling Multiple Wells from a Single Pad.</li> <li>• Colocation of Surface Disturbances.</li> <li>• Centralizing Production Facilities.</li> </ul> <p>Refer to other sections of <a href="#">Table 2-2</a> for other oil and gas management actions that will be applied throughout the RMP Decision Area, including the North Park MLP analysis area.</p>				
<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
<p><b>GEOHERMAL</b></p>				
<p>The Planning Area has geothermal development potential. Most geothermal resources are likely to be of a lower temperature; therefore, no nominations for commercial electrical generation leases (indirect use) are expected. However, the BLM could receive future applications for onsite electrical generation from geothermal resources for oil and gas facilities (direct use). Leasing of geothermal resources would be in conformance with the stipulations, conditions of approval and best management practices identified in Appendixes B, D and E.. Desired Outcomes for resource conditions identified in the RMP will guide development of reclamation requirements prior to abandonments of areas developed for geothermal energy production.</p>				<p>The Planning Area has geothermal development potential. Most geothermal resources are likely to be of a lower temperature; therefore, no nominations for commercial electrical generation leases (indirect use) are expected. However, the BLM could receive future applications for onsite electrical generation from geothermal resources for oil and gas facilities (direct use).</p>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				Leasing of geothermal resources would be in conformance with the stipulations, conditions of approval and best management practices identified in Appendixes B, D and E. Desired Outcomes for resource conditions identified in the RMP will guide development of reclamation requirements prior to abandonments of areas developed for geothermal energy production.
The Record of Decision for Geothermal Leasing in the Western United States (BLM, 2008u) amended the 1984 Kremmling RMP, by closing 13,807 acres to geothermal leasing (wilderness study areas, ACECs existing at the time, and threatened or endangered plant and animal species habitats).				The Record of Decision for Geothermal Leasing in the Western United States (BLM, 2008u) amended the 1984 Kremmling RMP, by closing 13,807 acres to geothermal leasing (wilderness study areas, ACECs existing at the time, and threatened or endangered plant and animal species habitats).
<b>LOCATABLE MINERALS</b>				
Locatable Minerals -- All BLM-managed public lands are open to mineral entry and development (locatable minerals) under the General Mining Law of 1872 unless already withdrawn, proposed for administrative withdrawal, or designated as Wilderness.				Locatable Minerals -- All BLM-managed public lands

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
				<p>are open to mineral entry and development (locatable minerals) under the General Mining Law of 1872 unless already withdrawn, proposed for administrative withdrawal, or designated as Wilderness. Locatable mineral exploration and development on BLM-managed public lands would be regulated under 43 CFR 3800. All surface estate would be open to location of mining claims for locatable minerals. In WSAs (8,872 acres), restrictions on mineral development would become effective only if Congress designates them as Wilderness. Pending this determination, WSAs remain open provided that activities meet non-impairment criteria, and that those activities began before the passage of the FLPMA.</p>
<p>The following areas have been withdrawn from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 13,940 acres:</p> <ul style="list-style-type: none"> <li>• Upper Colorado River SRMA: 13,257 acres; and</li> <li>• North Sand Hills Instant Study Area (ISA): 681 acres.</li> </ul>				<p>The following areas have been withdrawn from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 13,940</p>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				acres: <ul style="list-style-type: none"> <li>• Upper Colorado River SRMA: 13,257 acres; and</li> <li>• North Sand Hills Instant Study Area (ISA): 681 acres.</li> </ul>
	Petition the Secretary of the Interior for withdrawal of the following areas (in priority order for action) from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 19,200 acres: <ul style="list-style-type: none"> <li>• YMCA/Sheep Mountain Conservation Easement: 3,400 acres;</li> <li>• ACECs: 8,800 acres;</li> <li>• developed recreation sites: 34 acres;</li> <li>• SRMAs: 1,600 acres (Upper Colorado River [West] and North Sand Hills acres not already withdrawn); and</li> <li>• Segments 4 and 5 eligible for inclusion in the NWSRS not already withdrawn as part of the Upper Colorado River SRMA 24 acres.</li> </ul>	Petition the Secretary of the Interior for withdrawal of the following areas (in priority order for action) from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 36,300 acres: <ul style="list-style-type: none"> <li>• YMCA/Sheep Mountain Conservation Easement: 3,400 acres;</li> <li>• ACECs: (Same as under Alternative B, plus Alternative C additions): 9,400 acres;</li> <li>• developed recreation sites: 34 acres;</li> <li>• SRMAs: (Same as under Alternative B, plus Strawberry SRMA: 9,500 acres; and</li> <li>• 15 segments eligible for inclusion in the NWSRS:</li> </ul>	Petition the Secretary of the Interior for withdrawal of the following areas (in priority order for action) from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 16,800 acres: <ul style="list-style-type: none"> <li>• YMCA/Sheep Mountain Conservation Easement: 3,400 acres;</li> <li>• ACECs: 8,800 acres;</li> <li>• developed recreation sites: 34 acres;</li> <li>• SRMAs: 1,600 acres (Upper Colorado River [West and East] and North Sand Hills acres not already withdrawn).</li> </ul>	Propose the following areas for withdrawal of the following areas (in priority order for action) from settlement, sale, location, or entry under the general land laws, including the mining laws, totaling approximately 23,100 acres: <ul style="list-style-type: none"> <li>• YMCA/Sheep Mountain Conservation Easement: 3,400 acres;</li> <li>• ACECs: 9,671 acres;</li> <li>• Developed recreation sites: 34 acres;</li> <li>• proposed National Scenic trails;</li> <li>• areas managed for wilderness characteristics outside of WSAs, 544 acres;</li> <li>• SRMAs, Upper Colorado River [West and East] and North Sand Hills acres not already withdrawn(1,600</li> </ul>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
		not already withdrawn as part of the Upper Colorado River SRMA 24 acres.		acres) and Strawberry (7,900 acres); Eligible segments in the NWSRS not already withdrawn as part of the Upper Colorado River SRMA: 24 acres.
<b>SALABLE MINERALS</b>				
<p>Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Open all surface estate to mineral material disposal. In WSAs, restrictions on mineral development would become effective only if Congress designates the area as Wilderness. Pending this determination, WSAs remain open provided that activities meet non-impairment criteria, and that those activities began before the passage of the FLPMA.</p> <p>Open areas total approximately 377,900 acres.</p>	<p>Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Open all surface estate to mineral material disposal, except for those identified below, which would be closed to mineral material disposal.</p> <ul style="list-style-type: none"> <li>• WSAs;</li> <li>• ACECs;</li> <li>• SRMAs;</li> <li>• developed recreation sites;</li> <li>• proposed National Scenic trails;</li> <li>• YMCA/Sheep Mountain Conservation Easement; and</li> <li>• Colorado River segments 4 and 5 eligible for inclusion</li> </ul>	<p>Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Open all surface estate to mineral material disposal, except for those identified below, which would be closed to mineral material disposal.</p> <p>Same areas as Alternative B, and the following:</p> <ul style="list-style-type: none"> <li>• areas managed for wilderness characteristics outside of existing WSAs; and</li> <li>• an additional 13 segments eligible for inclusion in the NWSRS.</li> </ul> <p>Open areas total approximately 311,100 acres.</p>	<p>Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Open all surface estate to mineral material disposal, except for those identified below, which would be closed to mineral material disposal.</p> <p>Same areas as under Alternative B, except for no suitable WSR segments.</p> <p>Open areas total approximately 281,900 acres.</p>	<p>Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Open all surface estate to mineral material disposal, except for those identified below, which would be closed to mineral material disposal.</p> <ul style="list-style-type: none"> <li>• WSAs;</li> <li>• ACECs;</li> <li>• SRMAs;</li> <li>• developed recreation sites;</li> <li>• proposed National Scenic trails;</li> <li>• areas managed for wilderness characteristics outside of WSAs;</li> <li>• YMCA/Sheep Mountain</li> </ul>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
	in the NWSRS. Open areas total approximately 336,700 acres.			Conservation Easement; and <ul style="list-style-type: none"> <li>Colorado River segments eligible for inclusion in the NWSRS.</li> </ul> Open areas total approximately 300,000 acres.
<p><i>Note: the National Scenic trails entry is a place-holder, to disclose a future action if a National Scenic trail corridor is established. Refer to the Continental Divide National Scenic Trail discussion in this Table. When a trail corridor is identified, a NEPA analysis will be conducted to address the impacts of trail designation and the management actions from the RMP that would be applied.</i></p>				
Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Dispose of salable minerals primarily from established common use areas.				Salable Minerals (mineral materials such as moss rock, top soil, sand and gravel, scoria, fill dirt) -- Dispose of salable minerals primarily from established common use areas.
<p><b>NON-ENERGY SOLID LEASABLE MINERALS</b></p>				
Non-energy Solid Leasable Minerals (solid minerals such as sylvite and halite) -- Open all surface estate to solid minerals leasing.  In WSAs, restrictions on mineral development will become effective only if Congress designates the area as Wilderness. Pending this	Non-energy Solid Leasable Minerals (solid minerals such as sylvite and halite) -- Open all surface estate to solid minerals leasing, except for those areas identified below, which would be closed to leasing. <ul style="list-style-type: none"> <li>WSAs;</li> </ul>	Non-energy Solid Leasable Minerals (solid minerals such as sylvite and halite) -- Open all surface estate to solid minerals leasing, except for those areas identified below, which would be closed to leasing.  Same areas as under Alternative B, plus:	Non-energy Solid Leasable Minerals (solid minerals such as sylvite and halite) -- Open all surface estate to solid minerals leasing, except for those areas identified below, which would be closed to leasing.  Same areas as under Alternative B, except for no	Non-energy Solid Leasable Minerals (solid minerals such as sylvite and halite) -- Open all surface estate to solid minerals leasing, except for those areas identified below, which would be closed to leasing. <ul style="list-style-type: none"> <li>WSAs;</li> </ul>

**Table ES-1: Summary of Management Actions Addressing the Five Key Planning Issues**

Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
<p>determination, WSAs remain open provided that activities meet non-impairment criteria, and that those activities began before the passage of the FLPMA.</p> <p>Open areas total approximately 377,900 acres.</p>	<ul style="list-style-type: none"> <li>• ACECs;</li> <li>• SRMAs;</li> <li>• developed recreation sites;</li> <li>• proposed National Scenic trails</li> <li>• YMCA/Sheep Mountain Conservation Easement; and</li> <li>• segments 4 and 5 eligible for inclusion in the NWSRS.</li> </ul> <p>Open areas total approximately 336,700 acres.</p>	<ul style="list-style-type: none"> <li>• areas managed for wilderness characteristics outside of WSAs; and</li> <li>• an additional 13 eligible suitable for inclusion in the NWSRS.</li> </ul> <p>Open areas total approximately 311,100 acres.</p>	<p>suitable WSR segments.</p> <p>Open areas total approximately 281,900 acres.</p>	<ul style="list-style-type: none"> <li>• ACECs;</li> <li>• SRMAs;</li> <li>• developed recreation sites;</li> <li>• proposed National Scenic trails;</li> <li>• areas managed for wilderness characteristics outside of WSAs</li> <li>• YMCA/Sheep Mountain Conservation Easement; and</li> <li>• eligible segments in the NWSRS.</li> </ul> <p>Open areas total approximately 300,000 acres.</p>
<p><i>Note: the National Scenic trails entry is a place-holder, to disclose a future action if a National Scenic trail corridor is established. Refer to the Continental Divide National Scenic Trail discussion in this Table. When a trail corridor is identified, a NEPA analysis will be conducted to address the impacts of trail designation and the management actions from the RMP that would be applied.</i></p>				
<p><b>RENEWABLE ENERGY</b></p>				
	<p>Renewable Energy -- Encourage wind energy development in acceptable areas, in accordance with current policy and when consistent with Goals and Desired Outcomes. ROW Avoidance and Exclusion Areas apply.</p>			<p>Renewable Energy -- Encourage wind energy development in acceptable areas, in accordance with current policy and when consistent with Goals and Desired Outcomes. ROW Avoidance and Exclusion Areas apply.</p>

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	Renewable Energy -- The Solar Energy Development PEIS ROD was signed on October 12, 2012 and excluded all lands within the Field Office for solar energy development for projects 20 MWs or greater. Consider ROW applications for solar energy development projects under 20 MWMWs. ROW Avoidance and Exclusion Areas apply.			Renewable Energy -- The Solar Energy Development PEIS ROD was signed on October 12, 2012 and excluded all lands within the Field Office for solar energy development for projects 20 MWs or greater. Consider ROW applications for solar energy development projects under 20 MWMWs. ROW Avoidance and Exclusion Areas apply.
<b>WILDLIFE</b>				
	Designate the following as priority habitats: perennial water sources (streams, rivers, lakes, ponds, springs, seeps, wetlands, wet meadows, bogs, and fens), riparian areas, intermittent streams and ponds, and ephemeral/seasonal waters.	Designate the following as priority habitats: perennial water sources (streams, rivers, lakes, ponds, springs, seeps, wetlands, wet meadows, bogs, and fens) and riparian areas.	Designate and protect the following as priority habitats: perennial water sources (streams, rivers, lakes, ponds, springs, seeps, wetlands, wet meadows, bogs, and fens) and riparian areas.	
	Identify limiting habitat factors based upon site characteristics and habitat capabilities using channel type and geology classifications (such as Rosgen). Upon identification of limiting factors, prioritize and fix those that can be fixed using proven river, stream, lake, and riparian methodologies (such as in-channel habitat structures designed to create pools, riparian plantings, tamarisk removal), or by changing management of other program activities (such as changing livestock grazing season use) in order to achieve Desired Outcome.			Identify limiting habitat factors based upon site characteristics and habitat capabilities using channel type and geology classifications (such as Rosgen). Upon identification of limiting factors, prioritize and fix those

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				that can be fixed using proven river, stream, lake, and riparian methodologies (such as in-channel habitat structures designed to create pools, riparian plantings, tamarisk removal), or by changing management of other program activities (such as changing livestock grazing season use) in order to achieve Desired Outcome.
	Identify in-channel features (such as culverts and water diversion structures) that block aquatic organism movement and/or impair stream connectivity; replace, modify, or remove these impediments as they are identified, and as opportunities allow.			Identify in-channel features (such as culverts and water diversion structures) that block aquatic organism movement and/or impair stream connectivity; replace, modify, or remove these impediments as they are identified, and as opportunities allow.
Allow introduction, translocation, transplantation, restocking, augmentation, and re-establishment of native and naturalized fish and wildlife species, in cooperation with the CPW or with the USFWS, or with both, subject to the guidance provided by BLM Manual 1745 (Introduction, Transplant, Augmentation and Reestablishment of Fish, Wildlife and Plants), and by existing or future Memorandums of Understanding (MOUs) with the CPW.				Allow introduction, translocation, transplantation, restocking, augmentation, and re-establishment of native and naturalized fish and wildlife species, in cooperation with the CPW or with the USFWS, or with both, subject to the guidance provided by BLM

