National Greater Sage-Grouse Planning Strategy

Land Use Plan Amendments and Environmental Impact Statements

Scoping Summary Report

May 2012

Great Basin Region, ***including western Utah, Idaho, Southwestern Montana, California, Nevada, and Oregon.***

Rocky Mountain Region, ***including eastern Utah, Colorado, Wyoming, South Dakota, North Dakota, and Eastern Montana.***

BLM

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ACRONYMS AND ABBREVIATIONS

	Full Phrase
ACEC	Area of Critical Environmental Concern
BLM	United States Department of the Interior, Bureau of Land Management
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
EIS	environmental impact statement
ESA	Endangered Species Act of 1973
FLPMA	Federal Land Policy and Management Act of 1976
IM	Bureau of Land Management Instruction Memorandum
IMP	Interim Management Policy
LMP	land and resource management plan
LUP	land use plan
LUPA	land use plan amendment
MOU	Memoranda of Understanding
NEPA	National Environmental Policy Act of 1969
NFMA	National Forest Management Act of 1976
NFS	National Forest System
NOI	Notice of Intent
NRCS	Natural Resources Conservation Service
NTT	Sage-Grouse National Technical Team
PGH	Preliminary General Habitat
PPH	Preliminary Priority Habitat
RMP	resource management plan
RMPA	resource management plan amendment
ROD	record of decision
ROW	right-of-way
S&G	standards and guidelines
US	United States
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey

WAFWA	Western Association of Fish and Wildlife Agencies
WSA	Wilderness Study Area

EXECUTIVE SUMMARY

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EXECUTIVE SUMMARY

This initiative to conserve, enhance, and restore greater sage-grouse habitat is the result of the March 2010, US Fish and Wildlife Service (USFWS) *12-Month Finding for Petitions to List the Greater Sage-Grouse (Centrocercus urophasianus) as Threatened or Endangered* (75 Federal Register 13910, March 23, 2010). In that finding, the USFWS concluded that greater sage-grouse was "warranted, but precluded" for listing as a threatened or endangered species. The USFWS reviewed the status and threats to the greater sage-grouse in relation to the five Listing Factors provided in Section 4(a)(1) of the Endangered Species Act of 1973 (ESA). Of the five Listing Factors reviewed, the USFWS determined that Factor A, "the present or threatened destruction, modification, or curtailment of the habitat or range of the Greater Sage-Grouse," and Factor D, "the inadequacy of existing regulatory mechanisms" posed "a significant threat to the Greater Sage-Grouse now and in the foreseeable future". The USFWS identified the principal regulatory mechanisms for the BLM and Forest Service as conservation measures in land use plans (LUPs). The BLM is the lead federal agency for this national planning effort and the Forest Service is a cooperating agency.

In response to the USFWS findings, the BLM and Forest Service intend to prepare plan amendments with associated environmental impact statements (EISs) or other National Environmental Policy Act (NEPA) analysis to incorporate specific conservation measures across the range of the greater sage-grouse, consistent with national BLM and Forest Service policies. These EISs will be coordinated under two administrative planning regions: the Rocky Mountain Region and the Great Basin Region. These regions are drawn roughly to correspond with the threats identified by the USFWS in the 2010 listing decision, along with the Western Association of Fish and Wildlife Agencies (WAFWA) Management Zones framework (Stiver et al. 2006). The Rocky Mountain Region consists of LUPs in the states of North Dakota, South Dakota, Wyoming, Colorado, and portions of Utah and Montana. The Great Basin

Region consists of LUPs in California, Nevada, Oregon, Idaho, and portions of Utah and Montana. A separate EIS or other NEPA analysis will be prepared for each state or subregion above. Each EIS will have its own strategy to address greater sage-grouse habitat issues and will address the impacts of amending all pertinent LUPs with that guidance. Only LUPs that cover planning areas containing greater sage-grouse habitat (Preliminary Priority Habitat or Preliminary General Habitat) will be included for amendment. Each EIS will have its own record of decision (ROD), which comes at the end of the EIS process and will amend the LUPs to include the new management direction. In addition, the BLM and Forest Service will issue separate RODs for each EIS process

Public involvement is a vital component of an effective LUP amendment (LUPA)/EIS process. Public involvement for the LUPAs/EISs includes public scoping and outreach; collaboration with federal, state, local, and tribal governments; and public review of and comment on the Draft LUPAs/EISs. This report documents the results of the public and agency scoping and outreach process.

PUBLIC SCOPING ACTIVITIES

Public outreach during the public scoping period has included: 1) press releases announcing the original and extended scoping period for the EIS process; 2) a newsletter mailed in December 2011 to over 14,000 agency officials, organizations, and members of the public in the Great Basin Region; 3) 26 open houses throughout the Great Basin Region and 13 open houses throughout the Rocky Mountain Region; and 4) a National greater sage-grouse conservation Web site, http://www.blm.gov/wo/st/en/prog/more/sagegrouse.html, and regional Web sites for the Great Basin (http://www.blm.gov/wo/st/en/prog/more/sagegrouse/western.html) and Rocky Mountain (http://www.blm.gov/wo/st/en/prog/more/sagegrouse/eastern.html) regions, which provides access to materials distributed at scoping meetings, as well as information on the public involvement process. The formal public comment period as required by the National Environmental Policy Act of 1969 (Public Law 91-190) began on December 9, 2011, with the publication of a Notice of Intent in the Federal Register and ended on March 23, 2012.

PUBLIC SCOPING RESULTS

A total of 585 unique written submissions for the Great Basin Region and 272 unique written submissions for the Rocky Mountain Region were received during the public scoping period. Submissions resulted in a total of 7,472 unique comments.. In addition, a total of 30,397 form letters were received. Comments were categorized, coded, entered into a database, tallied, and analyzed. Categories included process categories, planning issues, and commenter affiliation.

For the unique written submissions, members of the general public represented 52 percent of commenters during the scoping period, organizations or non-

profit groups represented 21 percent, and businesses represented 13 percent. Federal agencies accounted for two percent of commenters, state agencies submitted two percent, and local governmental agencies nine percent, for a total of 13 percent of the commenters from government. In addition, one percent were received from elected officials and less than one percent were received from tribal governments. No comments were received from educational institutions.

ISSUE SUMMARY

The following planning issues have been identified based on public input received during the scoping period. Comments received were classified into the planning issues below and into subcategories as appropriate. Issue statements are listed based on the number of public comments received for each category, in descending order.

1. How would the BLM and Forest Service use the best available science to designate preliminary priority habitat, preliminary general habitat and non-habitat categories and accurately monitor the impact of land uses on greater sage-grouse?
2. How would energy and mineral development, including renewable energy, be managed to within greater sage-grouse habitat while recognizing valid existing rights?
3. What measures would the BLM and Forest Service put in place to protect and improve greater sage-grouse habitat while maintaining grazing privileges?
4. How would the BLM and Forest Service conserve, enhance, or restore greater sage-grouse habitat such as sagebrush communities and minimize or prevent the introduction or spread of noxious weeds and invasive species?
5. What measures would be put in place to manage habitat for other wildlife species and reduce conflicts with greater sage-grouse?
6. What opportunities exist to adjust public land ownership that would increase management efficiency for greater sage-grouse and - sage-grouse habitat?
7. How could the BLM and Forest Service promote or maintain activities that provide social and economic benefit to local communities while providing protection for greater sage-grouse habitat?
8. How would motorized, non-motorized, and mechanized travel be managed to provide access to federal lands and a variety of recreation opportunities while protecting greater sage-grouse and sage-grouse habitat?

9. What measures should be undertaken to manage fuels and wildland fires, while protecting greater sage-grouse habitat?
10. What special management areas would be designated by the BLM or Forest Service to benefit the conservation, enhancement, and restoration of greater sage-grouse and sage-grouse habitat?
11. How would the BLM and Forest Service protect water and soil resources in order to benefit greater sage-grouse habitat?
12. What measures would the BLM and Forest Service put in place to to reduce the impacts of wild horses and burros on greater sage-grouse habitat?
13. How would the BLM and Forest Service incorporate the analysis of the impacts of a changing climate on greater sage-grouse habitat?

The BLM and Forest Service will use the planning issues to help guide the development of a reasonable range of alternative management strategies for the LUPAs. In addition to planning issues, comments also addressed issues that are policy or administrative actions; issues that have been or will be addressed by the BLM or Forest Service outside of the LUPAs; and issues that are outside the scope of the LUPAs.

FUTURE STEPS

Scoping is the first opportunity for public involvement in the LUPA process. The BLM and Forest Service will use the information collected during the scoping period to formulate alternatives and prepare the Draft LUPAs/EISs for each subregion in the Great Basin and Rocky Mountain regions, which are anticipated to be published in the spring of 2013. Release of the Draft RMPAs/EISs will be announced in a Notice of Availability in the Federal Register and in the local media, and additional public meetings will be held to solicit public comment on the draft document. At the conclusion of the public comment period, the Draft LUPAs/EISs will be revised, and Proposed LUPAs/Final EISs will be published and made available for public review. While these are the specific opportunities for public involvement during the LUPA process, the BLM and Forest Service welcomes input from the public throughout the LUPA process.

CHAPTER 1
INTRODUCTION

1.1 BACKGROUND

This initiative to conserve, enhance, and restore greater sage-grouse habitat is the result of the March 2010, United States Fish and Wildlife Service (USFWS) *12-Month Finding for Petitions to List the Greater Sage-Grouse (Centrocercus urophasianus) as Threatened or Endangered* (75 Federal Register 13910, March 23, 2010). In that finding, the USFWS concluded that greater sage-grouse was "warranted, but precluded" for listing as a threatened or endangered species. The USFWS reviewed the status and threats to the greater sage-grouse in relation to the five Listing Factors provided in Section 4(a)(1) of the Endangered Species Act of 1973 (ESA). Of the five Listing Factors reviewed, the USFWS determined that Factor A, "the present or threatened destruction, modification, or curtailment of the habitat or range of the greater sage-grouse," and Factor D, "the inadequacy of existing regulatory mechanisms" posed "a significant threat to the greater sage-grouse now and in the foreseeable future". The USFWS identified the principal regulatory mechanisms for the US Department of the Interior, Bureau of Land Management (BLM) and US Department of Agriculture, Forest Service (Forest Service) as conservation measures in land use plans (LUPs).

The Federal Land Policy and Management Act of 1976 (FLPMA) directs the United States (US) Department of the Interior, Bureau of Land Management (BLM) to develop and periodically revise or amend its resource management plans (RMPs), which guide management of BLM-administered public lands (for the purpose of this document, the term RMP applies to all BLM land use plans [LUPs], including BLM's older Management Framework Plans). The National Forest Management Act of 1976 (NFMA) directs the US Department of Agriculture, Forest Service to develop and periodically revise or amend its Land and Resource Management Plans (LMPs), which guide management of National Forest System (NFS) lands. These two agencies' plans will be generically referred to as LUPs throughout the remainder of this document.

BLM has issued an Instruction Memorandum (IM) (2012-044) that provides direction for considering sage-grouse conservation measures in the land use planning process (BLM 2011a). The IM requires that BLM consider conservation measures when revising or amending resource management plans (RMPs) in greater sage-grouse habitat. The conservation measures that should be considered were developed by the Sage-Grouse National Technical Team

(NTT), a group of resource specialists, land use planners, and scientists from the BLM, state fish and wildlife agencies, the USFWS, the Natural Resources Conservation Service (NRCS), and the US Geological Survey (USGS). The report drafted by the NTT, titled "A Report on National Greater Sage-Grouse Conservation Measures," provides the latest science and best biological judgment to assist in making management decisions relating to the sage-grouse (BLM 2011b). The IM requires that BLM consider all applicable conservation measures developed by the NTT when revising or amending its RMPs in greater sage-grouse habitat.

In response to the USFWS findings, and in accordance with the National Environmental Policy Act of 1969 (NEPA), Federal Land Policy and Management Act of 1976 (FLPMA), and the National Forest Management Act of 1976 (NFMA), the BLM and Forest Service intend to prepare plan amendments with associated environmental impact statements (EISs) or other NEPA analysis to incorporate specific conservation measures across the range of the greater sage-grouse, consistent with national BLM and Forest Service policies. For plans already undergoing amendment or revisions the BLM and Forest Service will consider incorporating conservation measures either through the ongoing amendment or revision process, or through supplemental environmental analyses as appropriate. The BLM will be the lead agency and the Forest Service will be a cooperating agency in the development of these EISs. Each EIS will have its own strategy to address greater sage-grouse habitat issues and will address the impacts of amending all pertinent LUPs with that guidance. Only LUPs that cover planning areas containing greater sage-grouse classified as Preliminary Priority Habitat or Preliminary General Habitat will be included for amendment. Refer to **Section 1.3.1**, Greater Sage-Grouse Range-wide Planning Area, for further details of habitat classification. The BLM and Forest Service will issue separate records of decision (RODs) for each EIS which comes at the end of the EIS process and will amend the LUPs to include the new management direction.