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<b>Alternative A: No Action</b> <b>Theme: Current Mgmt.</b>	<b>Alternative B: Preferred</b> <b>Theme: Mixed Emphasis</b>	<b>Alternative C</b> <b>Theme: Conservation</b>	<b>Alternative D</b> <b>Theme: Resource Use</b>	<b>Proposed Resource Management Plan</b>
				Manual 1745 (Introduction, Transplant, Augmentation and Reestablishment of Fish, Wildlife and Plants), and by existing or future Memorandums of Understanding (MOUs) with the CPW.
	Designate the following areas as Wildlife Core Areas. Core wildlife areas are areas of high habitat value for multiple species, including sage-grouse, elk, and mule deer (39,800 acres):  4 areas in Jackson County: <ul style="list-style-type: none"> <li>• Cowdrey: 1,710 acres;</li> <li>• California Gulch: 8,370 acres;</li> <li>• Walden Reservoir: 6,787 acres;</li> <li>• Spring Creek: 3,276 acres;</li> </ul> 3 areas in Grand County: <ul style="list-style-type: none"> <li>• Cedar Ridge: 4,005 acres.</li> <li>• Junction Butte: 5,486 acres; and</li> <li>• Wolford Mountain: 10,115</li> </ul>	Designate the following areas as Wildlife Core Areas. Core wildlife areas are areas of high habitat value for multiple species, including sage-grouse, elk, and mule deer (101,800 acres):  8 areas in Jackson County: <ul style="list-style-type: none"> <li>• Cowdrey: 1,710 acres;</li> <li>• California Gulch: 8,370 acres;</li> <li>• Walden Reservoir: 6,787 acres;</li> <li>• Spring Creek: 3,276 acres;</li> <li>• Sentinel Mountain: 1,628 acres;</li> <li>• Dunes: 1,210 acres;</li> <li>• Case Flats: 8,365 acres</li> <li>• Independence Mtn: 12,806</li> </ul>		Designate the following areas as Wildlife Core Areas. Core wildlife areas are areas of high habitat value for multiple species, including sage-grouse, elk, and mule deer (101,800 acres):  8 areas in Jackson County: <ul style="list-style-type: none"> <li>• Cowdrey: 1,710 acres;</li> <li>• California Gulch: 8,370 acres;</li> <li>• Walden Reservoir: 6,787 acres;</li> <li>• Spring Creek: 3,276 acres;</li> <li>• Sentinel Mountain: 1,628 acres;</li> <li>• Dunes: 1,210 acres;</li> <li>• Case Flats: 8,365 acres</li> <li>• Independence Mtn: 12,806</li> </ul>

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	acres.	acres; 6 areas in Grand County: • Cedar Ridge: 4,005 acres • Junction Butte: 8,920 acres; and • Wolford Mountain: 24, 335 acres. • Radium Basin: 6,501 acres • Sulphur Gulch: 5,921		acres; 6 areas in Grand County: • Cedar Ridge: 4,005 acres • Junction Butte: 8,920 acres; and • Wolford Mountain: 24, 335 acres. • Radium Basin: 6,501 acres • Sulphur Gulch: 5,921
<p>Protect wintering big game species by closing the following area to motorized travel from December 15 to April 15:</p> <ul style="list-style-type: none"> <li>• Wolford Travel Management Area.</li> </ul> <p>Restrict snowmobiles to designated routes.</p> <p>Under mild winter conditions, the last 60 days of the seasonal limitation period may be suspended after consultation with the CPW.</p> <p>Under severe winter conditions, the limitation period may be extended if requested by the CPW. Severity of the winter will be</p>	<p>Protect wintering big game species by closing the following areas to motorized and mechanical travel from December 15 to April 15:</p> <p>Same areas as under Alternative A, plus the following:</p> <ul style="list-style-type: none"> <li>• North Sand Hills SRMA and WSA.</li> </ul> <p>The Authorized Officer may adjust the start or end date of a seasonal area closure, depending upon ground conditions, resource concerns, or public health and safety. The CPW will be consulted for seasonal closure adjustments regarding wildlife protection.</p>	<p>Protect wintering big game species by closing the following areas to motorized and mechanical travel from December 15 to April 15:</p> <p>Same areas as under Alternative A, plus the following:</p> <ul style="list-style-type: none"> <li>• North Sand Hills WSA; and</li> <li>• Strawberry SRMA.</li> </ul> <p>Limitation period exceptions, under mild and severe winter conditions, would be the same as under Alternative B.</p>	<p>Protect wintering big game species by closing the following areas to motorized and mechanical travel from December 15 to April 15:</p> <p>Same areas as Alternative A, plus the following:</p> <ul style="list-style-type: none"> <li>• North Sand Hills WSA.</li> </ul> <p>Limitation period exceptions, under mild and severe winter conditions, would be the same as under Alternative B.</p>	<p>Protect wintering big game species by closing the following areas to motorized and mechanical transport travel from December 15 to April 15:</p> <ul style="list-style-type: none"> <li>• Wolford Travel Management Area;</li> <li>• North Sand Hills SRMA and WSA;</li> <li>• Strawberry SRMA</li> </ul> <p>Restrict snowmobiles to designated routes.</p> <p>The Authorized Officer may adjust the start or end date of a seasonal area closure, depending upon ground conditions, resource concerns, or public health and safety.</p>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
determined on the basis of snow depth, snow crusting, daily mean temperatures, and whether animals are concentrated on the winter range during the winter months.	Severity of the winter will be determined on the basis of snow depth, snow crusting, daily mean temperatures, and whether animals are concentrated on the winter range during the winter months.			The CPW will be consulted for seasonal closure adjustments regarding wildlife protection. Severity of the winter will be determined on the basis of snow depth, snow crusting, daily mean temperatures, and whether animals are concentrated on the winter range during the winter months.
	Upon a request of the CPW, and with concurrence by the Authorized Officer, close areas to human activity and to dogs on an area-specific basis during severe winter weather conditions, as defined by a combination of factors including snow depth, snow crusting, daily mean temperatures (long periods of cold temperatures), and concentrations of animals.			Upon a request of the CPW, and with concurrence by the Authorized Officer, close areas to human activity and to dogs on an area-specific basis during severe winter weather conditions, as defined by a combination of factors including snow depth, snow crusting, daily mean temperatures (long periods of cold temperatures), and concentrations of animals.
	Prohibit oil and gas leasing on all State-owned Wildlife Areas.			Close all State owned Wildlife Areas to oil and gas leasing.
	Implement habitat improvement projects in the mountain shrub community (such as chemical, mechanical, and biological treatments; prescribed fire and natural fire managed for resource benefits; and seeding) in order to increase the amount of available, palatable, and nutritious forage			Implement habitat improvement projects in the mountain shrub community

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	by setting back succession and creating a diverse age structure of plants.			(such as chemical, mechanical, and biological treatments; prescribed fire and natural fire managed for resource benefits; and seeding) in order to increase the amount of available, palatable, and nutritious forage by setting back succession and creating a diverse age structure of plants.
	Stimulate sprouting and regrowth in decadent aspen patches using treatments such as prescribed fire and natural fire managed for resource benefits and mechanical methods.			Stimulate sprouting and regrowth in decadent aspen patches using treatments such as prescribed fire and natural fire managed for resource benefits and mechanical methods.
	Perform habitat treatments (such as chemical, mechanical, biological treatments; and prescribed fire and natural fire managed for resource benefits) in order to reduce the canopy cover in mature uniform-aged brush and mature pinyon, juniper, and other forest stands.			Perform habitat treatments (such as chemical, mechanical, biological treatments; and prescribed fire and natural fire managed for resource benefits) in order to reduce the canopy cover in mature uniform-aged brush and mature pinyon, juniper, and other forest stands.
	Where a diverse understory is lacking, seed desirable species or fertilize in transition and winter range habitats			Where a diverse understory is lacking, seed desirable species or fertilize in transition and

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				winter range habitats.
	Where appropriate, reduce competition with livestock grazing for forage (for example, by changing season of use, adjusting AUMs, or by changing type of livestock).			Where appropriate, reduce competition with livestock grazing for forage (for example, by changing season of use, adjusting AUMs, or by changing type of livestock).
	Protect big game migration corridors by retaining parcels within migration corridors.			Protect big game migration corridors by retaining parcels within migration corridors.
	Protect big game migration corridors by retaining parcels within migration corridors.			Action: Reduce the density of roads and trails in priority big game habitats by: <ul style="list-style-type: none"> <li>• closing and revegetating duplicate roads or trails;</li> <li>• closing and revegetating routes on BLM-managed public lands where routes enter from private land, where there is no public access, and where administrative access is not needed; and</li> <li>• limiting construction of new routes.</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
	Avoid developing permanent structures that are restrictive to wildlife migration and movement.			Avoid developing permanent structures that are restrictive to wildlife migration and movement.
	Identify and maintain designated travel routes in order to provide access for hunting opportunities into targeted big game units.			Identify and maintain designated travel routes in order to provide access for hunting opportunities into targeted big game units.
	<p>Provide healthy and productive habitat as determined by habitat and population standards from sources such as Birds of Conservation Concern (BCC) Region Plans, State Partners-in-Flight Plans, and State Wildlife Action Plans for migratory birds; and avoid or minimize impacts to migratory birds by incorporating the following measures:</p> <ul style="list-style-type: none"> <li>• manage plant communities for a variety of seral stages, structural diversities, and (habitat) patch-sizes capable of supporting diverse and viable migratory bird populations;</li> <li>• restore, enhance, and maintain riparian and upland habitats;</li> <li>• conduct habitat-improvement projects; and</li> <li>• apply COAs to all activities that alter vegetation, and to the broad use of pesticides in migratory bird habitat during the nesting season. The COA would apply to activities between May 15 and July 15.</li> </ul>			<p>Provide healthy and productive habitat as determined by habitat and population standards from sources such as Birds of Conservation Concern (BCC) Region Plans, State Partners-in-Flight Plans, and State Wildlife Action Plans for migratory birds; and avoid or minimize impacts to migratory birds by incorporating the following measures:</p> <ul style="list-style-type: none"> <li>• manage plant communities for a variety of seral stages, structural diversities, and (habitat) patch-sizes capable of supporting diverse and viable migratory bird populations;</li> <li>• restore, enhance, and</li> </ul>

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Alternative A: No Action Theme: Current Mgmt.	Alternative B: Preferred Theme: Mixed Emphasis	Alternative C Theme: Conservation	Alternative D Theme: Resource Use	Proposed Resource Management Plan
				maintain riparian and upland habitats; <ul style="list-style-type: none"> <li>• conduct habitat-improvement projects; and</li> <li>• apply COAs to all activities that alter vegetation, and to the broad use of pesticides in migratory bird habitat during the nesting season. The COA would apply to activities between May 15 and July 15.</li> </ul>
	Broadly manage all forest types in order to provide an average snag retention density of 3 snags per acre.			Broadly manage all forest types in order to provide an average snag retention density of 3 snags per acre.
	Apply Suggested Practices for Raptor Protection on Power Lines: the State of the Art in 2006 (Avian Power Line Interaction Committee 2006) and Avian Protection Plan (APP) Guidelines (APLIC and USFWS 2005) to new power line construction (including upgrades and reconstruction) in order to prevent electrocution of raptors.			Apply Reducing Avian Collisions with Power lines: the State of the Art in 2012 (Avian Power Line Interaction Committee 2012) and Avian Protection Plan (APP) Guidelines (APLIC and USFWS 2005).
	Identify limiting habitat factors based upon site characteristics and habitat capabilities using channel type and geology classifications (such as Rosgen). Upon identification of limiting factors, prioritize and fix those that can be fixed using proven river, stream, lake, and riparian methodologies (such as in-channel habitat structures designed to create pools, riparian plantings) or by changing management of other program activities (such as by changing livestock grazing season)			Identify limiting habitat factors based upon site characteristics and habitat capabilities using channel type and geology classifications

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	use) in order to achieve Desired Outcome.			(such as Rosgen). Upon identification of limiting factors, prioritize and fix those that can be fixed using proven river, stream, lake, and riparian methodologies (such as in-channel habitat structures designed to create pools, riparian plantings) or by changing management of other program activities (such as by changing livestock grazing season use) in order to achieve Desired Outcome.
	Protect BLM fish-bearing streams or stream segments by actively seeking minimum in-stream flow protection and, for lakes, minimum pool depths, where opportunities arise			Protect BLM fish-bearing streams or segments, and fish-bearing lakes by making instream flow protection and natural lake protection recommendations to the Colorado Water Conservation Board. Where opportunities arise, cooperate with owners of water facilities to establish conservation pools and water release schedules that are beneficial to fisheries.
	Assist, as appropriate, with the introduction, translocation, transplantation, restocking, augmentation, and re-establishment of Special Status fishes, in cooperation with the CPW and/or with the USFWS, or with both, subject to the guidance provided by BLM Manual 1745			Assist, as appropriate, with the introduction, translocation, transplantation, restocking,

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	(Introduction, Transplant, Augmentation and Reestablishment of Fish, Wildlife and Plants), and by existing or future MOUs with the CPW.			augmentation, and re-establishment of Special Status fishes, in cooperation with the CPW and/or with the USFWS, or with both, subject to the guidance provided by BLM Manual 1745 (Introduction, Transplant, Augmentation and Reestablishment of Fish, Wildlife and Plants), and by existing or future MOUs with the CPW.
	In occupied Special Status Species habitat, prioritize treatments in order to protect against invasion and establishment of noxious weeds or other aggressive exotic plants. Close or relocate selected travel routes in order to protect Special Status Species and significant plant communities. Pursue land tenure adjustments in order to facilitate the conservation or recovery of Special Status Species.			In occupied Special Status Species habitat, prioritize treatments in order to protect against invasion and establishment of noxious weeds or other aggressive exotic plants. Close or relocate selected travel routes in order to protect Special Status Species and significant plant communities. Pursue land tenure adjustments in order to facilitate the conservation or recovery of Special Status Species.
	Restore potential Special Status Species habitat to suitable habitat by applying treatments to historically occupied, degraded habitats.			Restore potential Special Status Species habitat to suitable habitat by applying

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				treatments to historically occupied, degraded habitats.
	Allow introduction, translocation, transplantation, restocking, augmentation, and re-establishment of native and naturalized fish and wildlife species, in cooperation with the CPW and/or with the USFWS, or with both, subject to the guidance provided by BLM Manual 1745, and by existing or future MOUs with the CPW.			Allow introduction, translocation, transplantation, restocking, augmentation, and re-establishment of native and naturalized fish and wildlife species, in cooperation with the CPW and/or with the USFWS, or with both, subject to the guidance provided by BLM Manual 1745, and by existing or future MOUs with the CPW.
Prohibit collection of rare plants or plant parts, except as permitted by the Authorized Officer for scientific research.				Prohibit collection of rare plants or plant parts, except as permitted by the Authorized Officer for scientific research.
	Require projects that remove topsoil areas of suitable habitat for Endangered or Threatened Species to set aside and replace the topsoil when groundwork is completed; to preserve the seedbank and associated mycorrhizal species; and to discourage invasive plant species.			Require projects that remove topsoil areas of suitable habitat for Endangered or Threatened Species to set aside and replace the topsoil when groundwork is completed; to preserve the seedbank and associated mycorrhizal species; and to discourage invasive plant species.
	If suitable habitat for the Federal Candidate yellow-billed cuckoo is identified, conservation			If suitable habitat for the

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	measures specified by the USFWS would be applied.			Federal Candidate yellow-billed cuckoo is identified, conservation measures specified by the USFWS would be applied.
	If suitable habitat for the Mexican spotted owl habitat is identified, conservation measures specified by the USFWS would be applied.			If suitable habitat for the Mexican spotted owl habitat is identified, conservation measures specified by the USFWS would be applied.
	Locate and map occupied burrowing owl habitat on BLM-managed public lands in Jackson County.			Locate and map occupied burrowing owl habitat on BLM-managed public lands in Jackson County.
	Allow for the use of biological or chemical control, or both, of plague vectors at prairie dog colonies.			Allow for the use of biological or chemical control, or both, of plague vectors at prairie dog colonies.
	Maintain at least 90 percent of the occupied prairie dog habitat acreage as undisturbed on BLM-managed public lands within the Management Focus Area.	Maintain at least 80 percent of the occupied prairie dog habitat acreage as undisturbed on BLM-managed public lands within the Management Focus Area.	Maintain at least 90 percent of the occupied prairie dog habitat acreage as undisturbed on BLM-managed public lands within the Management Focus Area.	
	Implement applicable conservation and restoration measures identified in the Canada Lynx Conservation Assessment and Strategy.			Implement applicable conservation and restoration measures identified in the Canada Lynx Conservation

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				Assessment and Strategy.
	Use timber management, where applicable, in conjunction with, or in place of, fire as a disturbance process to create and maintain snowshoe hare habitat in lynx habitats occurring in Lynx Analysis Units (LAUs) in order to achieve desired conditions in accordance with Canada Lynx Conservation Assessment and Strategy.			Use timber management, where applicable, in conjunction with, or in place of, fire as a disturbance process to create and maintain snowshoe hare habitat in lynx habitats occurring in Lynx Analysis Units (LAUs) in order to achieve desired conditions in accordance with Canada Lynx Conservation Assessment and Strategy.
	Update LAU maps and lynx habitat with new information or specific habitat surveys within LAUs that are associated with BLM-managed public lands within the Planning Area. Do not change LAU boundaries unless such modification is supported by providing rationale.			Update LAU maps and lynx habitat with new information or specific habitat surveys within LAUs that are associated with BLM-managed public lands within the Planning Area. Do not change LAU boundaries unless such modification is supported by providing rationale.
	Protect key linkage areas both within, and between, LAUs or suitable lynx habitat, or both, from activities that would create barriers to movement.			Protect key linkage areas both within, and between, LAUs or suitable lynx habitat, or both, from activities that would create barriers to movement.
	If applicable, coordinate with the CPW and the USFWS for wolf management.			If applicable, coordinate with

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				the CPW and the USFWS for wolf management.
<b>SAGEBRUSH HABITAT and SAGEBRUSH-DEPENDENT SPECIES</b>				
	Apply conservation measures and guidance from the Colorado Greater Sage-grouse Conservation Plan, local work group plans (Middle Park and North Park, North Eagle, South Routt), Connelly Guidelines, the BLM National Sage-grouse Habitat Conservation Strategy (BLM 2004a), Pyke (2011) and Western Association of Fish and Wildlife Agencies, when appropriate.			Apply conservation measures and guidance from the Colorado Greater Sage-grouse Conservation Plan, local work group plans (Middle Park and North Park, North Eagle, South Routt), Connelly Guidelines, the BLM National Sage-grouse Habitat Conservation Strategy (BLM 2004a), Pyke (2011) and Western Association of Fish and Wildlife Agencies, when appropriate.
	Allow no more than 3 percent of the surface area within Greater sage-grouse core areas to be disturbed at any one time. Require development and approval of a Master Development Plan. Encourage clustered development. Avoid ROWs. Where ROWs cannot be avoided, encourage them in areas where disturbances already occur. Prohibit a net increase of acreage in roads.	Same as under Alternative B, except: Allow no more than 1 percent of the surface area within core areas to be disturbed at any one time.	Same as Alternative B, except: Allow no more than 5 percent of the surface area within core areas to be disturbed at any one time.	Allow no more than 5 percent of the surface area within Greater sage-grouse core areas to be disturbed at any one time. Require development and approval of a Master Development Plan. Encourage clustered development. Avoid ROWs. Where ROWs cannot be avoided, encourage them in areas where disturbances already occur. Prohibit a net increase of acreage in roads.

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	Close and rehabilitate roads that are fragmenting the sagebrush ecosystem.			Close and rehabilitate roads that are fragmenting the sagebrush ecosystem.
		Prohibit oil and gas leasing on, or within, Greater Sage-grouse Core Areas in unleased areas in order to offset impacts of gas development in leased areas.		

# Acronyms and Abbreviations

Term	Description
°F	degrees Fahrenheit
°C	degrees Celsius
µg/m <sup>3</sup>	micrograms per cubic meter
<b>A</b>	
AAQS	ambient air quality standards
ACEC	Area of Critical Environmental Concern
ACHP	Advisory Council on Historic Preservation
AHPA	Archaeological and Historic Preservation Act
AMP	Allotment Management Plan
AMR	Appropriate Management Response
AMS	Analysis of the Management Situation
APD	application for permit to drill
APHIS	Animal and Plant Health Inspection Service
AQATSD	Air Quality Assessment Technical Support Document
AQRV	Air Quality Related Value
AR	Administrative Record
ARPA	Archaeological Resources Protection Act
ATV	all-terrain vehicle
AUM	animal unit month
<b>B</b>	
B/W	black/white
BA	Biological Assessment
Bbls	barrels
BEA	Bureau of Economic Analysis
BLM	Bureau of Land Management
BMP	best management practice
BO	Biological Opinion
BOR	Bureau of Reclamation
<b>C</b>	
CAA	Clean Air Act
CAP	Coordinated Activity Plan
CASTnet	Clean Air Status and Trends Network
CCR	Code of Colorado Regulations

<b>Term</b>	<b>Description</b>
CDOW	Colorado Division of Wildlife (CPW after July1, 2011)
CDPHE	Colorado Department of Public Health and Environment
CDWR	Colorado Division of Water Resources
CEDS	Comprehensive Economic Development Strategy
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
Cfs	cubic feet per second
CNHP	Colorado Natural Heritage Program
CO	carbon monoxide
CO2	carbon dioxide
COA	condition of approval
CPW	Colorado Parks and Wildlife (CDOW prior to July 1, 2011)
CRM	Cultural Resource Management
CRMP	Cultural Resource Management Plan
CRS	Colorado Revised Statutes
CRVFO	Colorado River Valley Field Office
CSDO	Colorado State Demography Office
CSU	Controlled Surface Use
CWPP	Community Wildfire Protection Plan
CWA	Clean Water Act
<b>D</b>	
DEIS	Draft Environmental Impact Statement
DEM	Digital Elevation Model
DRMP	Draft Resource Management Plan
<b>E</b>	
EA	Environmental Assessment
EFRP	Emergency Fire Rehabilitation Plan
EIS	Environmental Impact Statement
EO	Executive Order
EPA	Environmental Protection Agency
ERC	energy release component
ERMA	Extensive Recreation Management Area
ESA	Endangered Species Act
ESI	Ecological Site Inventory

<b>Term</b>	<b>Description</b>
<b>F</b>	
FAR	functional at-risk
FERC	Federal Energy Regulatory Commission
FLAG	Federal Land Managers' Air Quality Related Values Workgroup
FLM	Federal Land Manager
FLPMA	Federal Land Policy and Management Act
FLTFA	Federal Land Transaction Facilitation Act
FMP	Fire Management Plan
FMZ	Fire Management Zone
FOGRMA	Federal Oil and Gas Royalty Management Act
FOGRS+FA	Federal Oil and Gas Royalty Simplification and Fairness Act
FONSI	Finding of No Significant Impact
FOOGLRA	Federal Onshore Oil and Gas Leasing Reform Act
FRCC	Fire Regime Condition Class
FY	Fiscal Year
<b>G</b>	
GADP	Geographic Area Development Plan
GIS	Geographic Information System
Gpm	gallons per minute
GSFO	Glenwood Springs Field Office
<b>H</b>	
H <sub>2</sub> S	hydrogen sulfide
HABS	Historic American Building Survey
HAP	hazardous air pollutant
HMP	Habitat Management Plan
Hp	horsepower
HRU	Human Resource Unit
HRV	historic range of variability
IBLA	Interior Board of Land Appeals
<b>I</b>	
IC	internal combustion
ID	interdisciplinary
IMP	Integrated Monitoring Plan
IMPROVE	Interagency Monitoring of Protected Visual Environments

<b>Term</b>	<b>Description</b>
ISA	Instant Study Area
<b>K</b>	
KFO	Kremmling Field Office
kg/ha-yr	kilograms per hectare per year
km	kilometer
km <sup>2</sup>	square kilometer
KRCRA	Known Recoverable Coal Resource Area
KOP	key observation point
kV	kilovolt
<b>L</b>	
lb/hr	pounds per hour
LFM	live fuel moistures
LIZ	Landowner Initiated Zoning
LUP	Land Use Plan
<b>M</b>	
MBTA	Migratory Bird Treaty Act
Mcf	million cubic feet
MIST	minimum impact suppression tactics
MLE	maximum likelihood estimation
MLP	Master Leasing Plan
MLRA	Major Land Resource Area
MMBtu	million British thermal units
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MPB	Mountain Pine Beetle
mph	miles per hour
MW	megawatt
<b>N</b>	
NA	not applicable
NAAQS	National Ambient Air Quality Standards
NADP	National Atmospheric Deposition Program
NAGPRA	Native American Graves Protection and Repatriation Act
NCA	National Conservation Area
NDIS	Natural Diversity Information Source

<b>Term</b>	<b>Description</b>
NEPA	National Environmental Policy Act
NEPGD	National Energy Policy Development Group
NF	non-functional
NGD	no ground disturbance
NHPA	National Historic Preservation Act
NLCS	National Landscape Conservation System
NOA	Notice of Availability
NOAA	National Oceanic and Atmospheric Administration
NOI	Notice of Intent
NO <sub>2</sub>	nitrogen dioxide
NO <sub>3</sub>	nitrate
NO <sub>x</sub>	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System
NRC	National Research Council
NRCS	Natural Resources Conservation Service
NRHP	National Register of Historic Places
NSO	no surface occupancy
NWSRA	National Wild and Scenic Rivers Act
NWRAC	Northwest Resource Advisory Council
<b>O</b>	
O&G	oil and gas
OAHP	Office of Archaeology and Historic Preservation
OEPC	Office of Environmental Project Coordination
OHV	off-highway vehicle
ONA	Outstanding Natural Area
ORV	off-road vehicle
<b>P</b>	
PDI	Palmer Drought Index
PFC	Proper Functioning Condition
PFYC	Potential Fossil Yield Classification
PGA	peak ground acceleration
PL	Public Law
PM	particulate matter
Ppb	parts per billion
Ppm	parts per million

<b>Term</b>	<b>Description</b>
PSD	prevention of significant deterioration
PSQ	Probable Sale Quantity
PWR	Public Water Reserve
<b>R</b>	
R&PP	Recreation and Public Purposes Act
RAC	Resource Advisory Council
RAWS	Remote Automated Weather Station
RFA	reasonably foreseeable actions
RFD	reasonably foreseeable development
RMP	Resource Management Plan
RMZ	Recreation Management Zone
RNA	Research Natural Area
ROD	Record of Decision
ROS	Recreational Opportunity Spectrum
ROW	right-of-way
<b>S</b>	
S&G	standards and guidelines
SAR	search and rescue
SHPO	State Historic Preservation Office
SIL	Significant Impact Level
SMA	Surface Management Agency
SO	State Office
SO <sub>2</sub>	sulfur dioxide
SO <sub>4</sub>	sulfate
SQRU	Scenic Quality Rating Unit
SRDT	Solar Radiation, Delta Temperature
SRMA	Special Recreation Management Area
SRP	Special Recreation Permit
SSR	Site Specific Relocation
<b>T</b>	
T&E	threatened and endangered
Tcf	trillion cubic feet
TDR	transfer of development rights
TES	threatened and endangered species
TL	timing limitation

<b>Term</b>	<b>Description</b>
TMDL	total maximum daily load
Tpy	tons per year
<b>U</b>	
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAF	United States Air Force
USBOR	United States Bureau of Reclamation
USC	United States Code
USDA	United States Department of Agriculture
USDOI	United States Department of the Interior
USDOE	United States Department of Energy
USFS	United States Forest Service
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
USNPS	United States National Park Service
UTM	Universal Transverse Mercator
<b>V</b>	
VOC	volatile organic compound
VRM	visual resource management
<b>W</b>	
WAPA	Western Area Power Administration
WO	Washington Office
WQCC	Water Quality Control Commission
WQCD	Water Quality Control Division
WRCC	Western Regional Climatic Center
WSA	Wilderness Study Area
WSI	water source inventory
WSR	Wild and Scenic River
WSRA	Wild and Scenic Rivers Act
WUI	wildland-urban interface

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## Chapter 1 Purpose and Need

### 1.1 Introduction

#### **The BLM Mission: Multiple Use and Sustained Yield**

The Bureau of Land Management (BLM), an agency under the U.S. Department of the Interior (USDO I), is responsible for the administration of approximately 253 million surface acres of public lands and their associated resources, nationwide. The BLM is also responsible for the administration of approximately 700 million acres of subsurface mineral estate (or “split estate,” which is where the surface acres are managed or owned by other governmental agencies, groups, or by private individuals). These public lands make up approximately 13 percent of the total land surface of the United States, and more than 40 percent of all land managed by the Federal government. Visit: <http://www.blm.gov> for more information on the BLM. In Colorado, the BLM manages approximately 8.4 million acres of public lands, and approximately 29 million acres of subsurface mineral estate. Visit: <http://www.blm.gov/co/st/en.html> for information on the BLM in Colorado.