These EISs will be coordinated under two administrative planning regions: the Rocky Mountain Region and the Great Basin Region. These regions are drawn roughly to correspond with the threats identified by the USFWS in the 2010 listing decision, along with the Western Association of Fish and Wildlife Agencies (WAFWA) Management Zones framework (Stiver et al. 2006).

The Great Basin Region consists of LUPs in California, Nevada, Oregon, Idaho, and portions of Utah and Montana. This comprises the WAFWA Management Zones III (Southern Great Basin), IV (Snake River Plain), and V (Northern Great Basin). The USFWS has identified a number of threats in this region, the major ones being wildfire, loss of native habitat to invasive species, and habitat fragmentation. The Rocky Mountain Region consists of LUPs in the states of North Dakota, South Dakota, Wyoming, Colorado, and portions of Utah and Montana. This region comprises the WAFWA Management Zones I (Great

Plains), II (Wyoming Basin), and a portion of VII (Colorado Plateau). The USFWS has identified a number of threats in this region, the major ones being habitat loss and fragmentation caused by development (for example, oil and gas development, transmission, and wind energy development). Both the Rocky Mountain and Great Basin regions are further divided into sub-regions, which is the level of this NEPA analysis. These sub-regions are generally based on the identified threats to the greater sage-grouse and the WAFWA Management Zones.

As required under NEPA, the BLM and Forest Service conducted public outreach (scoping) activities for the EISs from December 9, 2011, through March 23, 2012. This report summarizes the scoping activities conducted and the results of those outreach efforts.

1.2 Purpose of and Need for Land Use Plan Amendments

The BLM and the Forest Service are preparing LUP amendments (LUPA) with associated EISs for LUPs containing greater sage-grouse habitat. This effort responds to the USFWS's March 2010 "warranted, but precluded" ESA listing petition decision. Inadequacy of regulatory mechanisms was identified as a significant threat in the USFWS finding on the petition to list the greater sage-grouse. The USFWS identified the principal regulatory mechanisms for the BLM and the Forest Service as conservation measures embedded in LUPs. Changes in management of greater sage-grouse habitats are necessary to avoid the continued decline of populations that are anticipated across the species' range. These plan amendments will focus on areas affected by threats to greater sage-grouse habitat identified by the USFWS in the March 2010 listing decision.

The purpose for the LUPAs is to identify and incorporate appropriate conservation measures in LUPs to conserve, enhance, and restore greater sage-grouse habitat by reducing, eliminating, or minimizing threats to that habitat. Because BLM and Forest Service administer a large portion of greater sage-grouse habitat within the affected states, changes in BLM and Forest Service management of greater sage-grouse habitats and proactive steps to rehabilitate sagebrush habitat are anticipated to have a considerable beneficial impact on present and future greater sage-grouse populations and could reduce the need to list the species as threatened or endangered under the ESA.

1.3 Description of the Planning Areas

1.3.1 Greater Sage-Grouse Range-wide Planning Area

The greater sage-grouse range-wide planning area encompasses millions of acres comprised of federal, state, and private lands in the Great Basin and Rocky Mountain regions (**Figure 1-1**, Planning Boundaries and Surface Administration). The plan amendments will address only conservation and management of greater sage-grouse habitat, as defined below, on BLM-administered surface- and split-estate lands and Forest Service-administered

surface lands. Any decisions in the LUPAs will apply only to the BLM- and Forest Service- administered surface and subsurface estate.

For the purpose of the LUPAs, greater sage-grouse habitat falls into one of the two following categories identified by the BLM in coordination with respective state wildlife agencies:

- Preliminary Priority Habitat (PPH): Areas that have been identified as having the highest conservation value to maintaining sustainable greater sage-grouse populations. These areas would include breeding, late brood-rearing, and winter concentration areas.
- Preliminary General Habitat (PGH): Areas of occupied seasonal or year-round habitat outside of priority habitat.

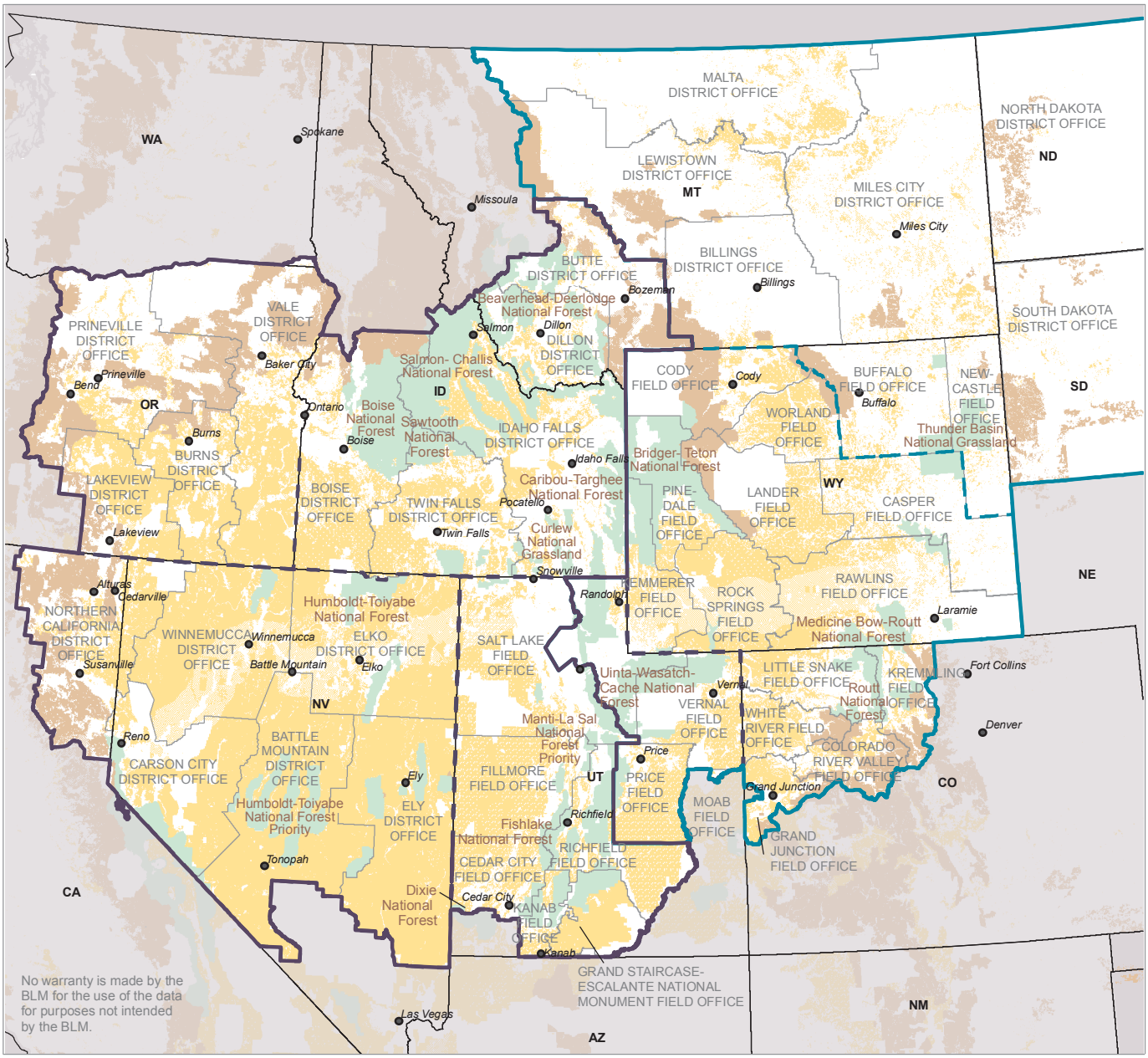
Through this land use planning process, the BLM and Forest Service will continue to refine PPH and PGH data to: (1) identify priority habitat and analyze actions within priority habitat to conserve greater sage-grouse habitat functionality, and/or where appropriate, improve habitat functionality, and (2) identify general habitat and analyze actions within general habitat that provide for major life history function (e.g., breeding, migration, or winter survival) in order to maintain genetic diversity needed for sustainable greater sage-grouse populations.

The BLM expects to evaluate conservation measures in 68 LUPs, and the Forest Service expects to evaluate conservation measures in 20 LUPs. The applicable plans are listed in **Section 1.3.2**, Great Basin Region, and **Section 1.3.3**, Rocky Mountain Region. For plans already undergoing amendment or revision, the BLM and Forest Service will consider incorporating conservation measures either through the ongoing amendment or revision processes, or through supplemental environmental analyses as appropriate. Plans undergoing revision are noted in Section 1.3.2 and Section 1.3.3, below.

1.3.2 Great Basin Region

The Great Basin Region planning area encompasses greater sage-grouse habitat on federal, state, and private lands in northeastern California, Nevada, Oregon, Idaho, southwestern Montana, and western Utah (**Figure 1-1**, Planning Boundaries and Surface Administration). The BLM will evaluate greater sage-grouse conservation measures in 41 LUPs, and the Forest Service will evaluate greater sage-grouse conservation measures in 12 LUPs. The plans applicable to each agency in the Great Basin Region, including the four subregions (Utah; Idaho/Southwestern Montana; California/Nevada; and Oregon), are provided below in **Table 1-1**, Great Basin Region, Potential Land Use Plan Amendments. Management direction outlined in the LUPAs will apply to public lands administered by the BLM and Forest Service (the decision area).

Planning Boundaries and Surface Administration



Bureau of Land Management (BLM)

USDA Forest Service (USFS) priority forest

USFS priority grassland

USFS non-priority forest

Other land

0 100 Miles

May 2012
Source: BLM 2012

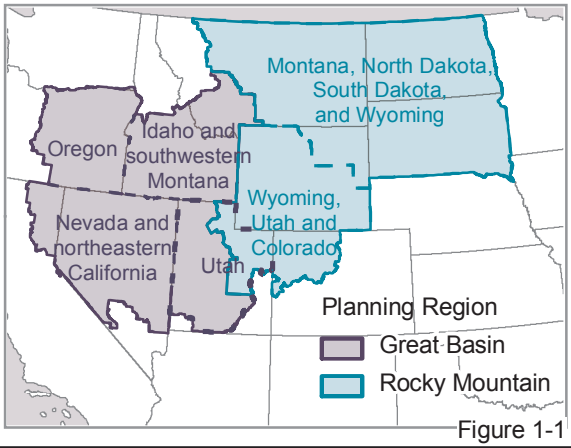


Figure 1-1

Table 1-1
Great Basin Region, Potential Land Use Plan Amendments

Utah
BLM
Box Elder RMP (1986)
Cedar-Beaver-Garfield-Antimony RMP (1986)* and Pinyon RMP (1983)*, under revision as Cedar City RMP
Grand Staircase-Escalante NM RMP (1999)
House Range RMP (1987)
Kanab RMP (2008)
Pony Express RMP (1990)
Richfield RMP (2008)
Warm Springs RMP (1986)
Forest Service
Dixie National Forest Land and Resource Management Plan (1986)
Fishlake National Forest Land and Resource Management Plan (1986)
Idaho/Southwestern Montana
Idaho
BLM
Birds of Prey National Conservation Area RMP (2008)
Bruneau RMP (1983)*
Challis RMP (1999)
Craters of the Moon NM RMP (2006)
Cascade(1988)* and Kuna RMP (1983)*, under revision as Four Rivers RMP
Jarbidge RMP (1987)*
Lemhi RMP (1987)
Owyhee RMP (1999)
Pocatello RMP (1988)*
Cassia RMP (1985)*, Magic MFP (1975)*, Monument RMP (1985)*, Sun Valley MFP (1981)*, and Twin Falls MFP (1982)* under revision as Shoshone-Burley RMP
Big Lost MFP (1983)*, Medicine Lodge RMP (1985)*, Big Desert MFP (1981)*, and Little Lost-Birch Creek MFP (1981)* under revision as Upper Snake RMP
Forest Service
Boise National Forest Plan (2003)
Challis National Forest Plan (1987)
Curlew National Grassland Management Plan (2002)
Caribou National Forest Revised Forest Plan (2003)
Salmon National Forest Plan (1988)
Sawtooth National Forest Revised Forest Plan (2003)
Targhee National Forest Plan (1997)

Table 1-1
Great Basin Region, Potential Land Use Plan Amendments

Montana
BLM
Butte RMP (2009)
Dillon RMP (2006)
Forest Service
Beaverhead-Deerlodge National Forest Plan (2009)
California/Nevada
California
BLM
Alturas RMP (2008)
Eagle Lake RMP (2008)
Surprise RMP (2008)
Nevada
BLM
Black Rock Desert National Conservation Area RMP (2004)
Carson City RMP (2001)*
Elko RMP (1987)
Ely RMP (2008)
Tonopah RMP (1997)* and Shoshone-Eureka RMP (1986)* under revision as Battle Mountain RMP
Wells RMP (1985)
Sonoma-Gerlach MFP (1982)* and Paradise-Denio MFP (1982)* under revision as Winnemucca RMP
Forest Service
Humboldt National Forest Land and Resource Management Plan (1986)
Toiyabe National Forest Land and Resource Management Plan (1986)
Oregon
BLM
Andrews RMP (2005)
Baker RMP (1989)*
Brothers-Lapine RMP (1989)
Baker RMP (1989)* , Two Rivers RMP (1986)* , and John Day RMP (1985)* under revision as John Day Basin RMP
Lakeview RMP (2003) and amendment
Southeastern Oregon RMP (2003) and amendment
Steens RMP (2005)
Three Rivers RMP (1992)
Two Rivers RMP (1989)
Upper Deschutes RMP (2005)

*Plan currently undergoing revision. BLM and Forest Service will consider incorporating conservation measures, either through the ongoing amendment or revision processes or through supplemental environmental analyses as appropriate.