In accordance with the Federal Land Policy and Management Act (FLPMA) of 1976 (43 United States Code [USC] 1701 et seq.), the BLM is responsible for the balanced management of public lands and resources, and their various values, so that they are considered in a manner and combination that best serves the needs of the American people. Management is based upon the principles of:

**Multiple Use** -- the management of the public lands and their various resource values so that they:

- are utilized in the combination that will best meet the present and future needs of the American people;
- make the most judicious use of the land for some, or all, of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions;
- allow the use of some land for less than all of the resources;
- provide a combination of balanced and diverse resource uses that take into account the long-term needs of future generations for renewable and non-renewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and

- have harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output. [43 USC 1702, Sec. 103(c)].

**Sustained Yield** -- the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use [43 USC 1702, Sec. 103(h)].

As required by the FLPMA, as well as by BLM policies and guidelines, the public lands must be managed in a manner that protects the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; and that, where appropriate, will:

- preserve and protect certain public lands in their natural condition;
- provide food and habitat for fish, wildlife, and domestic animals;
- provide for outdoor recreation and human occupancy and use; and
- recognize the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands.

### **A Resource Management Plan**

The FLPMA [43 USC 1712 Sec. 202(a)] requires that the BLM “develop, maintain, and when appropriate, revise land use plans” in order to guide management decisions for public lands in a specific Planning Area. A Resource Management Plan (RMP) is based upon an analysis of an area's resources, existing management, and potential alternative management. RMPs are issue-oriented and developed by an Interdisciplinary (ID) Team with input from local, State, Native American tribal, and other Federal governments and agencies; interested groups and organizations, and the general public.

*Note:* The term “Decision Area” will be used throughout this Proposed Resource Management Plan (PRMP)/Final Environmental Impact Statement (FEIS) to denote BLM-managed public lands within a larger “Planning Area.” In some instances, depending on the context of the discussion, “Planning Area” will be used to describe issues, resources or actions that affect or apply to lands managed both by the BLM and those not under BLM management.

The BLM has three principal levels of land use planning decisions: 1) the RMP level; 2) the activity level; and 3) the site-specific level. The RMP establishes guidance, objectives, policies, and management actions; and addresses issues in the Decision Area identified through interagency, intergovernmental, and public scoping efforts. RMPs focus on establishing broad resource objectives and direction, while providing some activity-level guidance and site-specific decisions. RMPs build upon the history of land and resource management in the Decision Area. RMPs also evaluate and, if necessary, update existing activity-level management plans related to the Decision Area (including, but not limited to: Fire Management Plans, Allotment Management Plans, Habitat Management Plans, Cultural Resource Management Plans, and plans covering recreational designations and uses).

Specifically, RMPs (including RMP Revisions and RMP Amendments) contain two types of land management decision: Land Use Decisions and Implementation Decisions. Land Use Decisions are protestable only prior to completion of the Approved Plan and Record of Decision. Implementation Decisions are appealable only after the Approved Plan and Record of Decision have been signed

**Land Use Plan Decisions** -- These broad-scale decisions guide future land management actions and subsequent activity-level and site-specific implementation decisions. Land use plan decisions fall into two categories: desired outcomes (goals and objectives), and allowable uses and actions to achieve desired outcomes.

**Goals and Desired Outcomes** – The Proposed RMP identifies goals and desired outcomes to direct the BLM’s actions in most effectively meeting legal mandates; numerous regulatory responsibilities; national policy (including the USDOJ Strategic Plan goals); State Director guidance [see 43 CFR 1610.0-4(b)]; and other resource or social needs. Desired outcomes should be identified for, and pertain to, resources (e.g., natural, biological, and cultural), resource uses, (e.g., energy and livestock grazing), and other factors (e.g., social and economic conditions).

**Goals.** - Goals are broad statements (such as to maintain ecosystem health and productivity, promote community stability, and ensure sustainable development) that, usually, are not quantifiable.

**Objectives.** - Generally, objectives are quantifiable and measurable, and may have established timeframes for achievement, as appropriate.

**Allowable Uses and Management Actions.** -- After establishing goals and desired outcomes, the BLM identifies allowable uses (land use allocations) and management actions for different alternatives that are considered necessary to achieve the goals and desired outcomes.

**Allowable Uses.** - RMPs must identify uses, or allocations for surface lands and subsurface mineral interests, that are allowed, restricted, or prohibited (such as mineral leasing, locatable mineral development, recreation, timber harvesting, utility corridor development, and livestock grazing), which are set in place in order to meet goals and objectives. RMPs also identify lands where specific uses are excluded to protect resource values. Certain lands may be designated as Open or Closed to specific uses based upon legislative, regulatory, or policy requirements or criteria designed to protect sensitive resource values. An RMP must set the stage for identifying site-specific resource use levels. Site-specific use levels are normally identified during subsequent implementation planning or during the permit authorization process. RMPs must also establish administrative designations such as ACECs; recommend proposed withdrawals and land tenure zones; and recommend or make findings of suitability for congressional designations, such as components of the National Wild and Scenic River System (NWSRS).

**Management Actions.** - RMPs must identify the actions considered necessary to achieve desired outcomes, including actions designed to maintain, restore, or improve land health. These actions include proactive measures or criteria that will be applied to guide day-to-day activities occurring on public lands.

**Implementation Decisions** -- Implementation decisions generally constitute the BLM's final approval allowing on-the-ground actions to proceed. These types of decisions require site-specific planning and environmental analysis in accordance with the NEPA. They may be incorporated into activity-level plans such as an allotment management plan or recreation area management plan) or they may exist as stand-alone decisions.

In developing RMPs, the FLPMA (Section 202) directs the BLM to:

- use and observe the principles of multiple use and sustained yield;
- use an interdisciplinary approach to integrate physical, biological, economic, and other sciences;
- give priority to designating and protecting Areas of Critical Environmental Concern (ACECs);
- rely, to every extent possible, on an inventory of public lands, their resources, and other values;
- consider present, and potential, uses of public lands;
- consider the relative scarcity of the values involved, and the availability of alternative means and sites for realizing those values;
- weigh long-term benefits to the public against short-term benefits;
- provide for compliance with applicable local, State, and Federal tribal pollution control laws, standards, and implementation plans; and
- coordinate the land use inventory, planning, and management activities of public lands with land use planning and management programs of other agencies.

An RMP determines resource allocations on the BLM-managed public lands, and the BLM must evaluate the kinds and amounts of uses to ensure that management strategies will sustain the area's goals, standards, and objectives in a balanced manner. Not every activity can be conducted on every acre of land, therefore, RMP decisions identify major actions, limitations, and restrictions deemed necessary to maintain balanced land and resource values.

### **An Environmental Impact Statement**

The NEPA, in Section 102, and the Council on Environmental Quality (CEQ) regulations for implementing NEPA (40 CFR 1500-1508), require Federal agencies to prepare an Environmental Impact Statement (EIS) for major Federal actions that could significantly affect (impact) the environment. A tool for decision-making, an EIS identifies potential beneficial (positive) and adverse (negative) impacts (including short-term, long-term, direct, indirect, and cumulative impacts) that could occur as the result of the implementation of proposed management actions. RMPs, due to their broad nature and large scope, significantly affect the human environment and are accompanied by EISs. The analysis conducted for an EIS considers a combination of resource protections and uses.

## **Protests and Appeals**

The protest procedures in 43 CFR 1610.5-2 provide the public with an opportunity for an administrative review of the State Director's proposed land use plan decisions. The BLM Director determines through the protest process whether the State Director followed established procedures, considered relevant information in reaching proposed decisions, and whether the proposed decisions are consistent with BLM policies, regulations, and statutes.

A protest of a decision in the Proposed Resource Management Plan/Final Environmental Impact Statement may be filed for review and consideration by the BLM Director, if certain requirements are met.

- A Protest must be filed timely (within the 30-day protest period).
- A protesting party must have standing (i.e., must have an interest which is or may be adversely affected and must have participated in the planning process).
- An issue raised on protest must have been previously raised for the record during the planning process. The issue raised does not need to have been raised specifically by the protesting party.
- An issue raised must be germane to the planning process. An issue is not germane to the planning process if it is beyond the scope of a particular planning effort, or if it involves a matter normally addressed in plan implementation. Issues that are not germane to the planning process will not be considered as protest issues but will be treated as comments.

The planning regulations in 43 CFR 1610.3-2(e) allow a state Governor an opportunity to appeal to the BLM Director if the BLM State Director does not accept the Governor's recommendations on plan consistency. Prior to approval of a proposed plan, plan revision, or plan amendment, the BLM State Director will submit the proposed plan, plan revision, or plan amendment to the Governor and identify any known inconsistencies with approved state or local plans, policies, or programs. The Governor has 60 days to identify inconsistencies and to provide written recommendations to the BLM State Director. If the BLM State Director does not accept a Governor's recommendations, the BLM State Director must notify the Governor in writing; the Governor then has 30 days from receipt of the State Director's letter in which to submit a written appeal to the BLM Director.

Implementation decisions are subject to the administrative remedies established in the regulations that apply to each resource management program of the BLM. These administrative remedies for final implementation decisions usually take the form of appeals to the Office of Hearings and Appeals, though for certain proposed or non-final implementation decisions (e.g., those affecting timber sales, oil and gas lease sales, land exchanges, and proposed grazing decisions), the regulations provide for an internal agency review (usually a protest to the authorized officer) which must be completed before the final implementation decision can be appealed to the Office of Hearings and Appeals (OHA). The protest of an implementation decision to the Authorized Officer should not be confused with the protest of land use plan decisions to the BLM Director. There is no OHA review of land use planning decisions.

## 1.2 The Kremmling Field Office PRMP/FEIS

In accordance with the FLMPA and the NEPA, as well as with all other applicable laws, rules, policies, standards, and guidelines, the KFO has prepared this Proposed Resource Management Plan/Final Environmental Impact Statement (PRMP/FEIS).

The PRMP/FEIS documents the selection of a comprehensive management plan for the planning and management of public lands and resources in the Planning Area, managed by the BLM's Kremmling Field Office (KFO), based on the analysis of four management alternatives and related environmental impacts described in the Draft Resource Management Plan/Draft Environmental Impact Statement (DRMP/DEIS). The purposes of this document are to:

- provide direction for managing BLM-managed surface acres, and the associated resources, as well as the subsurface mineral estate under the jurisdiction of the KFO; and
- analyze the environmental impacts that could result from the implementation of any of the four alternatives proposed in the DRMP/DEIS, and the Proposed Plan.

The land use planning process is the primary tool the BLM uses to manage resources, and to designate uses of the public lands and their associated resources. This PRMP/FEIS has been developed in coordination with local, State, Native American tribal, and other Federal agencies and governments; as well as with commercial and private groups and organizations, and interested members of the public. This PRMP/FEIS incorporates new information and regulatory guidance that has been adopted since approval of the existing RMP (BLM 1984b), and provides management direction where it may be lacking or requiring clarification to resolve land use issues or conflicts. Current management direction that has proven effective, and that requires no change, has been carried forward into the analysis for this PRMP/FEIS.

## 1.3 Overview of the PRMP/FEIS

This PRMP/FEIS has been organized and formatted consistent with applicable NEPA and CEQ guidelines. The goal of this document is to provide the reader with a clear understanding of the proposed management alternatives, the environmental resources that may be affected (affected environment), the potential environmental consequences (environmental impacts), and the environmental review and evaluation process. The following are the chapter and section titles for this document and brief descriptions of their contents:

**Chapter 1 - Purpose and Need** -- This chapter provides a brief overview of the planning process; the Purpose and Need for the RMP; the agency and public scoping process; key issues identified during the scoping process; the planning criteria; and related land use plans. An introduction to the North Park Master Leasing Plan is provided in [Section 1.15](#).

**Chapter 2 - Alternatives** -- This chapter describes the Proposed RMP (the Proposed Plan) and the four alternatives from the DRMP/DEIS, which are included in [Chapter 2](#), for comparison purposes. The [Chapter 2](#) component of the North Park Master Leasing Plan follows the Fluid Minerals (Oil and Gas) section in [Table 2-2](#).

**Chapter 3 - Affected Environment** -- This chapter describes the current physical, biological, human, and land use environments in the Planning Area that are affected by the Proposed Plan and the alternatives from the DRMP/DEIS. The description provides a baseline against which to compare the impacts of the Proposed Plan and the four alternatives. The baseline described in this chapter represents environmental and social conditions and trends at the time this document was being prepared. The [Chapter 3](#) component of the North Park Master Leasing Plan is in Section [3.2.18](#), Energy and Minerals.

**Chapter 4 - Environmental Consequences** -- This chapter evaluates how, and to what extent, baseline conditions would be altered by the Proposed Plan and the four alternatives. Specifically, this chapter evaluates impacts on the human and natural environment in terms of environmental, social, and economic consequences projected to occur as a result of implementing the Proposed Plan. These changes are measured in terms of adverse (negative) and beneficial (positive) impacts, short-term and long-term impacts, direct and indirect impacts, and cumulative impacts. The impact analyses of the four DRMP/DEIS alternatives are included in Chapter 4. The Chapter 4 component of the North Park Master Leasing Plan is incorporated in the various major resource management sections of the PRMP/FEIS (e.g., Soil Resources), following the fluid mineral impact analysis in those sections.

**Chapter 5 - Consultation and Coordination** -- This chapter presents the names and qualifications of the people responsible for preparing the DRMP/DEIS and the PRMP/FEIS. It describes the scoping and public comment process, agencies contacted, and government-to-government consultation conducted during the preparation of the DRMP/DEIS and the PRMP/FEIS. Chapter 5 also includes the responses to comments on the DRMP/DEIS made by the public, and the errata table, which records substantive changes made between the DRMP/DEIS and the PRMP/FEIS.

**Chapter 6 - References** -- This chapter provides full citation information for published and unpublished references cited in this document, as well as personal contacts used in developing the DRMP/DEIS and the PRMP/FEIS.