1.3.3 Rocky Mountain Region

The Rocky Mountain Region planning area encompasses federal, state, and private lands in Colorado, Wyoming, North Dakota, South Dakota, eastern Utah, and eastern Montana (**Figure 1-1**, Planning Boundaries and Surface Administration). The BLM will evaluate sage-grouse conservation measures in 27 LUPs, and the Forest Service will evaluate sage-grouse conservation measures in 8 LUPs. The plans applicable to each agency in the Rocky Mountain Region, including the four subregions (Colorado, Wyoming, Montana/Dakotas, and Utah) are provided below in **Table 1-2**, Rocky Mountain Region, Potential Land Use Plan Amendments. For this planning effort, the Rocky Mountain Region portion of Utah is being analyzed as part of the Great Basin Utah subregion. Management direction outlined in the LUPAs will apply to public lands administered by the BLM and Forest Service (the decision area).

Table 1-2
Rocky Mountain Region, Potential Land Use Plan Amendments

Colorado
BLM
Glenwood Springs RMP (1984)* under revision as Colorado River Valley RMP
Grand Junction RMP (1987)*
Kremmling RMP (1984)*
Little Snake RMP (2011)
White River RMP (1997, White River Oil and Gas amendment in progress)
Forest Service
Routt National Forest Plan (1998)
Wyoming
BLM
Grass Creek RMP (1998)* , Cody RMP (1990)*, and Washaki RMP (1988)*, under revision as Bighorn Basin RMP
Buffalo RMP (1985)*
Casper RMP (2007)
Kemmerer RMP (2010)
Lander RMP (1987)*
Newcastle RMP (2000)
Pinedale RMP (2008)
Rawlins RMP (2008)
Green River RMP (1985)*
Forest Service
Thunder Basin National Grassland LMP and amendments (2002)
Bridger-Teton National Forest Plan (1990)
Medicine Bow National Forest Plan (2004)

Table 1-2
Rocky Mountain Region, Potential Land Use Plan Amendments

Montana/Dakotas
BLM
Billings RMP (1984)*
Headwaters RMP (1984)
West HiLine RMP (1988)*
Judith, Valley, and Phillips RMP (1992)
Big Dry RMP (1995)* and Powder River RMP (1985)*, under revision as Miles City RMP
North Dakota RMP (1988)
South Dakota RMP (1986)*
Upper Missouri River Breaks NM RMP (2008)
Utah
BLM
Park City Management Framework Plan (MFP) (1975)
Price RMP (2008)
Randolph MFP (1980)
Salt Lake District Isolated Tracts Planning Analysis (1985)
Vernal RMP (2008)
Forest Service
Uinta National Forest Revised Forest Plan (2003)
Ashley National Forest Plan (1986)
Manti-Lasal National Forest Plan (1986)
Wasatch-Cache National Forest Plan (2003)

*Plan currently undergoing revision. BLM and Forest Service will consider incorporating conservation measures, either through the ongoing amendment or revision processes or through supplemental environmental analyses as appropriate.

1.4 Overview of the Scoping Process and Scoping Report

Public involvement is a vital and legal component of both the LUP and EIS processes. Public involvement vests the public in the decision-making process and allows for full environmental disclosure. Guidance for implementing public involvement under NEPA is codified in 40 Code of Federal Regulation (CFR) Section 1506.6, thereby ensuring that federal agencies make a diligent effort to involve the public in the NEPA process. Guidance for implementing public involvement during land use planning actions on public lands can be found in the BLM's Land Use Planning Handbook (H-1601-1) (BLM 2005) and in the Forest Service's Land Management Planning Handbook (Forest Service Handbook 1909-12), Chapter 30 – Public Participation and Collaboration (Forest Service 2006). Public involvement requirements of both the BLM and Forest Service will be satisfied through the joint LUPA/EIS processes.

Public involvement is being conducted throughout the course of the LUPA/EIS processes; however the public will have specific opportunities to comment during three phases:

- Public scoping before NEPA analysis begins to determine the scope of issues and alternatives to be addressed in the LUPA/EIS (this occurred during the December 9, 2011 – March 23, 2012 scoping period);
- Public review and comment on the Draft LUPAs/EISs; and
- Public review and comment on the Final LUPAs/EISs.

This scoping summary report documents the results of the first phase of the public involvement process.

Scoping is an early and open process for determining the scope of issues to be addressed and identifying the significant issues related to a proposed action. Information collected during scoping may also be used to develop the alternatives to be addressed in a NEPA document. The process has two components: internal scoping and external scoping. Internal scoping is conducted within an agency or cooperating agencies to determine preliminary and anticipated issues and concerns. An interdisciplinary team of the BLM and Forest Service resource specialists held internal scoping meetings to identify the anticipated planning issues and the methods, procedures, and data to be used in developing the LUPAs/EISs.

External scoping is a public process designed to reach beyond the BLM and Forest Service, and attempts to identify the concerns of high importance to the public. External scoping helps ensure that real problems are identified early and properly studied, that issues of no concern do not consume time and effort, and that the proposed action and alternatives are balanced, thorough, and able to be implemented.

In accordance with 43 CFR 1610.2(d), the BLM and Forest Service must document the public scoping results. The BLM's and Forest Service land use planning guidance (BLM 2005; Forest Service 2006) also requires the documentation of public involvement. This scoping report summarizes the public scoping process, and the separate comments received during the formal external scoping period. It also describes the issues from public scoping meetings and internal scoping meetings, and includes a discussion of how these comments will be incorporated into the LUPAs/EISs.

1.5 DESCRIPTION OF THE SCOPING PROCESS

As required by NEPA and the BLM and Forest Service public involvement guidance, the BLM and Forest Service with the assistance of the contractor Environmental Management and Planning Solutions inc., solicited comments

from relevant agencies and the public, organized and analyzed all comments received, and then distilled them to identify issues that will be addressed during the planning process. These issues define the scope of analysis for the LUPAs and are used to develop the project alternatives.

1.5.1 Notice of Intent

As defined under NEPA, the scoping period began with the publication of the Notice of Intent (NOI) in the Federal Register on December 9, 2011. The NOI published was entitled "Notice of Intent to Prepare Environmental Impact Statements and Supplemental Environmental Impact Statements to Incorporate Greater Sage-Grouse Conservation Measures into Land Use Plans and Land Management Plans" and acknowledged that the EISs were going to be a joint effort of the BLM and the Forest Service. The NOI:

- Noted that the scoping period would continue through February 7, 2012;
- Indicated that the scoping meetings would be announced at least 15 days in advance in local media;
- Provided the project Web site and the BLM Project Manager contact information;
- Provided information on how to submit comments;
- Provided a summary of the information to be included on the project Web site;
- Provided a brief overview of the USFWS listing decision that spurred the EIS projects;
- Stated the goal of the EISs and the purposes the EISs would serve;
- Provided a list of RMPs and Land and Resource Management Plans (LMPs) that the BLM and Forest Service intend to evaluate; and
- Stated the purpose of the public scoping process.

A notice of correction to the NOI was released on February 10, 2012. The notice of correction changed/clarified the names of the regions coordinating the EISs, extended the scoping period until March 23, 2012, and added 11 Forest Service LMPs (five LMPs in the Great Basin Region and six in the Rocky Mountain Region) to this process. A copy of the NOI is posted on the project Web site (http://www.blm.gov/wo/st/en/prog/more/sagegrouse.html) and is included in **Appendix A**, Scoping Materials.

1.5.2 Project Web Site

The BLM launched a national greater sage-grouse conservation Web site as part of the agency's efforts to maintain and restore greater sage-grouse habitat on public lands. The site is intended to make it easy to find out about how the BLM is working on maintaining and restoring greater sage-grouse habitat, and

includes background information related to governmental and the BLM roles in sage-grouse conservation. The Web site is available on the Internet at http://www.blm.gov/wo/st/en/prog/more/sagegrouse.html.

The BLM has also launched regional Web sites for the Great Basin and Rocky Mountain regions. These sites are regularly updated to provide the public with the latest information about the EIS processes in each region. The regional Web sites provide background information about the project, a public involvement timeline, maps of the planning areas, and copies of public information documents such as the newsletter and NOI. The sites also provide a description of how to submit comments about the EIS process, including a link to the scoping comment email address. The dates and locations of scoping open houses were also announced on the regional Web sites. The Great Basin Region Web site is available on the Internet at http://www.blm.gov/wo/st/en/prog/more/sagegrouse/western.html and the Rocky Mountain Region Web site is available at http://www.blm.gov/wo/st/en/prog/more/sagegrouse/eastern.html. Links to these Web sites are also provided on the National Web site.

The subregions in both regions have or will have sites in the BLM's ePlanning system to make planning information, documents, and materials available to the public, and to facilitate comment analysis during public review of the draft and final LUPAs/EISs. Sites will be linked from the regional Web sites as they become available.

1.5.3 Newsletter and Mailing List

In December 2011, the BLM and Forest Service mailed a newsletter announcing the start of the public scoping period for the Great Basin EISs to more than 14,000 individuals from the public, agencies, and organizations who had participated in past BLM and Forest Service activities and had been included on past BLM and Forest Service distribution lists. The newsletter provided background information and an overview of the National Greater Sage-Grouse Planning Strategy, the dates and venues for the 26 scoping open houses (see **Section 1.5.6**, Public Scoping Open Houses), and described the various methods for submitting comments, including dedicated email and postal addresses. The Rocky Mountain Region did not mail a newsletter as part of the scoping outreach.

The BLM and Forest Service will publish future newsletters at major project milestones and will mail them to individuals and organizations that have requested to remain on or be added to the project mailing list. All newsletters will be made available on the national, regional, or subregional project Web sites. Participants may request to receive newsletters and other project information through electronic or postal mail. The Great Basin Region scoping newsletter is included in **Appendix A**.

1.5.4 Press Release

A press release was made available on the national, Great Basin Region, and Rocky Mountain Region Web sites on December 8, 2011, announcing the scoping period for the EIS process. Press releases were also distributed within subregions announcing the scoping period for the EIS process (see **Table 1-3**, Press Releases). The press releases provided information on the scoping open houses being held (see **Section 1.5.6**, Scoping Open Houses) and described the various methods for submitting comments. A second press release was posted on the project Web sites on February 7, 2012, announcing the extension of the public scoping period to March 23, 2012.

Table 1-3
Press Releases

Agency/ Location	Title	Release Date
BLM – Washington Office	Federal Agencies Announce Initial Step to Incorporate Greater Sage-Grouse Conservation Measures into Land Management Plans	December 8, 2011
BLM – Washington Office	Comment Period for Greater Sage-Grouse Scoping Extended by BLM and Forest Service	February 7, 2012
BLM – Washington Office	National Forests Added and Comment Period Formally Extended on Planning for Sage-Grouse Conservation Measures	February 9, 2012
Great Basin Region		
BLM – California State Office	Scoping Meetings Set in Alturas, Susanville on Sage Grouse Conservation	January 4, 2012
BLM – Nevada State Office	Scoping Meetings Start Planning Process for Sage-Grouse	January 4, 2012
BLM – Idaho State Office	Idaho BLM Invites Public to Sage-Grouse Scoping Meetings	January 5, 2012
BLM – Utah State Office	BLM Utah Invites Public to Sage-Grouse Scoping Meetings	January 9, 2012
BLM – Oregon State Office	Meetings Engage Public in Planning Process for Sage-Grouse	January 10, 2012
Rocky Mountain Region		
BLM – Lewistown Field Office	Bureau of Land Management Begins Scoping in Lewistown for Greater Sage-Grouse Planning Strategy	December 22, 2011
BLM – North Dakota Field Office	BLM Begins Scoping for Greater Sage-Grouse Planning Strategy in North Dakota	December 22, 2011
BLM – Wyoming State Office	BLM and Forest Service Schedule Public Meetings on Sage-Grouse Conservation	January 18, 2012

Table 1-3
Press Releases

Agency/ Location	Title	Release Date
BLM – Northwest Colorado District Office	BLM begins greater sage-grouse planning effort with public open house meetings	January 20, 2012
BLM – Northwest Colorado District Office	BLM Colorado Greater Sage-Grouse comment period extended	February 8, 2012

1.5.5 Newspaper Articles

Given the large, regional scale of the planning area, it was not possible to compile all newspaper articles related to the EIS process and scoping period. Known local newspaper articles covering the EIS process and scoping period are provided in **Table 1-4**, Newspaper Articles.

Table 1-4
Newspaper Articles

Newspaper	Date(s) Article(s) Appeared
Utah	
Vernal Express	January 11, 2012
Deseret News	January 16, 2012
Southern Utah News	January 25, 2012
Emery County Progress	February 14, 2012
Idaho/Southwestern Montana Subregion	
Idaho	
Times News	January 28, 2012
Idaho Mountain Express	February 29, 2012
California/Nevada Subregion	
Nevada	
Elko Daily	January 9 and 13, and February 14, 2012
Reno Gazette Journal	January 30, 2012
Mesquite Local News	February 9, 2012
Lincoln County Record	February 16, 2012
Oregon	
Salem News	January 12, 2012
Central Oregonian	January 19, 2012
Bend Bulletin	January 24, 2012
Colorado	
Glenwood Springs Post Independent	January 23, 2012

1.5.6 Public Scoping Open Houses

The BLM and Forest Service hosted 26 open houses throughout the Great Basin Region and 13 open houses throughout the Rocky Mountain Region to provide the public with opportunities to become involved, learn about the project and the planning process, meet the planning team members, and offer comments. Where possible, representatives from the USFWS and state fish and game agencies also attended. The open houses were advertised via press releases, the project newsletter (Great Basin Region only), and the project Web sites. The locations of the open houses are provided in **Table 1-5**, Great Basin Region Scoping Open Houses, and **Table 1-6**, Rocky Mountain Region Scoping Open Houses.

Scoping meetings were held in an open house format to encourage participants to discuss concerns and questions with BLM and Forest Service and other agency staff representatives. Copies of scoping information, as well as blank scoping comment forms, were available at the sign-in station. Resource stations displayed maps to illustrate the planning area under consideration, greater sage-grouse habitat and bird densities, resource uses (e.g., rights-of-way, energy, livestock grazing, recreation), and resource conditions (e.g., vegetation, wildland fire). At those stations, fact sheets for various topics (e.g., planning process, purpose and need, preliminary planning issues, preliminary planning criteria, greater sage-grouse conservation, biology and habitat, threats to greater sage-grouse) provided an overview of current management practices and issues.

Table 1-5
Great Basin Region Scoping Open Houses

Location	Venue	Date	Number of Attendees
	Utah		
Price	Carbon County Event Center	January 17, 2012	39
Vernal	Western Park Convention Center	January 18, 2012	44
Salt Lake City	Hampton Inn & Suites	January 19, 2012	67
Randolph	Randolph Senior Center	January 23, 2012	33
Snowville	Snowville Town Hall	January 24, 2012	60
Richfield	Sevier County Clerks	January 30, 2012	58
Kanab	Kanab County Library	January 31, 2012	56
Cedar City	Heritage Center-Festival Hall	February 1, 2012	39
Utah Total			*396*
	Idaho		
Boise	Red Lion Boise Hotel	January 9, 2012	110
Idaho Falls	Red Lion Hotel	January 10, 2012	63
Salmon	Salmon Valley Business & Innovation Center	January 11, 2012	63
Twin Falls	Canyon Springs Red Lion Inn	January 25, 2012	87

Table 1-5
Great Basin Region Scoping Open Houses

Location	Venue	Date	Number of Attendees
Pocatello	The Clarion	January 26, 2012	58
Idaho Total			*381*
	Montana		
Dillon	National Guard Armory	January 12, 2012	47
Montana Total			*47*
	California		
Alturas	Sacred Heart Catholic Church Parish Hall	January 18, 2012	36
Susanville	Jensen Hall, Lassen County Fairgrounds	January 19, 2012	48
California Total			*84*
	Nevada		
Tonopah	Tonopah Station	January 9, 2012	23
Ely	Ely District BLM Office	January 10, 2012	51
Elko	Hilton Garden Inn	January 11, 2012	102
Winnemucca	Winnemucca Inn	January 12, 2012	47
Reno	Hyatt Place	January 30, 2012	62
Nevada Total			*285*
	Oregon		
Lakeview	BLM Lakeview District Office	January 17, 2012	25
Ontario	Four Rivers Cultural Center	January 23, 2012	41
Baker City	Baker County Library	January 24, 2012	27
Burns	Harney County Senior Center	January 25, 2012	46
Prineville	Stafford Inn	January 26, 2012	62
Oregon Total			*201*
Great Basin Region Total			**1,394**

Table 1-6
Rocky Mountain Region Scoping Open Houses

Location	Venue	Date	Number of Attendees
	Colorado		
Walden	Wattenberg Center	January 31, 2012	36
Lakewood	Sheraton Denver West	February 1, 2012	17
Silt	Colorado River Valley Field Office	February 2, 2012	12
Craig	Little Snake Field Office	February 7, 2012	24

Table 1-6
Rocky Mountain Region Scoping Open Houses

Location	Venue	Date	Number of Attendees
Colorado Total			*89*
	Wyoming		
Casper	Casper Field Office	January 30, 2012	15
Buffalo	Buffalo Field Office	January 31, 2012	17
Worland	Worland Field Office	February 1, 2012	8
Rock Springs	Rock Springs Field Office	February 2, 2012	12
Douglas	National Guard Armory	February 7, 2012	18
Newcastle	USDA Natural Resources Conservation Service	February 9, 2012	14
Gillete	Campbell County Public Library	February 15, 2012	14
Wyoming Total			*98*
	Montana/Dakotas		
Lewistown, MT	Yogo Inn	January 10, 2012	38
Bowman, ND	Bowman City Hall	January 17, 2012	17
Montana/Dakotas Total			*55*
Rocky Mountain Region Total			**242**

1.6 COLLABORATIVE INVOLVEMENT PROCESS

In addition to formal scoping, the BLM and Forest Service are implementing collaborative outreach and will work closely with cooperating agencies and tribes. These efforts are summarized below. The BLM and Forest Service will continue to meet with interested agencies and organizations throughout the planning process, as appropriate, and will coordinate closely with partners.

1.6.1 Cooperating Agencies

A cooperating agency is any federal, state, or local government agency or Native American tribe that enters into a formal agreement with the lead federal agency to help develop an environmental analysis. More specifically, cooperating agencies and tribes "work with the BLM, sharing knowledge and resources, to achieve desired outcomes for public lands and communities within statutory and regulatory frameworks" (BLM 2005). The Forest Service defines collaboration as, "People working together to share knowledge and resources to describe and achieve desired conditions for NFS lands and for associated social, ecological, and economic systems in a plan area. Collaboration applies throughout the planning process, encompasses a wide range of external and internal relationships, and entails formal and informal processes" (Forest Service 2006). The benefits of enhanced collaboration among agencies in preparing NEPA analyses are:

- Disclosing relevant information early in the analytical process;
- Applying available technical expertise and staff support;
- Avoiding duplication with other federal, state, tribal, and local procedures; and
- Establishing a mechanism for addressing intergovernmental issues.

Each of the subregions invited local, state, federal, and tribal representatives to participate as cooperating agencies for their respective LUPA/EIS. **Table 1-7**, Great Basin Region Cooperating Agency Participation, and **Table 1-8**, Rocky Mountain Region Cooperating Agency Participation, provide the status of cooperating agency invitations as of April 2012. Agencies accepting invitations to be cooperating agencies sign a Memorandum of Understanding (MOU) with the BLM. The MOU outlines the interests, expertise, and jurisdictional responsibilities of both the agency and its cooperating agency partners and also outlines their respective roles and responsibilities in the planning and NEPA processes.

Cooperating agencies will be engaged throughout the planning process, including during alternatives development.

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Utah Subregion	
Beaver County Commission	
Box Elder County Commission	✓
Cache County Council	
Carbon County Commission	✓
Daggett County Commission	
Duchesne County Commission	✓
Dugway Proving Grounds	✓
Eastern Shoshone Business Council	✓
Emery County Commission	✓
Environmental Protection Agency	
Garfield County Commission	✓
Goshute Indian Tribe	✓
Governor's Public Lands Policy Coordination Office	✓
Grand County Council	✓
Hill Air Force Base	✓
Hopi Tribal Council	
Iron County Commission	✓

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Juab County Commission	
Kaibab Band of Paiute Indians	
Kane County Commission	
Millard County Commission	✓
Morgan County Commission	
Natural Resources Conservation Service	✓
Navajo Nation	
Navajo Utah Commission	
Northwest Band of Shoshone	
Paiute Tribe of Utah	
Piute County Commission	
Rich County Commission	✓
Sanpete County Commission	✓
Sevier County Commission	✓
Shoshone - Bannock Tribes	
Skull Valley Band of Goshute Indians	
Southern Ute Tribal Council	
Summit County Council	
Tooele Army Depot	
Tooele County Commission	✓
Uintah County Commission	✓
US Army	
US Fish and Wildlife Service	✓
US Forest Service	✓
US Navy	
Utah County Commission	✓
Utah Test and Training Range	
Ute Indian Tribe - Ute Tribe	
Ute Mountain Ute Tribe	
Wasatch County Council	
Wayne County Commission	✓
Weber County Commission	
Western Shoshone Tribal Council of the Te-Moak	
Western Shoshone	
White Mesa Ute Tribe	
Idaho/Southwestern Montana Subregion	
Adams County Commissioners	

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Bannock County Commissioners	
Bear Lake County Commissioners	
Beaverhead County Commissioners	✓
Beaverhead-Deerlodge National Forest	✓
Bingham County Commissioners	✓
Blaine County Commissioners	
Boise County Commissioners	
Boise National Forest	✓
Bonneville County Commissioners	
Bureau of Indian Affairs	
Bureau of Reclamation	
Butte County Commissioners	
Camas County Commissioners	
Canyon County Commissioners	
Caribou County Commissioner	
Cassia County Commissioners	✓
Clark County Commissioners	
Caribou-Targhee National Forest	✓
Craters of the Moon National Monument	✓
Custer County Commissioners	
Elmore County Commissioners	
Franklin County Commissioners	
Fremont County Commissioners	
Gem County Commissioners	
Gooding County Commissioners	
Idaho Association of Counties	✓
Idaho Department of Agriculture	
Idaho Department of Environmental Quality	
Idaho Department of Fish and Game	✓
Idaho Department of Lands	
Idaho Department of Parks and Recreation	
Idaho Department of Transportation	
Idaho Governor's Office of Species Conservation	✓
Idaho National Guard	✓
Jefferson County Commissioners	✓
Jerome County Commissioners	
Lemhi County Commissioners	✓

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Lincoln County Commissioners	
Madison County Commissioners	
Minidoka County Commissioners	
Mountain Home Air Force Base	
Natural Resources Conservation Service	✓
Nez Perce Tribe	
Oneida County Commissioners	
Owyhee County Commissioners	✓
Payette County Commissioners	
Power County Commissioners	✓
Salmon-Challis National Forest	✓
Sawtooth National Forest	✓
Shoshone-Paiute Tribe	
Shoshone-Bannock Tribe	
Teton County Commissioners	
Twin Falls County Commissioners	
USDA APHIS Plant Protection and Quarantine	
USDA APHIS Wildlife Services	
US Department of Energy (INL)	✓
US Fish and Wildlife Service	✓
USGS (Forest and Rangeland Ecosystem Science Center)	
Washington County Commissioners	
California/Nevada Subregion	
Battle Mountain Band Colony	
Churchill County	✓
County of Carson City	✓
Douglas County	
Duck Valley Shoshone-Paiute Tribe	
Duckwater Tribe	✓
Elko Band Colony	
Elko County	✓
Ely Shoshone Tribe	
Esmeralda County	✓
Eureka County	✓
Fallon Paiute Tribe	✓
Fort McDermitt Indian Reservation	
Humboldt County	✓

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Ibapah Goshute Tribe	✓
Lander County	
Lassen County	✓
Lincoln County	✓
Lovelock Colony	
Lyon County	
Mineral County	
Modoc County	✓
Natural Resources Conservation Service	
Nye County	✓
Office of the Governor	
Pershing County	
Pyramid Lake Paiute Tribe	
Reno-Sparks Indian Colony	
South Fork Band Colony	
State Department of Agriculture	
State Department of Conservation and Natural Resources	
State Division of Minerals	
State Department of Wildlife	✓
Storey County	
Summit Lake Paiute Tribe	✓
Susanville Indian Rancheria	✓
Te-Moak Tribe	
US Fish and Wildlife Service	✓
US Forest Service	✓
Walker River Tribe	✓
Washoe County	
Washoe Tribe	
Wells Band Colony	
White Pine County	✓
Winnemucca Indian Colony	
Yerington Tribe	
Yomba Shoshone Tribe	✓
Oregon Subregion	
Baker County Commissioners	
Bureau of Indian Affairs	