**Glossary** -- This section provides definitions for major terms used in the PRMP/FEIS.

**Appendices** -- The appendices provide supporting information for the chapters described above.

*Note:* Potential decisions, and discussions contained in this document, may refer directly to maps and figures. In fact, many potential decisions themselves are “map-based.” The reader, therefore, must rely on the text, maps, and figures taken together to fully understand the decisions described in the Proposed Plan.

## 1.4 Description of the Planning Area

### Area Overview

The KFO, headquartered in Kremmling, Colorado, manages approximately 377,900 surface acres of public lands and approximately 653,500 subsurface acres in Jackson, Grand, and Summit counties in their entirety, and in portions of Eagle, Larimer and Routt counties, Colorado. This combined public-land acreage (surface acres and subsurface mineral estate) is being analyzed as the “Decision Area” for the purpose of analysis. The Decision Area acreages are used throughout the PRMP/FEIS to provide a consistent acreage for purposes of analysis. The acreages displayed in [Table 1-1](#) and [Table 1-2](#) represent the Kremmling Planning Area, and are intended to provide a general relationship of the acreages owned by the various entities.

### Planning Area Land Status

The Planning Area is comprised of lands administered by the BLM, the U.S. Forest Service (USFS), the U.S. National Park Service (USNPS), the U.S. Fish and Wildlife Service (USFWS), the State of Colorado; and lands owned by private individuals. The combined total acreage for the Planning Area is approximately 3,116,300 acres. See [Table 1-1](#) for a description of the land status in the Planning Area. See [Table 1-2](#) for the subsurface mineral status in the Planning Area.

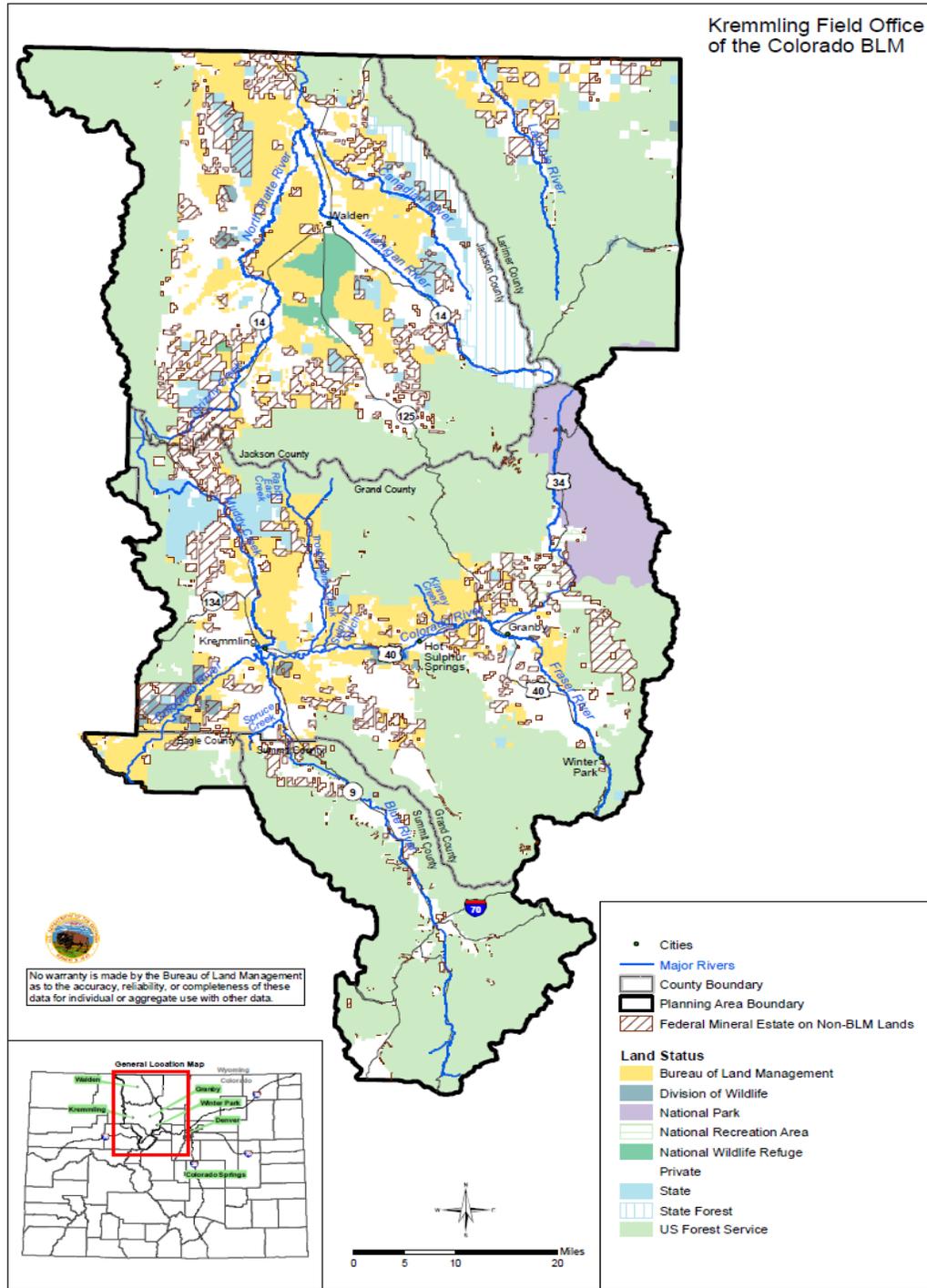
**Table 1-1: Land Status in the Planning Area**

Land Status	Acres	Percentage of Planning Area
BLM	377,852	12 Percent
Colorado Parks and Wildlife	21,217	Less Than 1 Percent
Colorado State Forest Service	73,595	2 Percent
National Park Service	97,500	3 Percent
Private	853,894	27 Percent
State	95,361	3 Percent
USFS	1,572,352	50 Percent
USFWS (National Wildlife Refuge)	23,468	Less Than 1 Percent
<b>TOTAL</b>	<b>3,115,239</b>	<b>100 Percent</b>

Source: BLM 2011

Note: The acreage total in this table has been rounded when it occurs in the text, to be consistent with the use of rounding throughout the document.

Map 1-1: Kremmling Planning Area



**Table 1-2: Mineral Status in the Planning Area**

<b>Land Status</b>	<b>Acres</b>
BLM/Federal Minerals	377,900
Private Surface/Federal Minerals	275,600
USFS/Federal Minerals	1,489,514
State/Federal Minerals	18,652
National Park Service/ Federal Minerals	95,958
National Recreation Area/Federal Minerals	20,010
National Wildlife Refuge/ Federal Minerals	7,952
State Forest/Federal Minerals	44
<b>Total</b>	<b>2,285,630</b>

Source: BLM 2011

Management direction and actions described in this PRMP/FEIS apply to BLM-managed surface acres in the Planning Area (the “Decision Area”), and to the subsurface mineral estate that is under BLM jurisdiction, but owned or managed by other public and private entities. No specific measures have been developed for local, State, other Federal, or privately owned lands, although given that these lands are interspersed with BLM-managed public lands, they may be affected directly or indirectly by BLM-management actions. The BLM’s management authority on lands with a split estate (where the surface is privately or state-owned, but the subsurface minerals are managed by the BLM) is limited to activities (both surface and subsurface) related to exploration and development of the minerals. Under the authority of the Mineral Leasing Act, and in directing how mineral development on split estate lands is to occur, the BLM will apply the same level of protection to resources on split estate lands as would be applied on BLM-administered public lands. Leasing stipulations, conditions of approval, best management practices, and other management actions may be applied to the development of federal minerals in split-estate situations.

When leasing subsurface mineral estate, the BLM adopts the leasing requirements determined by the surface-management agencies, including the USFS, the USNPS, and the USFWS. For example, lands managed by the USFS would have leasing decisions made in the land use plans developed by that agency. As the responsible surface land management agency, the USFS would analyze the impacts associated with any proposed oil and gas leasing and development on National Forest System Lands, and, based upon that analysis, would or would not consent to leasing. Coordination is conducted with other Federal, State and local agencies in the Planning Area when parcels nominated for leasing of Federal mineral estate lie adjacent to, or near, the boundaries of areas managed by those agencies.

## 1.5 Purpose and Need

The purpose of this PRMP/FEIS is to ensure that the public lands in the Planning Area are managed according to the requirements of the FLPMA, the NEPA, all other applicable laws, rules, regulations, policies, standards, and guidelines; and with the principles of multiple use and sustained yield. This will be accomplished by establishing goals and desired outcomes and the allowable uses (land use allocations) and management actions necessary to achieve the desired outcomes for resources and resource uses. The PRMP/FEIS incorporates new data; addresses land use issues and conflicts; and specifies where, and under what circumstances, specific activities would be allowed on BLM-managed public lands in the Planning Area. The PRMP/FEIS generally does not describe how specific programs or projects would be implemented or prioritized; most decisions would be deferred to, and analyzed within, more detailed implementation-level planning.

This PRMP/FEIS is one step in the process of revising the existing RMP for the KFO [the Kremmling RMP (BLM 1984b)]. RMP revisions are necessary if monitoring and evaluation findings, new data, new or revised policy, or changes in circumstances indicate that decisions for an entire RMP, or a major portion of an RMP, no longer serve as a useful guide for management. This RMP/EIS is needed in order to provide updated management direction to guide natural and cultural resource management activities in the Decision Area. There is a need to revise the Kremmling RMP (BLM 1984b) due to new issues and higher levels of controversy regarding issues that have arisen since the original plan was prepared in the 1980s.

The RMP revision is also needed to allow for updated USDO- and BLM-management direction, guidance, and policy, including Instruction Memorandum No. 2010-117 (Oil and Gas Leasing Reform), which prescribes the development of Master Leasing Plans and promotes a proactive approach to planning, and to oil and gas development. The North Park Master Leasing Plan is included in the PRMP. New resource assessments and scientific information are available to help the KFO in updating and revising previous decisions. Specifically, there is a need to evaluate management prescriptions and resource allocations in order to address the increase in uses and demands in the Decision Area; concerns over scenic quality and open spaces; and the increased interest in protecting natural and cultural resources. Routine amendments and maintenance actions are not adequate to address these changes. The RMP revision is needed in order to incorporate this new data and address land use issues, conflicts, and potential impacts; and to specify where, and under what circumstances, specific activities would be allowed on public lands under different management alternatives.

## 1.6 Current Land Use Plans

Current management policies and guidelines for the public lands managed by the KFO are directed by the Kremmling RMP (1984b). The Kremmling RMP, approved in December of 1984, provides management direction to approximately 398,000 acres of BLM-managed public lands under the administrative jurisdiction of the KFO. (The Decision Area for the 1984 RMP comprised about 398,000 acres. The current Decision Area for the Proposed Plan is now about 377,900 acres, due to land tenure adjustments.)

### Relationship to RMP Amendments and Implementation-level Plans

The current Kremmling RMP was developed in 1984. Since that time, it has been necessary to amend the Plan to respond to new issues and conditions. Implementation-level (activity-level) planning is directed by the RMP, USDOJ and BLM policy, and program-specific guidance. See [Table 1-3](#).

**Table 1-3: RMP Amendments and Implementation-level Plans**

<b>RMP Amendments</b>
Amendments to the Kremmling RMP (BLM 1984b)
Amendment for Muddy Creek Reservoir (BLM 1991b)
Amendment for Colorado Oil and Gas Leasing and Development (BLM 1991c)
Amendment for Standards for Public Land Health and Guidelines for Livestock Grazing Management in Colorado (BLM 1997b)
Final Resource Management Plan Revised ROD (BLM 1999d)
Amendment for Land Acquisition Land Use Priorities (BLM 2000a)
Amendment for Upper Colorado River Special Recreation Management Area (BLM 2000c)
Amendment for Designation of Energy Corridors on BLM-administered public lands in the 11 Western States (BLM and DOE 2008)
Amendment for the Programmatic Environmental Impact Statement for Geothermal Leasing in the Western United States (BLM and USFS 2008)
Amendment for the Programmatic Environmental Impact Statement for Solar Energy Development in Six Southwestern States (Solar PEIS) (BLM and DOE 2012)
<b>Implementation-Level Plans</b>
Wolford Mountain Travel Management Plan (BLM 2005b)
Annual Northwest Colorado Interagency Fire Management Unit Plan

## 1.7 Related Land Use Plans

The FLPMA requires the BLM to coordinate planning efforts with local, State, Native American tribal, and other Federal agencies and governments during the land use planning process. Specifically, RMPs and amendments must be consistent with officially approved or adopted resource-related plans of local, State, Native American tribal, and other Federal agencies and governments to the extent that such plans are consistent with laws, policies, rules, regulations, standards, and guidelines applicable to public lands (43 CFR 1610). Plans formulated by local, State, Native American tribal, and other Federal agencies and governments that relate to the management of public lands and resources in the Planning Area include the following:

### Federal Plans

Final Programmatic Environmental Impact Statement, Designation of Energy Corridors on Federal Land in 11 Western States (USDOE and BLM 2008);

National Fire Plan (USDOJ and USDA 2000);

Final Environmental Impact Statement for the White River National Forest Land and Resource Management Plan (USFS 2002);

Routt National Forest Land and Resource Management Plan (USFS 1998);

Revised Land Use and Resource Management Plan, Medicine Bow National Forest (USFS 2003);

Arapaho National Wildlife Refuge Comprehensive Conservation Plan (USFWS 2004);

Fire Management Plan for the Arapaho National Wildlife Refuge, Walden, CO (USFWS undated); and

Rocky Mountain National Park Wilderness Management Plan (USNPS 2001).

### State Plans

Colorado Division of Wildlife (CDOW) Strategic Plan (CDOW 2006b); and

CDOW Data Analysis Unit Plans (CDOW, undated).

### Local Government Plans

North Sand Hills Master Plan (Jackson County 2007);

Eagle County Open Space Plan (Eagle County 1979);

Eagle River Watershed Plan (Eagle County 1996);

Eagle County Master Plan (Eagle County 2005a);

Eagle Area Community Plan (Town and County of Eagle 2008);

Grand County Master Plan (Grand County 2000);

Grand County Forest Management Plan for Roads and Rights-of-Way (Grand County 2008); Summit County Countywide Comprehensive Plan (Summit County 2003); and Summit County Lower Blue Master Plan (Summit County 2006).