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Bureau of Reclamation	
Burns-Paiute Tribe	
Crook County Commissioners	✓
Deschutes County Commissioners	✓
Environmental Protection Agency	
Federal Energy Regulatory Commission	
Federal Highway Administration	
Gilliam County Commissioners	
Governor's Natural Resources Office	
Grant County Commissioners	
Harney County Commissioners	✓
Jefferson County Commissioners	
Klamath County Commissioners	
Klamath Tribe	
Lake County Commissioners	✓
Malheur County Commissioners	✓
Morrow County Commissioners	
Natural Resources Conservation Service	✓
Oregon Department of Agriculture	
Oregon Department of Economic Development	
Oregon Department of Energy	
Oregon Department of Environmental Quality	
Oregon Department of Fish and Wildlife	✓
Oregon Department of Forestry	
Oregon Department of Geology & Mineral Industries	
Oregon Department of Land Conservation/Development	
Oregon Department of Transportation	
Oregon Division of State Lands	
Oregon Water Science Center	
Oregon State Parks and Recreation Department	
Regional Environmental Officer (DOI)	
Sherman County Commissioners	
Umatilla County Commissioners	
Umatilla Tribe	
Union County Commissioners	
US Army Corps of Engineers	
US Attorney's Office	

Table 1-7
Great Basin Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
USDA Animal & Plant Health Inspection Service	
USDA Rural Development	
US Fish and Wildlife Service	✓
US Forest Service	
Wallowa County Commissioners	
Warm Springs Tribe	✓
Wasco County Commissioners	

Table 1-8
Rocky Mountain Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Colorado	
Arapaho National Wildlife Refuge	✓
Arapahoe/Roosevelt National Forest	
City of Fruita	
City of Glenwood Springs	
City of Grand Junction	
Colorado Department of Natural Resources	✓
Colorado Department of Transportation--State Office	✓
Colorado Department of Transportation--Region 3	✓
Colorado Department of Wildlife	✓
Colorado Oil and Gas Commission	✓
Colorado Parks and Wildlife--Meeker	✓
Colorado Parks and Wildlife--Glenwood Springs	✓
Colorado Parks and Wildlife--Hot Sulphur Springs	✓
Colorado Parks and Wildlife--Steamboat Springs	✓
Colorado Public Utilities Commission	
Colorado Division of Reclamation Mining and Safety	✓
Colorado River Water Conservation District	
Colorado State Historic Preservation Officer	
Colorado Water Conservation Board	
Colorado Water Science Center	
Colorado Air Pollution Control Division	
Denver Water Board	✓
Dinosaur National Monument	

Table 1-8
Rocky Mountain Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Eastern Shoshone Tribe--Wind River Reservation	
Federal Railway Administration Region 6 HQ	
Garfield County Board of Commissioners	✓
Eagle County Board of Commissioners	
Grand County Board of Commissioners	✓
Jackson County Board of Commissioners	✓
Juniper Water Conservancy District	
Medicine Bow Routt National Forest	✓
Mesa County Board of Commissioners	✓
Moffat County Board of Commissioners	✓
Natural Resource Conservation Service State Office	✓
Natural Resource Conservation Service Kremmling Field Office	✓
Natural Resource Conservation Service Walden Field Office	✓
Northern Arapaho Tribe	
Northern Cheyenne Tribe	
Northern Colorado Water Conservancy District	
Office of Surface Mining Reclamation and Enforcement	✓
Routt County Board of Commissioners	
Southern Ute Indian Tribe	
Summit County Board of Commissioners	
Town of Craig	
Town of Debeque	
Town of Eagle	
Town of Gypsum	
Town of Hayden	
Town of Hot Sulphur Springs	
Town of Kremmling	
Town of Meeker	✓
Town of New Castle	
Town of Oak Creek	
Town of Palisade	
Town of Parachute	
Town of Rangely	
Town of Rifle	
Town of Silt	

Table 1-8
Rocky Mountain Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
Town of Steamboat Springs	
Town of Walden	
Town of Yampa	
US Army Corp of Engineers	
US Bureau of Reclamation	
US EPA NEPA Program	
US Fish and Wildlife Service	✓
US Geographical Survey	
Ute Indian Tribe--Uintah and Ouray Reservation	
Ute Mountain Ute Tribe	
White River and Douglas Creek Conservation Districts	✓
White River National Forest	
Wyoming	
Carbon County Predator Management Damage	
City of Laramie	✓
City of Rawlins	✓
Crook County Commissioners	✓
Lincoln CD	✓
Lincoln County	
Lingle-Fort Laramie CD	
Little Snake River CD	
Medicine Bow CD	✓
Natrona County Commissioners	
Office of Surface Mining	
Platte County Commissioner	
Saratoga-Encampment-Rawlins CD	✓
South Goshen CD	✓
Sublette County	
Sublette County CD	✓
Sweetwater County CD	✓
Sweetwater County Commissioners	✓
U.S. Fish & Wildlife Service	✓
Uinta County CD	✓
Uinta County Commissioners	✓
USDA Forest Service	✓
USDA Wildlife Services	
Weston County Natural Resource District	

Table 1-8
Rocky Mountain Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
WY Department of AG	✓
WY DEQ	✓
WY Game & Fish	✓
WY Governor's Office	✓
WY Pipeline Authority	✓
WY State Historic Preservation Office	
Western Area Power Administration	✓
Montana/Dakotas	
Anaconda-Deer Lodge Commissioners	
Beaverhead County Commissioner	✓
Beaverhead - Deerlodge National Forest	✓
Bowman County Commissioners	✓
Broadwater County Commissioner	
Bureau of Indian Affairs	
Bureau of Indian Affairs Great Plains	
Bureau of Reclamation Montana	
Bureau of Reclamation North Dakota	
Butte-Silver Bow Commissioners	
Cascade County Commissioners	
Chains Butte Cooperative State Grazing District (CSGD)	✓
Chouteau County Commissioners	
Crooked Creek CSGD	
Department of Environmental Quality	
Department of Natural Resources and Conservation	✓
Fergus County Commissioners	✓
Golden Valley County Commissioners	
Grass Range and Flatwillow CSGD	
Indian Butte CSGD	✓
Jefferson County Commissioner	
Judith Basin County Commissioners	✓
Lewis and Clark County Commissioners	
Meagher County Commissioners	
Montana Department of Natural Resources and Conservation	
Montana Fish, Wildlife and Parks	✓
Montana State Historic Preservation Office	
National Park Service, Intermountain Region	
North Dakota State Land Department	
North Dakota Department of Agriculture	✓

Table 1-8
Rocky Mountain Region Cooperating Agency Participation

Agencies and Tribes Invited to be Cooperators	Accepted as of April 2012
North Dakota Department of Health	
North Dakota Game and Fish Department	✓
North Dakota Geological Survey	
North Dakota Governor's Office	
North Dakota Industrial Commission	
North Dakota Public Services Commission	
North Dakota State Historic Preservation Office	
North Dakota State Historical Society	
North Dakota State Water Commission	
Pondera County Commissioners	
Slope County Commissioners	✓
Teton County Commissioners	
Theodore Roosevelt National Park	
US BOR, Great Plains Region, Montana Area Office	
USDA, ARS, US Sheep Experiment Station	
USDA NRCS Fort Benton Service Center	
USDA NRCS Bowman/Slope Conservation District	✓
USDA NRCS Lewistown Service Center	✓
USDA NRCS North Dakota State Conservationist	
USDA NRCS Winnett Service Center	
USDA NRCS Stanford Service Center	
USDA NRCS White Sulphur Springs Service Center	
US Department of Energy, Idaho Operations Office	
US Environmental Protection Agency, Region 8	
US EPA Montana Operations	
US Fish and Wildlife Service	✓
US Forest Service	✓
USFWS Charles M. Russell National Wildlife Refuge	
Weede CSGD	
Williams Coulee CSGD	
Winnett CSGD	

1.6.2 Collaboration and Consultation with Tribes

The BLM has initiated consultation with tribes that are identified as having interests or Traditional Cultural Properties in each of the subregion planning areas. Consultation will be that required by the National Historic Preservation Act and the American Indian Religious Freedom Act. The identified tribes to be consulted are provided in **Table 1-9**, Great Basin Region Tribal Consultation, and **Table 1-10**, Rocky Mountain Region Tribal Consultation.

Table 1-9
Great Basin Region Tribal Consultation

Utah Subregion
Eastern Shoshone Business Council
Goshute Indian Tribe
Hopi Tribal Council
Kaibab Band of Paiute Indians
Navajo Nation
Navajo Utah Commission
Northwest Band of Shoshone
Paiute Tribe of Utah
Shoshone-Bannock Tribes
Skull Valley Band of Goshute Indians
Southern Ute Tribal Council
Ute Indian Tribe-Ute Business Committee
Ute Mountain Ute Tribe
Western Shoshone Tribal Council of the Te-Moak
White Mesa Ute Tribe
Idaho/Southwestern Montana Subregion
Blackfeet Tribe
Eastern Shoshone Tribe
Nez Perce Tribe
Salish-Kootenai Tribe
Shoshone-Bannock Tribes
Shoshone-Paiute Tribes
California/Nevada Subregion
Battle Mountain Band Colony
Duck Valley Shoshone Paiute Tribe
Duckwater Tribe
Elko Band Colony
Ely Shoshone Tribe
Fallon Paiute Tribe
Fort McDermitt Indian Reservation
Greenville Rancheria
Hanylekim Maidu
Ibapah Goshute Tribe
Lovelock Colony
Pit River Tribe
Pyramid Lake Paiute Tribe
Reno-Sparks Indian Colony
South Fork Band Colony
Summit Lake Paiute Tribe
Susanville Indian Rancheria
Te-Moak Tribe
Walker River Tribe

Table 1-9
Great Basin Region Tribal Consultation

Washoe Tribe of Nevada and California
Wells Band Colony
Winnemucca Indian Colony
Yerington Tribe
Yomba Shoshone Tribe
Oregon Subregion
Burns-Paiute Tribe
Klamath Tribe
Umatilla Tribe
Warm Springs Tribe

Table 1-10
Rocky Mountain Region Tribal Consultation

Colorado
Eastern Shoshone Tribe
Northern Arapaho Tribe
Northern Cheyenne Tribe
Southern Ute Indian Tribe
Ute Indian Tribe (Uintah & Ouray Reservation)
Ute Mountain Ute Tribe
Wyoming
Blackfeet
Cheyenne River Sioux
Crow
Crow Creek Sioux
Eastern Shoshone Tribe
Ft. Peck Assiniboine/Sioux
Lower Brule Sioux
Nez Perce
Northern Arapahoe Tribe
Northern Cheyenne
Northern Ute
Oglala Lakota
Oglala Sioux
Rosebud Sioux
Santee Sioux
Shoshone-Bannock
Sisseton-Wahpeton Oyate
Standing Rock Sioux
Three Affiliated Tribes – Mandan, Hidatsa and Arikara Nation
Yankton Sioux

Table 1-10
Rocky Mountain Region Tribal Consultation

Montana/Dakotas
Blackfeet Tribal Business Council
Chippewa Cree Tribe
Confederated Salish and Kootenai Tribes
Eastern Shoshone Tribe of the Wind River Reservation
Fort Belknap Agency
Ft. Peck Tribes
Lower Sioux Indian Community
Nez Perce Tribe
Shoshone-Bannock Tribes
Spirit Lake Sioux Tribe
Standing Rock Sioux Tribe
Three Affiliated Tribes: Mandan, Hidatsa, and Arikara
Turtle Mountain Band of Chippewa

Two written comments were received from tribal agencies during the scoping period. Government-to-government consultation will continue throughout the LUPA/EIS process to ensure that the concerns of tribal groups are considered in development of each of the LUPAs.

1.7 METHOD OF COMMENT COLLECTION AND ANALYSIS

All written submissions received on or before March 23, 2012, were evaluated and are documented in this Scoping Summary Report. All comments received during the LUPA process will be considered in alternative formulation and project planning.

A total of 585 unique written submissions for the Great Basin Region and 272 unique written submissions for the Rocky Mountain Region were received during the public scoping period. Submissions resulted in a total of 7,472 unique comments. These numbers include comments received by both regions,. The most common format used for submissions was electronic mail. Submissions were also hand-delivered to the BLM or Forest Service, mailed via US mail, faxed, or comment forms were completed at the public scoping meetings.