## 1.8 Relationship to Laws, Statutes, Regulations, and Policies

In addition to all applicable laws, rules, regulations, policies, standards, and guidelines, there are a number of laws, Executive Orders, and BLM Manuals that specifically guide the development and analysis of Resource Management Plans. Refer to summaries of those documents in [Chapter 1](#) of the DRMP/DEIS.

## 1.9 Planning Criteria

The BLM's planning regulations (43 CFR 1610.4-2) require the development of planning criteria designed to guide preparation of the Resource Management Plans. Planning criteria are the constraints, or "ground rules" that guide and direct the preparation of RMPs. Planning criteria helped determine how the planning team approached the development of alternatives and, ultimately, the selection of the Preferred Alternative in the DRMP/DEIS. Planning criteria are based upon applicable laws, rules, regulations, policies, standards, and guidelines. They are the result of consultation and coordination with local, State, Native American tribal, and other Federal agencies and governments; interested groups and organization; and interested members of the public. Planning criteria:

- ensure that the RMP/EIS is tailored to the identified key issues;
- ensure that the RMP/EIS addresses management of all public land resources and land uses in the Planning Area;
- ensure that unnecessary data collection and analyses are avoided, and provides an early basis for determining inventory and data collection needs;
- ensure that the focus remains on the decisions to be made;
- identify the scope and parameters of the planning effort for the Authorized Official, the ID Team, and the general public;
- inform the public as to what should, and what should not, be expected from the planning effort, including identifying planning issues that will be addressed only through subsequent activity or implementation-level planning efforts such as Allotment Management Plans, Habitat Management Plans, etc.;
- stimulate the revision of existing planning criteria and the development of additional criteria through public participation; and
- provide parameters for the decision and alternatives considered in the RMP/EIS, taking into account laws, rules, regulations, policies, standards, and guidelines.

### 1.9.1 General Planning Criteria

General planning criteria applicable to the development of RMPs for BLM-managed public lands, and their associated resources, include, but are not limited to:

- The RMP will be completed in compliance with the FLPMA, the NEPA, and all other applicable laws, regulations, EOs, policies, standards, and guidelines.
- The ID Teams work collaboratively with local, State, Native American tribes, and other Federal agencies and governments; Cooperating Agencies; Resource Advisory Councils (RAC); and all other interested groups, agencies, and individuals.
- The planning decisions in the RMP will apply only to the BLM-managed public lands (surface acres and subsurface mineral estate or “split estate”) in the Planning Area (the Decision Area).
- The BLM’s decisions will not apply to private land with private mineral estate, Federal lands administered by other Federal agencies, or Federal mineral estate administered by other Federal agencies.
- All private lands or private interests acquired by the BLM located in, or immediately adjacent to, the Planning Area boundary will be managed consistently with the Approved Plan, subject to any constraints associated with the acquisition.
- The environmental impact analysis will include all lands that may affect, or be affected by (impacted by), management occurring on BLM-managed public lands in the Planning Area.
- The RMP will carry forward existing WSAs; National Scenic and Historic Trails; Backcountry Byways; WSR suitability recommendations; and, as appropriate, existing ACECs and Research Natural Areas (RNAs).
- Planning and management direction will be focused on the relative values of resources, not on the combination of uses that will give the greatest economic return or economic output. Resource allocations will be reasonable, achievable, supported by technology, and within budgetary constraints, consistent with current BLM policy.
- Where practicable and timely for the planning effort, current scientific information, research, and new technologies will be considered.
- Coordination will occur with the Colorado State Historic Preservation Officers (SHPOs) throughout the planning process.
- The RMP recognizes the States' responsibilities to manage wildlife populations in the Planning Area, including uses such as hunting and fishing.
- Existing Endangered Species Recovery Plans, including plans for reintroduction of Endangered Species and other species, will be considered. Special Status Species will be reviewed, including species proposed for listing under the Endangered Species Act (ESA) throughout the Planning Area, to conserve habitat through inventory, monitoring, and adoption of conservation measures needed to curtail listing.
- Coordination will occur with the USFWS through the Section 7 consultation process to protect and enhance known habitat for Threatened and Endangered Species, and to assist in the recovery of listed species to maintain biological diversity within the Planning Area.

## 1.9.2 Resource-specific Planning Criteria

In addition to general planning criteria, resource-specific planning criteria are applied to the development of the RMP for BLM-managed public lands, and their associated resources. As part of these planning criteria, the BLM will incorporate applicable Best Management Practices (BMPs), or other applicable conservation measures, into the RMP. Resource-specific planning criteria include, but are not limited to:

**Riparian Areas, Floodplains, and Wetlands** -- Riparian areas, floodplains, and wetlands will be managed in order to protect, improve, and restore their natural functions to benefit water storage, groundwater recharge, water quality, and fish and wildlife values. All management practices will be designed in order to maintain or improve the integrity of these high priority values, in accordance with the Clean Water Act (CWA), EO 11988 (Floodplain Management), and standards and guidelines.

**Water Quality** -- Section 319 of the CWA obligates Federal agencies to be consistent with state Non-point Source Management Program Plans and relevant water quality standards. Section 313 requires compliance with State Water Quality Standards. The BLM will coordinate with the Colorado Division of Water Resources and all relevant water quality programs.

**Soil** -- Soils will be managed to protect long-term productivity.

**Vegetation** -- Vegetation will be managed to achieve desired plant communities (considering the ecological site potential) that provide for biodiversity; protection and restoration of native species; and non-consumptive uses including plant protection, visual quality, and watershed protection. The desired plant communities will provide wildlife habitat, watershed protection and stability, and forage for livestock and wildlife. Water quality will be given priority in all vegetation management decisions.

**Fish and Wildlife** -- Fish and wildlife habitat will be managed to maintain or improve the existing habitats, including designated priority wildlife habitat. Management actions should minimize the extent of disturbance to fish and wildlife habitat. Vegetation management practices will be considered in order to achieve Desired Future Conditions.

**Threatened, Endangered, and Special Status Species** -- Management actions authorized, funded, or implemented by the BLM in the Decision Area will be implemented in a manner designed not to jeopardize the continued existence of federally listed Threatened or Endangered plant or animal species, or to result in the destruction or adverse modification of critical habitat. All Federal candidate species, proposed species, and delisted species in the 5 years following delisting will be conserved as Bureau sensitive species (BLM Manual 6840). The intent will be to recover listed species and maintain healthy populations of all other species, and avoid the need for further Federal listing.

**Wildland Fire** -- Fire management prescriptions will be consistent with the Federal Wildland Fire Policy, the National Fire Plan, and applicable Fire Management Plans. Fire suppression will be accomplished with the least amount of surface disturbance, to protect significant cultural or paleontological values. Public lands and resources affected by fire will be rehabilitated in accordance with the multiple use objectives identified for the affected area, subject to BLM policies and available funding.

**Cultural Resources** -- All management for cultural resources will comply with the National Historic Preservation Act (NHPA) of 1966, as amended; BLM Manual 8100; and other applicable cultural resource laws, regulations, EOs, policies, standards, and guidelines. The Approved Plan will ensure that management measures are implemented in a manner that protects and provides access to sacred places in accordance with the American Indian Religious Freedom Act (AIRFA) and EO 13007.

**Paleontological Resources** -- Appropriate management strategies will be developed that are based upon the best scientific information available. Management of paleontological resources will emphasize the non-renewable nature of fossils; their usefulness in deciphering ancient and modern ecosystems; the public benefits and public expectations arising from their scientific, recreational, and educational values; the BLM's interest in the continued advancement of the science of paleontology; and the importance of minimizing resource use conflicts within a multiple-use framework.

**Visual Resources** -- Visual Resource Management (VRM) inventories and classifications will be conducted to address the public's concerns about open space and scenic quality. Some areas may be subject to special measures to protect resources or reduce conflicts among uses.

**Wilderness Characteristics** -- The BLM has the authority to address lands with wilderness characteristics and describe protective management prescriptions in the RMP. In keeping with the public involvement process that is part of all land use planning efforts, the KFO will be committed to considering public input regarding lands to be managed to maintain wilderness characteristics. The ID Teams will identify public lands to be managed to maintain wilderness characteristics.

**Livestock Grazing** -- Livestock grazing will be managed through existing laws, rules, regulations, and policies, standards, and guidelines. The RMP will incorporate the Public Land Health Standards and Guidelines for Livestock Grazing Management in Colorado (BLM 1997a). These include a strategy for ensuring that proper grazing practices are followed, while preserving habitats for Sensitive plant and wildlife species. Administrative actions designed to ensure compliance with existing permit and lease requirements, to modify permits and leases, to monitor and supervise grazing use, and to remedy unauthorized grazing use will continue.

**Minerals** -- Minerals management will be consistent with all applicable existing policy and regulation, including the Mineral Leasing Act of 1920 as amended, the Mining law of 1872, the Mineral Materials Sales act of 1947, the Mining and Minerals Policy Act of 1970; Section 102(a)(12) of FLPMA; the National Materials and Minerals Policy, the Research and Development Act of 1980; and current BLM Mineral Resources Policy. The North Park Master Leasing Plan will be based on the guidance in BLM Manual Handbook H-1624-1, Planning for Fluid Mineral Resources (Chapter V-Master Leasing Plans).

**Recreation** -- Existing designated recreation sites will be carried forward and evaluated for additional facilities. Other public lands in the Planning Area will be evaluated for their suitability for recreational development.

**Travel Management** -- Motorized and other access on public lands in the Planning Area will be managed in accordance with existing laws, rules, regulations, policies, standards, and guidelines. OHV use areas will be designated as Open, Limited, and Closed designations.

**Lands and Realty** -- All public lands will be retained in Federal ownership, unless it is determined that disposal of a particular parcel(s) would serve the public interest. Decisions to acquire private lands from willing sellers will be based upon public benefits, management considerations, and public access needs. Specific actions to implement RMP land tenure decisions will include full public participation.

**Right-of-Way (ROW) Corridors** -- Public lands are generally available for transportation and utility ROWs, subject to NEPA evaluation, except where specifically prohibited by law or regulation, or in areas specifically identified for avoidance and exclusion to protect significant resource values. ROW corridors in the Decision Area will avoid areas of designation, such as priority wildlife habitat, Special Status Species management areas, ACECs, RNAs, WSAs, and cultural areas.

**Special Management Areas** -- Areas will be identified where special management attention is needed to protect and prevent irreparable damage to important historic, cultural, and scenic values; fish or wildlife resources; other natural systems or processes; or to protect human life and safety from natural hazards.

**Hazardous Materials** -- Management actions related to hazardous materials will consider BMPs that serve to protect the public to the greatest extent.

**Environmental Justice** -- The lifestyles of low-income and minority populations, and potential impacts to these residents, will be considered during the planning process for the development of the RMP.

### 1.9.3 Planning Criteria for the Decision Area

The BLM developed preliminary planning criteria prior to holding public scoping meetings in order to set the “side boards” for focused development of the DRMP/DEIS, and to guide decision-making by topic. The BLM introduced these criteria to the public for review in April 2007, at all scoping meetings. The public was encouraged to comment on, and suggest additions to, these criteria through written correspondence to the Field Office, and at the KFO DRMP/DEIS website ([www.blm.gov/rmp/co/kfo-gsfo/](http://www.blm.gov/rmp/co/kfo-gsfo/)). No comments were received on the preliminary planning criteria during the March 2 to May 2, 2007, scoping period. The planning criteria were:

- Decisions described in the RMP will be compatible with existing plans and policies of adjacent local, State, Native American tribal, and other Federal agencies and governments to the extent that they are in conformance with Federal laws, rules, regulations, policies, standards, and guidelines that direct resource management on the public lands.
- The RMP will recognize valid existing rights.
- The RMP will recognize the specific niche that BLM-managed public lands in the Planning Area provide to the nation, and to the surrounding community.
- Public participation will be encouraged throughout the planning process. The BLM will collaborate, and build relationships, with local, State, Native American tribal, and other Federal agencies and governments; interested groups and organizations; and the public. Collaborators will be regularly informed, and offered timely and meaningful opportunities to participate in the planning process.
- The Energy Policy and Conservation Act inventory results will be integrated into land use planning and energy use authorizations.
- The RMP will identify Special Recreation Management Areas (SRMAs), designate OHV areas, and complete defined Travel Management Networks.
- Environmental protection and energy production will be considered both desirable and necessary objectives of sound land management practices, and will not be considered mutually exclusive priorities.
- Lease stipulations will be reviewed for consistency with neighboring Field Offices and States to improve consistency and understanding of the leasing process. Where there are discrepancies, efforts will be undertaken to achieve consistency.
- The RMP will incorporate the Colorado Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997a). The RMP will provide a strategy for ensuring that appropriate grazing practices are followed in the Decision Area. Grazing will be managed in order to maintain or improve the health of the public lands by incorporating conditions designed to enhance resource conditions through permitted operations.
- The BLM will inventory lands with wilderness characteristics and decide whether these lands will be managed to protect and preserve some or all of those characteristics. This may include protecting certain lands in their natural condition, and providing opportunities for solitude or primitive and unconfined types of recreation.

- The BLM will identify existing and potential utility corridors. This includes existing ROWs that can be considered for additional facilities, and can be considered a corridor if not already so designated. The RMP will also identify existing and potential ROW development sites, such as energy development areas (e.g., wind energy sites) and communication sites.
- The BLM will re-evaluate lands selected for disposal and acquisition based upon current information.

## 1.10 Planning Process

The BLM has three principal levels of land use planning decisions:

**RMP Level** – RMPs are developed at this level, which is the highest level of planning specific to land and resource uses. RMPs generally describe allowable uses (land use allocations) and management actions, and provide goals and desired outcomes for managing specific areas of public land. They provide the framework for managing all natural and cultural resources in a Decision Area. RMPs focus on establishing broad resource goals and direction while, at the same time, providing some activity-level guidance and site-specific decisions. RMP-level decisions are based upon a public environmental analysis (NEPA) disclosure process, usually an EIS.

**Activity Level** – At this level, planning decisions are provided in Activity Plans. Activity Plans contain more detailed management decisions than do RMPs. They generally address management of specific programs or areas, such as Allotment Management Plans, Recreation Area Management Plans, and Habitat Management Plans. An Activity Plan usually selects and applies BMPs to meet RMP goals. Decisions that cover major, often geographically widespread proposals, may lead to coordinated Activity Plans that cover all programs in an integrated manner. Activity Plans can be analyzed through an EIS or through an Environmental Assessment (EA) level of environmental analysis.

**Site-specific Level** – At this level, Project Plans are proposed for individual projects in a specific location, and are analyzed for localized or site-specific impacts, such as a range improvement proposal which would be evaluated with a site-specific environmental analysis. A documented project decision would allow the project to be constructed with onsite mitigation, if necessary.

At the RMP level, the BLM follows a multi-stage planning process.

**Table 1-4: BLM Planning Process**

<b>BLM Planning Process Step</b>	<b>Summary Description</b>
Step 1—Identify planning issues	Issues and concerns are identified through a scoping process that includes the public, Indian tribes, other federal agencies, and state and local governments.
Step 2—Develop planning criteria	Planning criteria are created to ensure decisions are made to address the issues pertinent to the planning effort. Planning criteria are derived from a variety of sources, including applicable laws and regulations, existing management plans, coordinating other agencies’ programs, and the results of public and agency scoping. The planning criteria may be updated and changed as planning proceeds.
Step 3—Collect data and information	Data and information for the resources in the planning area are collected based on the planning criteria.
Step 4—Analyze management situation	The current management of resources in the planning area is assessed.
Step 5—Formulate alternatives	A range of reasonable management alternatives is developed to address issues identified during scoping.
Step 6—Assess alternatives	The effects (impacts) of each alternative are estimated.
Step 7—Select preferred alternative	The alternative that best resolves planning issues is identified as the preferred alternative.
Step 8—Select RMP	First, a draft RMP/EIS is issued and is made available to the public for a review period of 90 days. After comments to the draft document have been received and analyzed, it is modified as necessary, and the Proposed RMP/Final EIS is published and made available for a 30-day protest period. Any protests received are resolved. An Approved Plan and Record of Decision are signed to complete the RMP/EIS revision process.
Step 9— Implementation Monitoring	Management measures outlined in the approved plan are implemented on the ground, and future monitoring is conducted to test their effectiveness. Changes are made as necessary to achieve desired results.

## 1.11 Scoping Process: Collaborative Planning

The BLM Land Use Planning Handbook H-1601-1 (BLM 2005a) encourages the BLM to use a “Collaborative Planning Process,” whereby interested parties, often with widely varied interests, can work together in order to seek solutions with broad support with regard to managing public lands.

In addition to formal scoping, the BLM has implemented an extensive collaborative outreach and involvement process that has included developing a community assessment, coordinating with Cooperating Agencies, and working closely with BLM-Colorado’s Northwest Resource Advisory Council (NWRAC).

## 1.12 Planning Issues

The process for developing, amending, or revising a Resource Management Plan begins with identifying issues (40 CFR 1501.7; 43 CFR 1610.4-1) and management concerns. The NEPA requires that Federal agencies hold an open and early process for determining the scope of issues to be addressed in an environmental analysis, to identify significant issues. The CEQ regulations state that: “NEPA documents must concentrate on the issues that are truly significant to the action in question, rather than amassing needless detail.” Significant issues are identified as “significant” due to the extent of their geographic distribution, the duration of their impacts, or to the intensity of interest or resource conflict.

A planning issue generally is a point of conflict or dispute over resource management activities, allocations, or land use associated with the management of public lands that is within the BLM’s authority to address. These issues usually are expressed in terms of the potential adverse (negative) consequences or impacts that a particular land or resource use may have upon other land or resources used or valued by another or for another purpose. Issues may reflect new data, new or revised policies, or changes in resource uses that may affect the Decision Area. In contrast, management concerns are topics or points of dispute that involve a resource management activity or land use. Management concerns generally are more important to individuals or small groups, as opposed to a planning issue that may have a more widespread point of conflict.

During the planning process for the DRMP/DEIS, the identification of planning issues helped guide the development of the four proposed management alternatives, along with the development of planning criteria, the collection of data and information, and the preparation of the AMS. Issue identification began in 2005, with an extensive review, by the BLM’s ID Team, of current land management decisions and direction provided by the current Kremmling RMP, as amended (BLM 1984a), and other documents:

- Colorado Oil and Gas Leasing and Development Final Environmental Impact Statement (BLM 1991a);
- Resource Management Plan Amendment and Environmental Impact Statement for Muddy Creek Reservoir (BLM 1991b);
- Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997a);

- Decision Record and Finding of No Significant Impact and Environmental Assessment for Standards for Public Land Health and Guidelines for Livestock Grazing Management (BLM 1997b);
- Recommended Recreation Management Guidelines to Meet Public Land Health Standards on Bureau of Land Management Lands in Colorado (BLM 2000a); and
- Final Resource Management Plan Amendment and Environmental Assessment for Land Acquisition Land Use Priorities (BLM 2000b).

Based upon a thorough review of those documents, and other applicable documents, the ID Team identified preliminary planning issues that could be addressed in the DRMP/DEIS planning process:

- Energy Development;
- Range health/upland management;
- Water/riparian;
- Recreation demand and uses;
- Comprehensive travel management and transportation;
- Cultural resources;
- Sage-grouse and sagebrush obligate species; and
- Urban interface.

In September of 2005, the BLM prepared a plan analysis for the CRVFO and the KFO DRMP/DEIS. This plan, used by the BLM ID Teams to initiate the planning process, highlighted anticipated planning issues internally developed by the teams. Based upon the lands and resources managed in the Planning Area, preliminary issues fell into eight issue categories. The comments received during the scoping process were analyzed, and a Scoping Summary Report was finalized in August of 2007 (BLM 2007a). Four new issues were identified from public input during the scoping process:

- Wildlife;
- Vegetation;
- Special designations; and
- Lands and realty.

A planning issue statement was developed for each of the 12 planning issue categories. Each planning issue statement summarizes the issues and concerns discussed for each category during scoping. The 12 planning issue statements are:

**Travel Management and Transportation** -- How will transportation be managed so that natural and cultural resources are protected; so that motorized and non-motorized recreational opportunities are provided; so that user conflicts are reduced; so that route designations and closures are enforced; and so that public access is improved?

**Recreational Demand and Uses** -- How will recreation be managed so that recreation sites and trails, especially those in close proximity to communities, are maintained and improved; so that user conflicts are reduced; so that natural and cultural resources are protected; so that a variety of recreational opportunities are provided; and so that socioeconomic benefits are maximized?

**Lands and Realty** -- What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency, in appropriate and agreeable levels of public access, and in increased public and natural resource benefits?

**Special Designations** -- Where will special management area designations be appropriate so that unique resources are protected; and how should existing special designations be managed so that natural and cultural resources are protected, and so that recreational opportunities and socioeconomic benefits are maximized?

**Wildland-urban Interface** -- How will BLM-managed public lands in wildland-urban interface (WUI) areas be managed so that benefits desired by the public are achieved, consistent with future resource and land use plans in neighboring communities?

**Energy Development** -- What areas should be open to energy development, especially to oil and gas leasing; and what restrictions/stipulations should be put in place so that cultural and natural resources are protected, and so that user conflicts are minimized?

**Rangeland Health/Upland Management** -- How will the BLM manage livestock grazing on public lands while, at the same time, protecting, managing, restoring, and using natural and cultural resources?

**Vegetation** -- What actions or restrictions will be needed so that dangerous fuel loading is reduced; so that the spread of noxious weeds and other undesirable plant species is controlled or prevented; and so that healthy forest ecosystems are maintained?

**Fish and Wildlife** -- How will uses and land management activities be managed so that terrestrial and aquatic habitats in a scattered land ownership pattern are maintained and improved under multiple-use land management requirements?

**Water/Riparian Resources** -- What measures will be implemented so that water resources, especially riparian areas and wetlands, are protected from the impacts of other uses?

**Sagebrush Habitat and Sagebrush-dependent Species** -- How will sagebrush habitat be managed so that continued habitat loss and fragmentation is reduced?

**Cultural Resources** -- How can the BLM protect and conserve cultural resources, and where do interpretation opportunities exist?

The planning issues were separated into two groups, to better define the scope of the planning process for the DRMP/DEIS, and to aid in the development of the management alternatives. The first group is composed of five “Key Issues,” which were determined to have the greatest potential impact on the development of the proposed alternatives:

- Recreational Demand and Uses;
- Special Designations;
- Energy Development;
- Wildlife (Habitat Management); and
- Sagebrush Habitat and Sagebrush-dependent Species.

The second group is composed of “Other Issues,” which were determined to have a smaller degree of impact on the development of the proposed alternatives:

- Vegetation;
- Travel Management and Transportation;
- Lands and Realty;
- Wildland-urban Interface;
- Rangeland Health/Upland Management;
- Water/Riparian Resources; and
- Cultural Resources.

## 1.13 Issues Considered but Not Further Analyzed

The CEQ regulations state: “NEPA documents must concentrate on the issues that are truly significant to the action in question, rather than amassing needless detail.” The CEQ regulations also state that the agency should “identify and eliminate from detailed study the issues which are not significant or which have been covered by prior environmental review.” Non-significant issues are identified as “non-significant” because they are: 1) outside the scope of the Proposed Action; 2) already decided by law, regulation, or other higher level decision; 3) unrelated to the decision to be made; or are 4) conjectural and not supported by scientific or factual evidence.

During the scoping process, several issues were raised that would not be addressed in the DRMP/DEIS because they are outside of the scope of the planning process, including administrative and policy issues and implementation issues. Examples include a request that the BLM consider promoting family ranching, and a request that the BLM develop new recreation classifications. Only a few comments on implementation issues were received, and most were requests for toilets at trailheads. One comment urged the BLM to restrict or try to completely stop oil and gas leasing, and other types of leasing, on National Forest System lands and other non-BLM-administered public lands. This was considered a planning issue outside of the scope of a BLM planning process, since the United States Forest Service (USFS) makes such leasing decisions for National Forest System lands in their own resource management planning process.

## 1.14 Changes from the Draft Resource Management Plan/Draft Environmental Impact Statement

Changes made after the publication of the DRMP/DEIS, which are now part of the PRMP/FEIS, are mainly editorial. All chapters and appendixes in the DRMP/DEIS were reviewed by the RMP Interdisciplinary Team. In many cases, sections were substantially edited, primarily for grammar, punctuation, sentence structure, and format, none of which are considered substantive changes. A number of the editorial changes resulted from public comments about the difficulty of understanding the DRMP/DEIS. Substantive changes, including new or updated information, are noted in Table 5-11, Text Changes and Errata. The impact analysis methodologies and assumptions remain unchanged from the DRMP/DEIS.

A few changes resulted directly from public comments on the DRMP/DEIS. Public comments and responses to those comments are in Tables 5-12 through 5-19. Other changes were proposed by members of the RMP Interdisciplinary Team based on public comments. Most notable are these changes:

- A column describing the Proposed RMP has been added to [Table 2-1](#), [Table 2-2](#), and [Table 2-4](#), so that the four alternatives from the DRMP/DEIS can be compared easily with the Proposed RMP.
- The Yarmony Jeep Trail Zone was inadvertently not included in the list of areas closed to camping in Alternatives B, C and D of the Draft RMP, although it was addressed in Appendix N under Alternative D. The Yarmony Jeep Trail Zone is included with the camping closures listed in the Proposed Plan.
- The areas (and acreage) proposed for restrictions on recreational target shooting were reduced from 39,500 acres (about 10 percent of the BLM-managed public lands in the Planning Area) in Alternative B, the Preferred Alternative, to 20,350 acres (about 5 percent) in the Proposed RMP, as a result of public comments.
- In the Proposed RMP, the Strawberry area is designated as an SRMA with two zones that would be non-motorized, with the exception of motor vehicle use on major access roads. Proposed management is a mix of Alternative B, the Preferred Alternative, and Alternative C. Zone 1 provides primitive non-motorized and non-mechanical recreational opportunities, while Zone 2 provides non-motorized recreational opportunities, but allows mechanical (mountain bike) use that is consistent with use on adjacent USFS-administered lands. Under Alternative B, the area would be managed as an ERMA, allowing limited motorized travel on the majority of existing trails. Allowing this use would be unmanageable due to the limited size of the trail system and encroachment of motorized use onto non-motorized USFS-administered lands. The blend of alternatives provides for and protects primitive recreation opportunities, provides some protections to the area's setting, and addresses the majority of public comments about this area.

- The Wolford area is proposed as an SRMA under Alternative D with the identification of a third management zone that is consistent with travel management proposals in Alternatives B and C to reduce motorized trails. The Wolford area is highly visited for motorized opportunities. Managing the area as an SRMA will provide greater opportunities for providing structured motorized recreational opportunities while protecting other resources found in the area. The vast majority of public comments from motorized supporters, the Town of Kremmling, and Grand County did not support reductions or restrictions on motorized travel throughout the Decision Area. In the Proposed RMP, management of the Wolford SRMA provides a balanced approach that will provide the structured motorized recreational opportunities the public seeks, while limitations on motorized travel that are proposed elsewhere in the Decision Area are managed primarily for other resource objectives and goals.
- The Upper Colorado River SRMA is designated in the Proposed RMP as an SRMA with five zones, which is a blend of the Alternatives B and D. The Proposed RMP includes the Upper Colorado River (East of Highway 9) as part of the SRMA, incorporating popular fishing access points and the Junction Butte Watchable Wildlife Area. Public comment supports keeping motorized opportunities throughout the Decision Area. In addressing those comments, the Yarmony Jeep Trail in Zone 4 was incorporated into the Proposed Plan from Alternative D. A camping restriction was added to Zone 4.
- Review of the DRMP by BLM staff, along with comments on the Draft from the public, resulted in a revision of some of the fluid mineral leasing acreages in the Decision Area and in the Master Leasing Plan analysis area. The acreage closed to leasing in the Proposed RMP was reduced from the acreage analyzed in Alternative C. At the same time, the acreage subject to no surface occupancy increased, to allow more flexibility in leasing, compared with no leasing. Acreages where no surface occupancy, controlled surface use, and timing limitations would be applied were modified to correct a double-counting error in GIS calculations. Some modifications of mineral leasing acreage resulted from changes in proposed management (e.g., T&E species habitat acreage increases in ACECs), that were made in response to public or agency comments.
- The acreage identified in the Proposed Plan for designation as ACECs increased slightly from the Draft RMP, for the following reasons:
  - The acreage in the proposed North Sand Hills ACEC, which is intended to protect the Boat-shaped bugseed, a rare plant, was increased from 92 acres in the DRMP to 486 acres in the Proposed Plan, based on new information provided by the U. S. Fish and Wildlife Service and the public that the area originally proposed was insufficient in providing the required protection. Note that in Appendix S, the proposed ACEC is called the North Sand Dune ACEC, while elsewhere in the PRMP/FEIS, the North Sand Hills ACEC terminology is used.
  - The acreage in the proposed Troublesome Creek ACEC, which is intended to protect the endangered Penland's beardtongue and the Osterhout milkvetch, was increased from 974 acres in the DRMP to 998 acres in the Proposed Plan, due to the discovery of another potentially rare plant.