In addition to unique submissions, letter campaigns from non-profit organizations and individuals resulted in form letter submissions for a number of topics. Details of form letter submission are included in **Appendix B,** List of Commenters. Letters that represented slight variations of the form letter without significant additional information were treated as form letters. When significant unique comments were added to the form letter, these comments were entered into the comment-tracking database. In total, 30,397 form letters were received based on 14 different form letters. Out of the 14 different form letters, 10 were submitted by between 2 and 400 people. The remaining four

letters were submitted by more substantial numbers of people; the letter campaign by form letters is not included in the calculations of affiliation and geographic location percentages.

A list of commenters who submitted comments on or before March 23, 2012, and the dates of submittal are provided in **Appendix B**, List of Commenters. The comment forms provided instructions for requesting confidentiality and for withholding individual names or addresses from public review or from disclosure under the Freedom of Information Act. Four comments were submitted anonymously.

To ensure that public comments were properly registered and that none were overlooked, a multi-phase management and tracking system was used. First, written submissions were given a unique identifier and logged. Each submission was then reviewed and individual comments extracted. Each substantive comment was reviewed to determine if it pertained to an issue which will be resolved though the current planning effort and assigned to one of four planning classifications as follows:

1. General comments related to the RMPA;
2. Issues that will be addressed through BLM policy or administrative action (National and BLM policy);
3. Issues that are beyond the scope of this RMPA that will be considered but not addressed; and.
4. Planning Issues related to the project.

All comments within category four above were further classified by planning issue category as described in detail in **Chapter 2**, Comment Summary. Comments were next entered into the Public Input and Comment Tracking database for analysis.

CHAPTER 2
COMMENT SUMMARY

2.1 RANGE-WIDE PLANNING AREA

Comment analysis for the range-wide planning area, below, includes all comments received, including comments specific to each region and subregion, comments related to all regions, and comments that did not specify a region or sub-region of interest. It should be noted that the majority of comments received did not specify a particular subregion.

Commenters by Affiliation

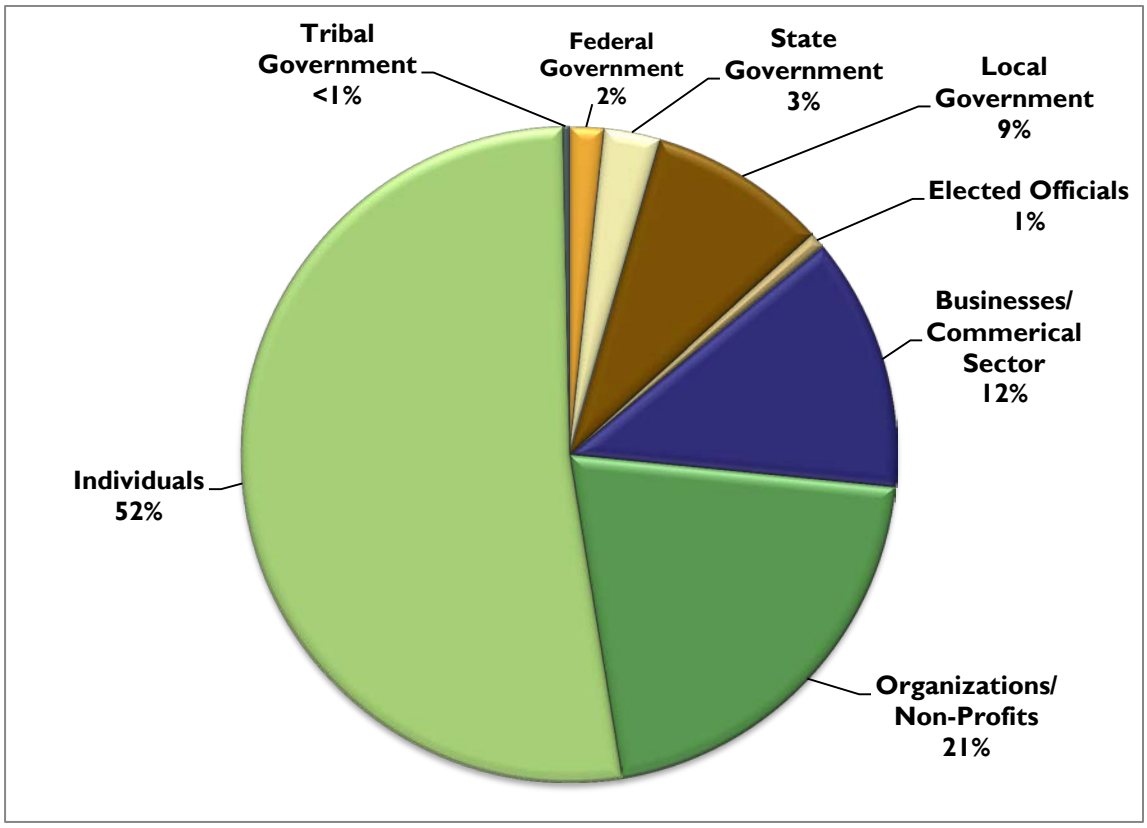
All submissions received were categorized by affiliation of the commenter. **Table 2-1** and **Figure 2-1**, Range-Wide Planning Area Commenters by Commenter Affiliation, show the number and proportion of commenters by affiliation. Letters on business, agency, or organization letterhead or letters where the commenter signed using an official agency title were considered to represent that organization or agency. All other letters were considered to represent individuals. Members of the general public comprised 52 percent of the commenters, representatives from the commercial sector accounted for 13 percent, and non-profit or citizen groups represented 21 percent. Federal government agencies represented 2 percent of commenters, state government agencies 2 percent, and local government agencies 9 percent. Note that these calculations do not include submissions of form letters. In addition, some commenters made multiple submissions, and some letters had more than one signatory, therefore the total for commenters by affiliation is not equal to the total letter submissions.

Table 2-1
Range-Wide Planning Area
Commenters by Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	86	13%
Federal	*11*	*2%*
State	*18*	*3%*
Local	*57*	*9%*
Elected Officials	5	1%
Educational Institutions	0	0%
Commercial Sector/Businesses	81	12%
Organizations/ Non-profits	135	21%
Individuals	338	52%
Tribal Government	2	<1%
Total	**647**	**100%**

[1]Calculations do not include form letters.

Figure 2-1
Range-Wide Planning Area
Commenters by Commenter Affiliation



Commenters by Geographical Area

Table 2-2 and **Figure 2-2**, Range-Wide Planning Area Commenters by Geographic Area, show the number and proportion of commenters by their geographic location. A total of 47 percent were from within the Great Basin planning area, and 18 percent were from within the Rocky Mountain Planning Area. The remaining commenters were either outside the planning area (five percent) or did not indicate a geographic origin (30 percent). Note that these calculations do not include submissions of form letters. In addition, some commenters made multiple submissions, and some letters had more than one signatory, therefore the total for commenters by geographic area is not equal to the total letter submissions.

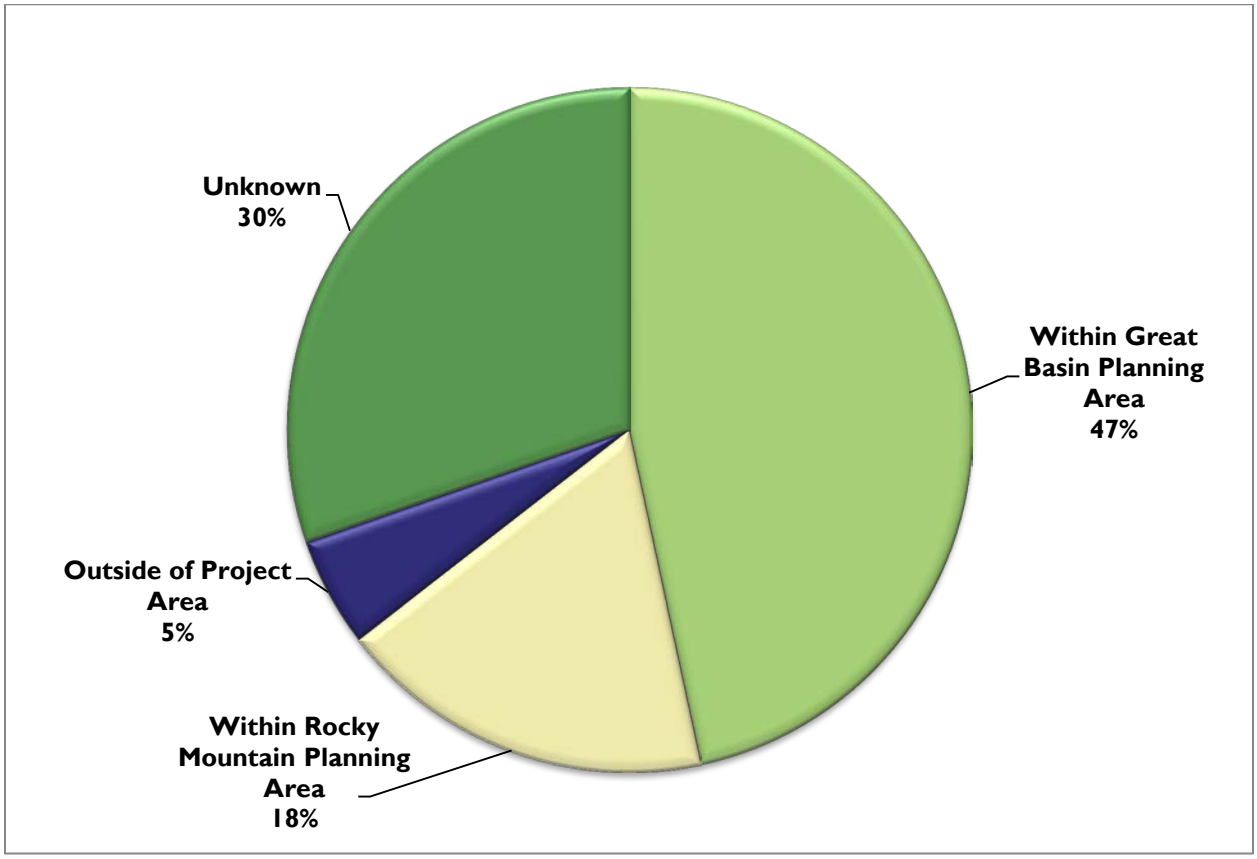
Table 2-2
Range-Wide Planning Area
Commenters by Geographic Area[1]

Location	Number of Commenters	Percentage of Total Commenters
Within Great Basin Region	498	47%
Within Rocky Mountain Region	191	18%
Outside of the Planning Area	55	5%
Unknown	324	30%
Total	***1,068***	***100%***

[1]Calculations do not include form letters.

some commenters submitted comments to both the Rocky Mountain and Great Basin Regions.

Figure 2-2
Range-Wide Planning Area
Commenters by Geographic Area[1]



Number of Comments by Agency

Table 2-3, Range-Wide Planning Area Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 7,472 comments received, 1,003 (13 percent) were addressed to the BLM, and 101 (one percent) were addressed to the Forest Service. The remaining 6,368 (85 percent) did not specify an agency or were addressed to both agencies.

Table 2-3
Range-Wide Planning Area
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	1,003	13%
Forest Service	101	1%
Both Agencies	6,368	86%
Total Comments	***7,472***	***100%***

Number of Comments by Process Category

Table 2-4, Range-Wide Planning Area Comments by Issue or Other Category, shows the number of comments on issues raised that will or will not be addressed in the EISs. Of the 7,472 comments received, 5,129 (71 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. It should be noted that some comments addressed multiple planning issues. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. In addition, 2,122 comments (29 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining comments were and issues that will be resolved through national policy or administrative action (107 comments, 50 percent of comments on issues that will not be addressed), and issues beyond the scope of the EISs (109 comments, 50 percent of comments on issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-4
Range-Wide Planning Area
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	5,129	71%
General project planning issues	2,122	29%
Total Comments Addressed	***7,251***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	107	50%
Issues outside the scope of the EISs	109	50%
Total Comments not Addressed	***216***	***100%***

Number of Comments by Planning Issue Category

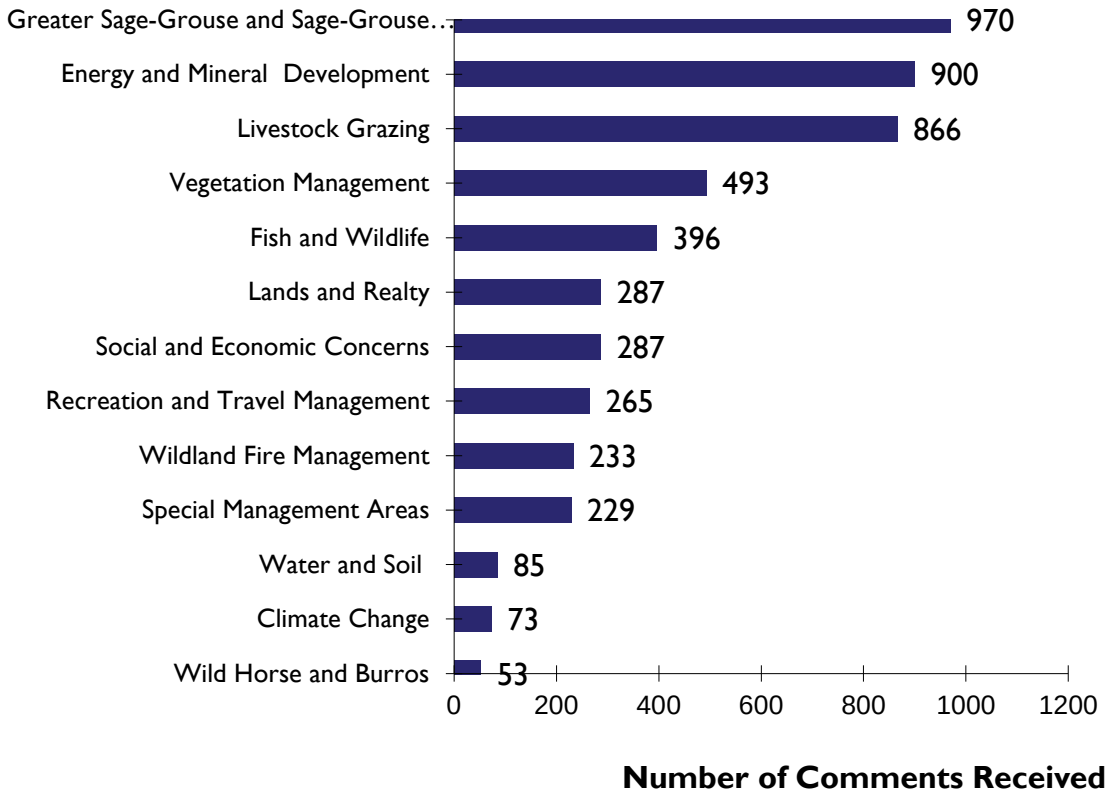
Table 2-5 and **Figure 2-3**, Range-Wide Planning Area Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received by planning issue category. The BLM received 5,129 planning issue comments and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-5
Range-Wide Planning Area
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Greater sage–grouse and sage-grouse habitat	970	19%
Energy and mineral development	900	18%
Livestock grazing	866	17%
Vegetation management	493	10%
Fish and wildlife	396	8%
Lands and realty	287	6%
Social, and economic, and environmental justice considerations	287	6%
Recreation and travel management	265	5%
Wildland fire management	233	5%
Special management areas	229	4%
Water and soils	85	2%
Drought management and climate change	73	1%
Wild horse and burros	53	1%
Total	***5,137***	***100%***

Figure 2-3
Range-Wide Planning Area
Number of Individual Comments per Planning Issue Category



2.2 GREAT BASIN REGION

Details are provided below for submissions and comments specific to the Great Basin region and all Great Basin sub-regions. All comments below are also included in totals for the range-wide planning area, above. It should be noted that some letters were submitted to both the Great Basin and Rocky Mountain regions; therefore, the total for each region and sub-region may not accurately represent the range-wide total.

Commenters by Affiliation

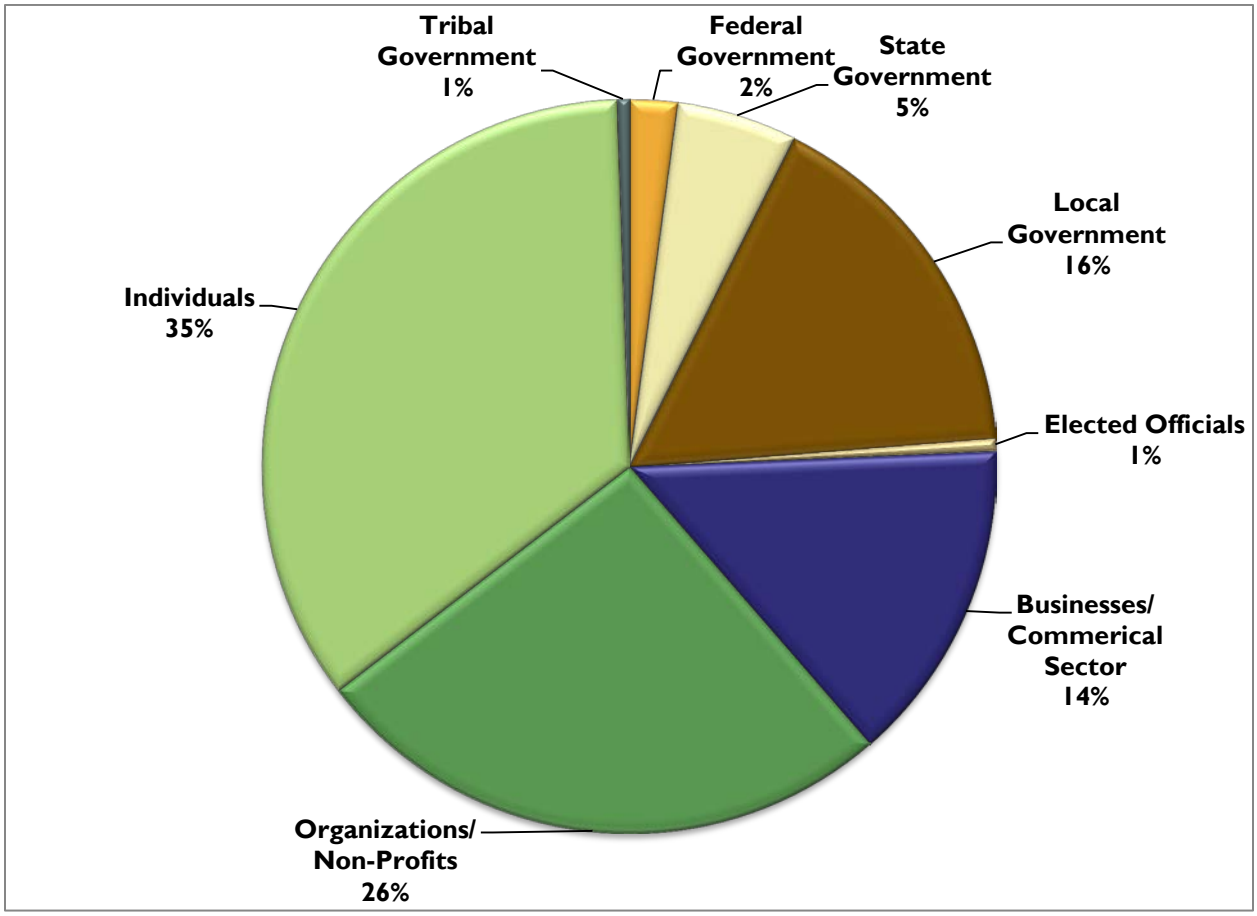
Table 2-6 and **Figure 2-4**, Great Basin Planning Area Commenters by Affiliation, show the number and proportion of commenters from each type of affiliation for submissions within the Great Basin region. Members of the general public provided 35 percent of the comments received during the scoping period, representatives from the commercial sector accounted for 14 percent, and non-profit or citizen groups represented 26 percent. Federal government agencies represented two percent of commenters, state government agencies five percent, and local government agencies 16 percent.

Table 2-6
Great Basin Planning Area
Commenters by Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	45	23%
Federal	4	2%
State	10	5%
Local	31	16%
Elected Officials	1	1%
Educational Institutions	0	0%
Commercial Sector/Businesses	27	14%
Organizations/Non-profits	49	26%
Individuals	66	35%
Tribal Government	1	1%
Total	***189***	***100%***

[1]Calculations do not include form letters.

Figure 2-4
Great Basin Region
Commenters by Affiliation[1]



Commenters by Geographical Area

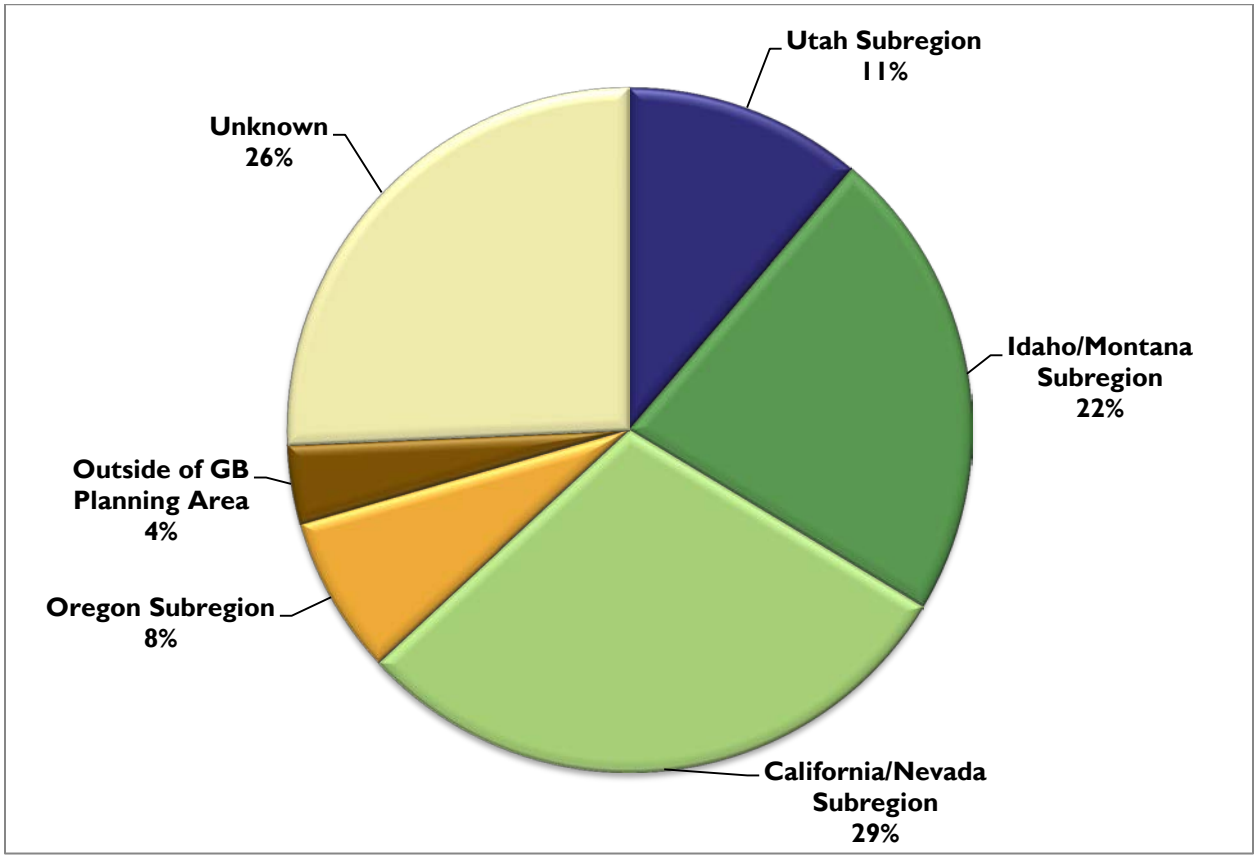
Table 2-7 and **Figure 2-5**, Great Basin Planning Area Commenters by Geographic Area, show the number and proportion of commenters who submitted comments specific to the Great Basin region by their geographic location. A total of 11 percent were from the Utah subregion, 22 percent from the Idaho/Southwestern Montana subregion, 29 percent from the California/Nevada subregion, and 7 percent from the Oregon subregion. The remaining commenters who submitted comments specific to the Great Basin Region reside outside the planning area (4 percent) or did not indicate their location (26 percent).

Table 2-7
Great Basin Planning Area
Commenters by Geographic Area[1]

Location	Number of Commenters	Percentage of Total Commenters
Utah Subregion	24	11%
Idaho/Southwestern Montana Subregion	48	22%
California/Nevada Subregion	63	29%
Oregon Subregion	16	7%
Outside Great Basin planning area	8	4%
Unknown	55	26%
Total	***214***	***100%***

[1]Calculations do not include form letters.

Figure 2-5
Great Basin Planning Area
Commenters by Geographic Area[1]



Number of Comments by Agency

Table 2-8, Great Basin Planning Area Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 1,023 comments specific to the Great Basin Region, 48 (five percent) were addressed to the BLM, and six (one percent) were addressed to the Forest Service. The remaining 969 (95 percent) did not specify an agency or were addressed to both agencies.