- The acreage in the proposed Kremmling Potential Conservation Area ACEC, which is intended to protect the Osterhout milkvetch, was increased from 636 acres in the DRMP to 674 acres in the Proposed Plan, based on comments from the USFWS.
- Discussions of management actions related to wild and scenic rivers have been modified in [Table ES-1](#) and [Table 2-2](#) to reflect current BLM policy.
- Appendix V, Leasing Reform and Master Leasing Plans, in the DRMP/DEIS has been eliminated from the PRMP/FEIS. A detailed Master Leasing Plan has been included in the PRMP/FEIS, in the fluid minerals sections of Chapters 2, 3, and 4. An introduction to the Master Leasing Plan is in Section 1.15 of [Chapter 1](#).
- Appendix V in the PRMP/FEIS now contains the Biological Assessment of the Proposed RMP and the Biological Opinion of the Assessment provided by the U.S. Fish and Wildlife Service.
- Appendix W, Threatened and Endangered Species-Specific Coordination and Conservation Measures, has been added to address comments provided by the U.S. Fish and Wildlife Service on the biological assessment of the PRMP/FEIS.

## 1.15 North Park Master Leasing Plan

### Introduction

The Master Leasing Plan (MLP) concept, introduced as part of Leasing Reform in Washington Office Instruction Memorandum (IM) 2010-117 (dated May 17, 2010), promotes a proactive approach to planning for oil and gas development. The Bureau of Land Management (BLM) generally uses Resource Management Plans (RMPs) to make oil and gas planning decisions based upon known resource values, such as areas open or closed to leasing, or open to leasing with major or moderate constraints in the form of lease stipulations. Additional planning and analysis can be necessary prior to oil and gas leasing due to changing circumstances, updated policies, or new information. IM 2010-117 was issued, in part, so that the BLM can re-evaluate its leasing decisions in light of such changing circumstances. The Instruction Memorandum lists four criteria for the BLM to use when determining if circumstances warrant additional planning and analysis. The BLM must prepare an MLP when all of the following criteria are met:

- A substantial portion of the area to be analyzed in the MLP is not currently leased.
- There is a majority Federal mineral interest.
- The oil and gas industry has expressed a specific interest in leasing, and there is a moderate or high potential for oil and gas confirmed by the discovery of oil and gas in the general area. (Fluid mineral potential was documented in the Reasonably Foreseeable Development (RFD) document (BLM 2008r), and is displayed on [Map 1-2](#).)

- Additional analysis or information is needed to address likely resource or cumulative impacts if oil and gas development were to occur where there are:
  - multiple-use or natural/cultural resource conflicts;
  - impacts to air quality;
  - impacts on the resources or values of any unit of the National Park System, a National Wildlife Refuge, or a U.S. Forest Service (USFS) Wilderness Area, as determined after consultation or coordination with the National Park Service (NPS), the U.S. Fish and Wildlife Service (USFWS), or the USFS; or
  - impacts on other specially designated areas.

In addition, the BLM may complete an MLP under other circumstances, at its discretion. When an analysis is warranted, the BLM conducts the MLP analysis through the resource management planning process, in accordance with the National Environmental Policy Act of 1969 (NEPA). During this process, the BLM may reconsider existing RMP decisions.

The BLM issued IM 2010-117 on May 17, 2010. In November of 2010, taking a hard look at oil and gas leasing in Colorado, the BLM's Colorado State Office evaluated areas in the State that might fit the criteria outlined in the leasing reform policy. Several areas were evaluated relative to the new criteria, and the North Park area in the KFO Planning Area was considered for further analysis. See [Map 1-3](#).

The North Park Master Leasing Plan (MLP) is in this PRMP/FEIS, in Chapter 2, Chapter 3, and Chapter 4, in addition to this section. The MLP describes proposed management that will guide the leasing of Federal minerals in the MLP analysis area and provide tools to mitigate impacts from oil and gas leasing and development, especially where conflicts with other resources may occur.

## Process Used for Review

The boundary of the MLP analysis area is the geologic boundary of the North Park Basin, derived from a Colorado Geological Survey Open File Report. The following themes were assembled in assessing the MLP analysis area:

- surface ownership;
- Federal oil and gas ownership;
- unleased Federal oil and gas ownership;
- current oil and gas leases;
- expressions of interest, defined by lease parcel nominations for the past five years;
- designated oil and gas fields and a 1-mile boundary outside of those fields; and
- existing active oil and gas wells.

Using GIS-based analysis, values were calculated for the BLM portion of the MLP analysis area to determine the:

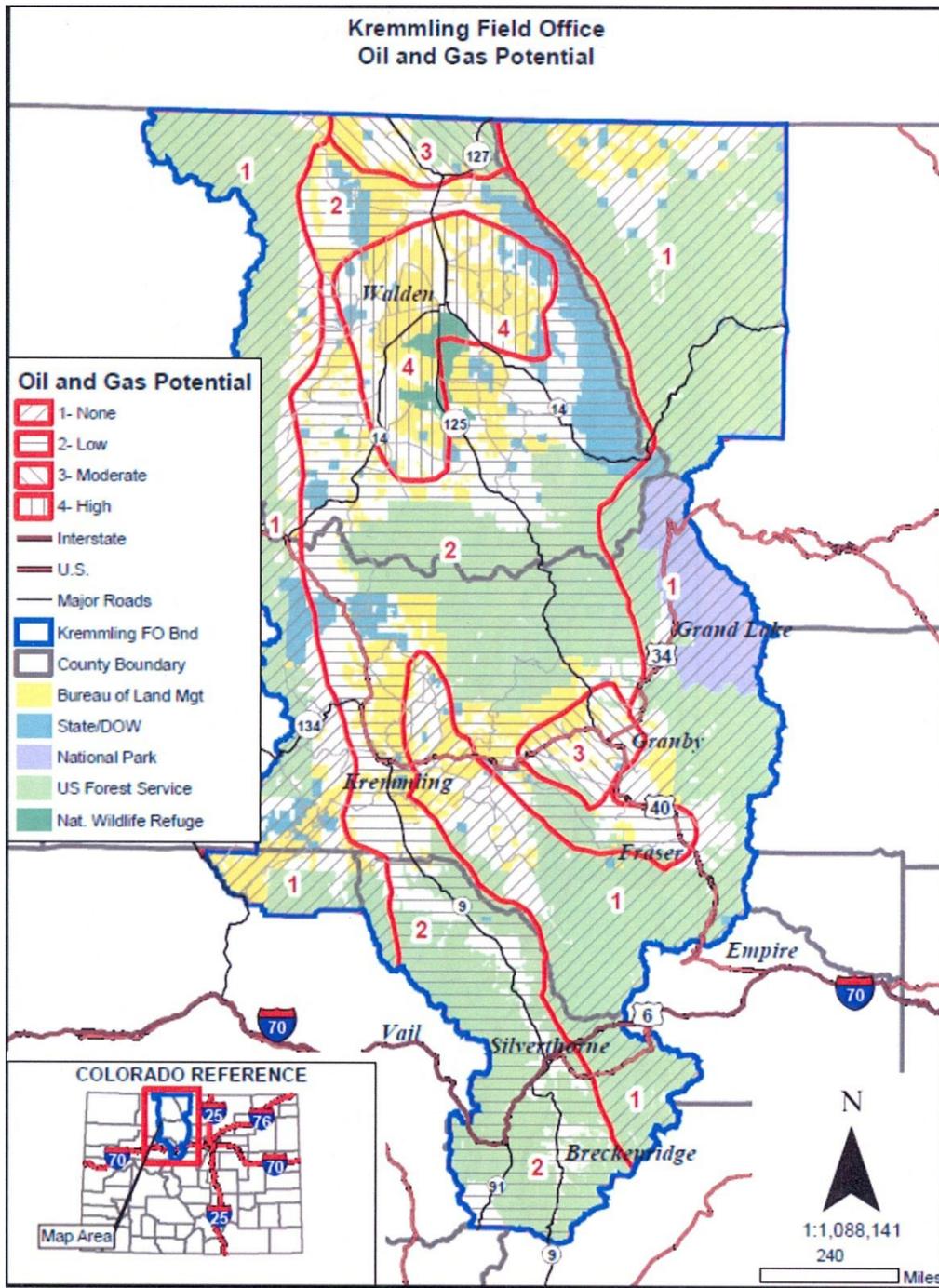
- the portion of the MLP area that is Federal oil and gas estate;
- the portion of the Federal mineral estate in the MLP area that is open or closed to oil and gas leasing;
- the portion of the Federal mineral estate open to oil and gas leasing to which leasing stipulations will apply;
- the portion of the Federal mineral estate in the MLP area that is leased; and
- the portion of the MLP area where potential resource conflicts may occur.

## Elements of an MLP

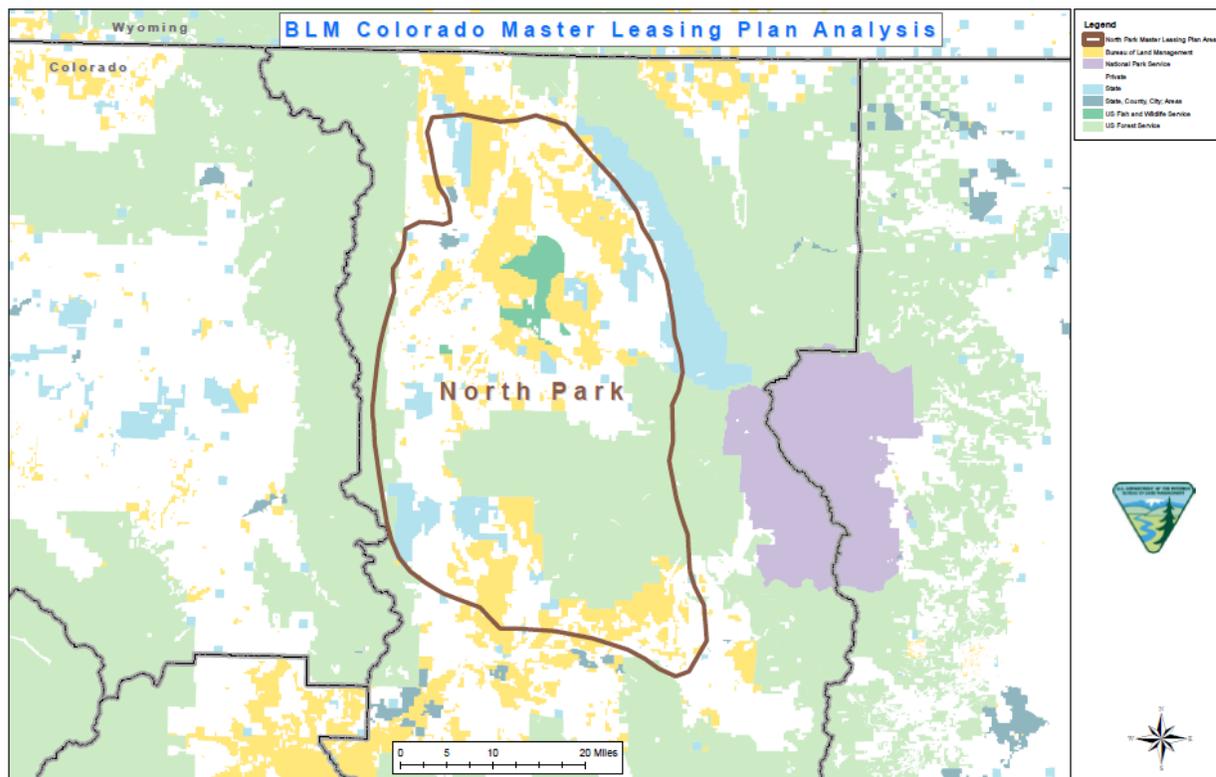
The two main elements of master leasing planning for an area are the development of resource condition objectives and resource protection measures.

- **Resource Condition Objectives:** [Chapter 2](#) of the PRMP/FEIS discloses the alternatives analyzed in the DRMP/DEIS, and actions and use restrictions of the Proposed RMP, including those for fluid minerals management. Each major resource or use (e.g., terrestrial wildlife, soils, or forestry resources) has a goal and one or more desired outcomes, which describe resource condition objectives. Refer to [Table 2-2](#) in [Chapter 2](#). [Chapter 3](#) of the PRMP/FEIS provides an analysis of those resources and resource uses managed by the BLM in the Planning Area (the affected environment), and the conditions and characterization of each resource and its use. Those characterizations include indicators that assess the resource condition, trends that express the direction of change between the present and some point in the past, and forecasts that predict changes in the condition of resources given current management.

Map 1-2: Kremmling Field Office Oil and Gas Potential



Map 1-3: North Park Master Leasing Plan Area



- **Resource Protection Measures:** The Proposed RMP discloses fluid mineral leasing stipulations and other requirements that protect various resources and resource uses. Conditions of approval, best management practices, and standard operating procedures have been developed, which may be applied to mitigate impacts of development or protect resources. Detailed descriptions of the leasing stipulations and protection measures are in Appendixes B, C, D, and E of the Proposed RMP. Conditions of approval, best management practices and standard operating procedures from the RMP, the requirements of Section 6 of the standard lease terms and conditions, and site-specific mitigations developed during the NEPA analysis of development proposals, will be applied to approvals for oil and gas exploration, development, and production of existing and future oil and gas leases, when appropriate. Chapter 4 of the PRMP/FEIS evaluates how the Proposed RMP will impact the environment (environmental consequences), including discussions of the effects of leasing stipulations and other impact mitigations.

Rather than focusing solely on leasing, the PRMP/FEIS provides holistic management by making land use allocations for all resources, allowing complementary uses, and analyzing mitigation measures. Each alternative presented in the DRMP/DEIS resolves resource concerns with a different emphasis. For example, resolution under Alternative C is accomplished by emphasizing resource protection; resolution under Alternative D is accomplished by emphasizing resource use and production.

Potential resource conflicts with oil and gas leasing are analyzed as part of the planning process for the PRMP/FEIS. The planning analysis includes and addresses changed circumstances, updated policies, and new information. The Approved RMP (Approved Plan) will include a range of mitigation measures more sophisticated and wide-ranging than those in the current KFO RMP (BLM 1984b). Incorporation of the principles of MLP analysis in the PRMP/FEIS planning process provides an effective tool for considering oil and gas leasing.

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