Table 2-8
Great Basin Planning Area
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	48	4.5%
Forest Service	6	.5%
Both Agencies	969	95%
Total Comments	***1,023***	***100%***

Number of Comments by Process Category

Table 2-9, Great Basin Planning Area Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 1,023 comments specific to the Great Basin Region, 733 (74 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. It should be noted that some comments addressed multiple planning issues. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. In addition, 256 comments (26 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining comments were related to issues beyond the scope of the EISs (59 percent of comments on issues that will not be addressed) and issues that to be resolved through national policy or administrative action (41 percent of issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-9
Great Basin Planning Area
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	733	74%
General project planning issues	256	26%
Total Comments Addressed	***989***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	14	41%
Issues outside the scope of the EISs	20	59%
Total Comments not Addressed	***34***	***100%***

Number of Comments by Planning Issue Category

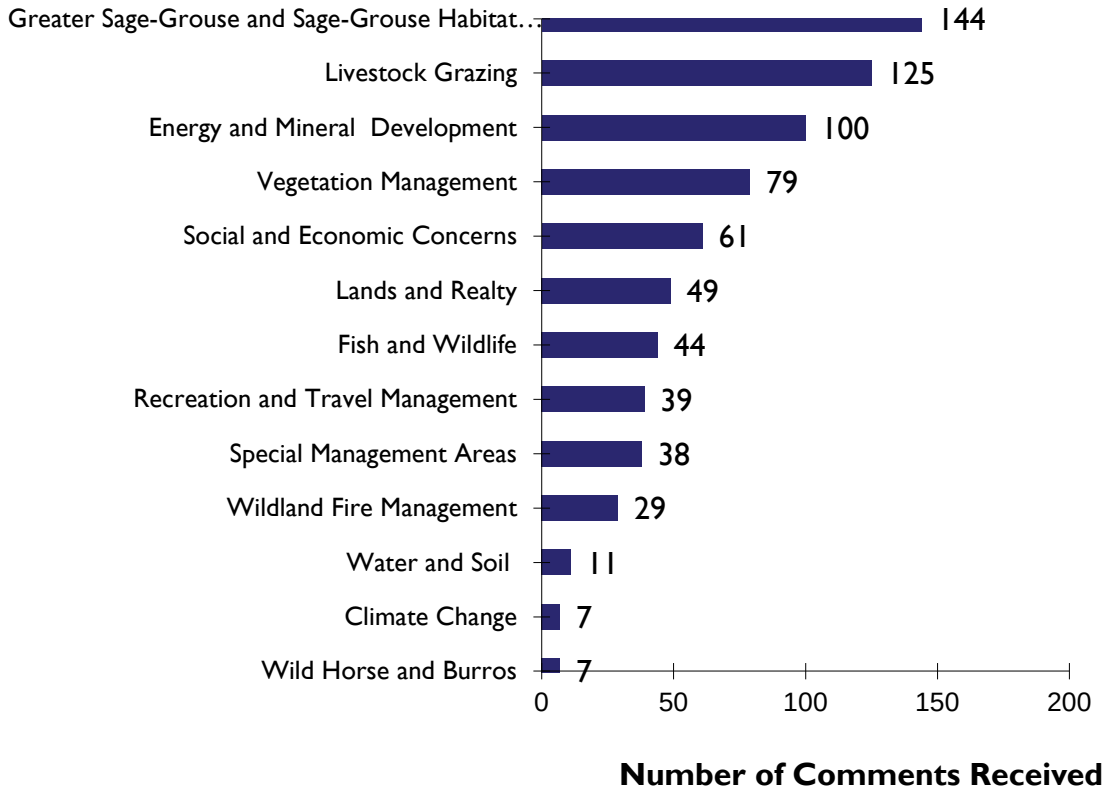
Table 2-10 and **Figure 2-6**, Great Basin Planning Area Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Great Basin Region by planning issue category. The BLM and Forest Service received 989 planning issue comments and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-10
Great Basin Planning Area
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Greater sage-grouse and sage-grouse habitat	144	20%
Livestock grazing	125	17%
Energy and mineral development	100	14%
Vegetation management	79	11%
Social, economic, and environmental justice considerations	61	8%
Lands and realty	49	7%
Fish and wildlife	44	6%
Recreation and travel management	39	5%
Special management areas	38	5%
Wildland fire management	29	4%
Water, soil, and riparian areas	11	2%
Drought management and climate change	7	1%
Wild horse and burros	7	1%
Total	**733**	**100%**

Figure 2-6
Great Basin Planning Area
Number of Individual Comments per Planning Issue Category



2.2.1 Utah Subregion

Details are provided below for submissions and comments specific to the Utah subregion. All comments below are also included in totals for the range-wide planning area and Great Basin Region, above.

Commenters by Affiliation

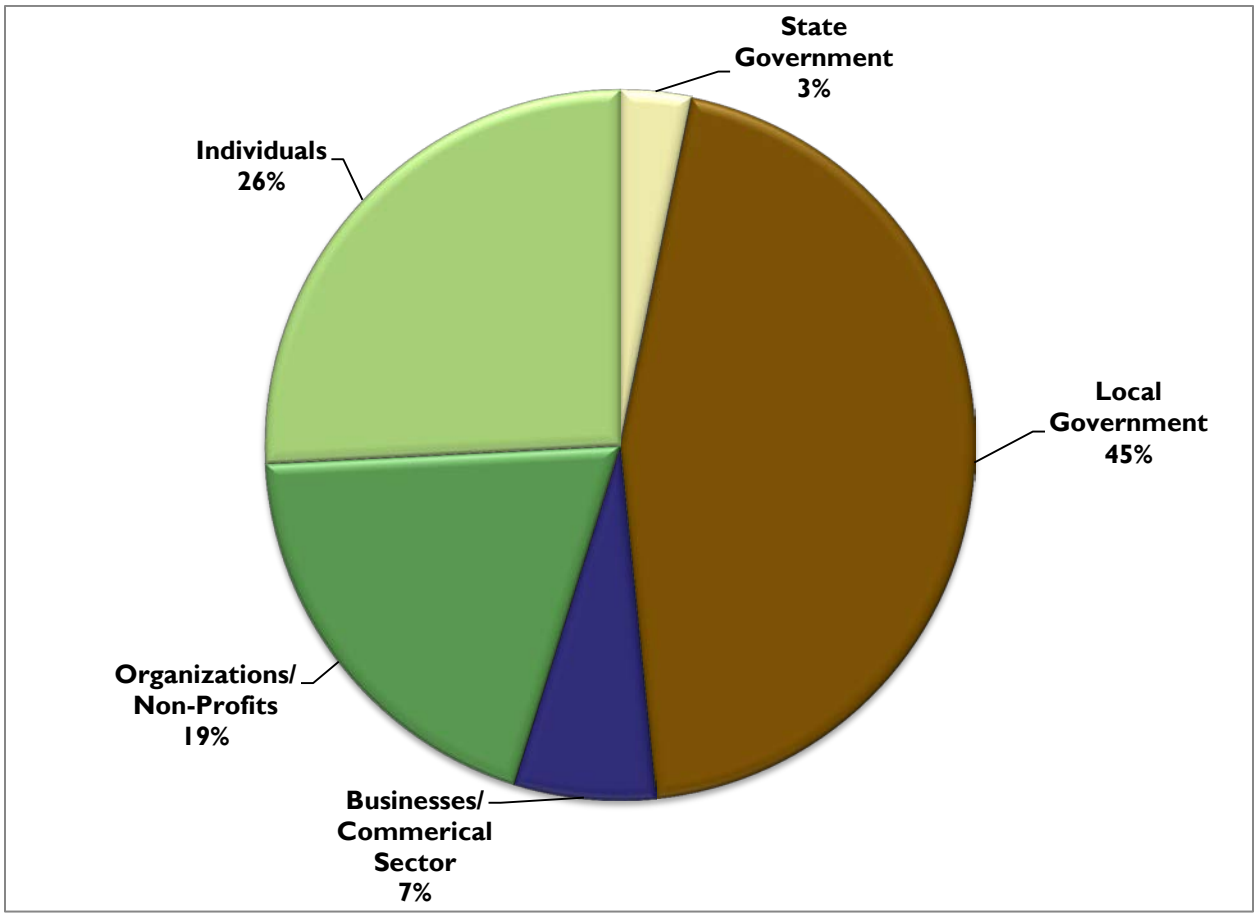
Table 2-11 and **Figure 2-7**, Utah Subregion Commenters by Affiliation, shows the number and proportion of commenters from each type of affiliation for submissions specific to the Utah subregion. Members of the general public represented 48 percent of the comments during the scoping period, representatives from the commercial sector accounted for six percent, and non-profit or citizen groups represented 19 percent. Federal government agencies submitted no comments, state government agencies represented one percent of commenters, and local government agencies 45 percent.

Table 2-11
Utah Subregion
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	15	48%
Federal	*0*	*0%*
State	*1*	*3%*
Local	*14*	*45%*
Elected Officials	0	0%
Educational Institutions	0	0%
Commercial Sector/Businesses	2	6%
Organizations/Non-profits	6	19%
Individuals	8	26%
Tribal Government	0	0%
Total	**31**	**100%**

[1]Calculations do not include form letters.

Figure 2-7
Utah Subregion
Commenters by Affiliation



Number of Comments by Agency

Table 2-12, Utah Subregion Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 152 comments addressed specifically to Utah, four (three percent) were addressed to the BLM, and none were addressed to the Forest Service. The remaining 148 (97 percent) did not specify an agency or were addressed to both agencies.

Table 2-12
Utah Subregion
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	4	3%
Forest Service	0	0%
Both Agencies	148	97%
Total Comments	***152***	***100%***

Number of Comments by Process Category

Table 2-13, Utah Subregion Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 150 comments received, 94 (63 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 56 comments (37 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining two comments covered issues that will be resolved through national policy or administrative action or issues outside of the scope of the EIS. See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-13
Utah Subregion
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	94	63%
General project planning issues	56	37%
Total Comments Addressed	***150***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	1	50%
Issues outside the scope of the EISs	1	50%
Total Comments not Addressed	***2***	***100%***

Number of Comments by Planning Issue Category

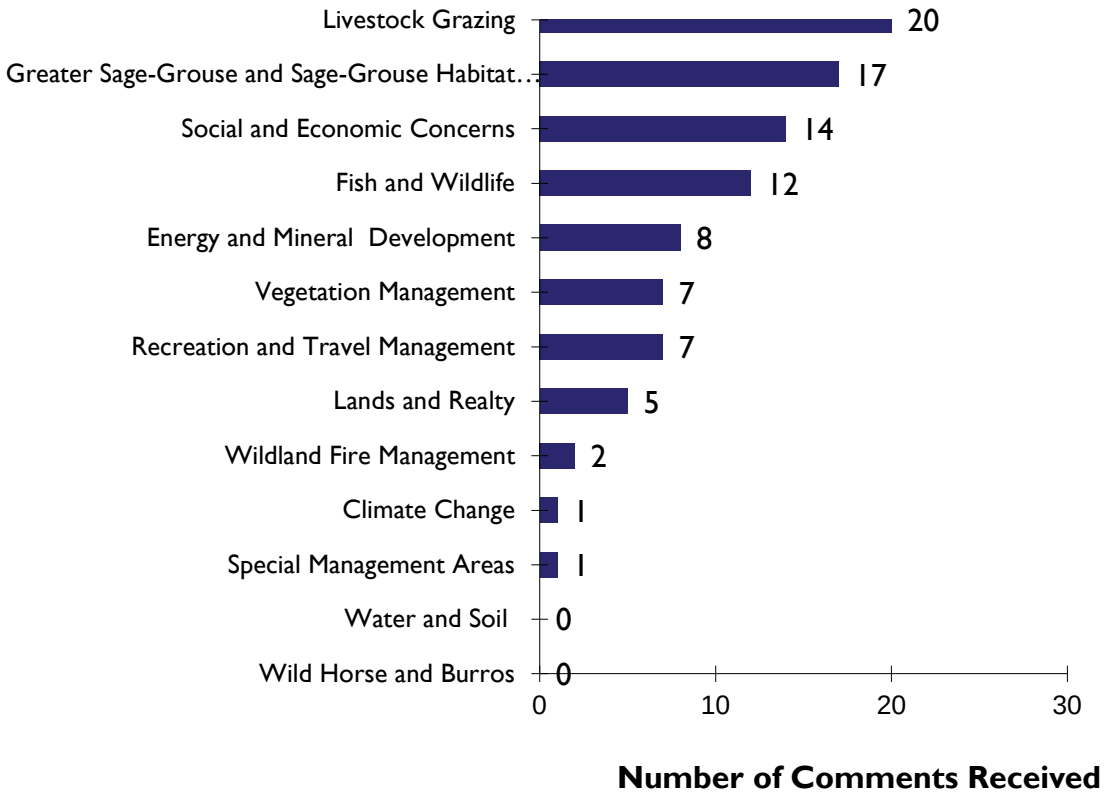
Table 2-14 and **Figure 2-8**, Utah Subregion Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Utah subregion by planning issue category. The BLM and Forest Service received 56 planning issue comments and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-14
Utah Subregion
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Livestock Grazing	20	21%
Greater Sage-Grouse and Sage-Grouse Habitat Management	17	18%
Social, Economic, and Environmental Justice Concerns	14	15%
Fish and Wildlife	12	13%
Energy and Mineral Development	8	9%
Vegetation Management	7	7%
Recreation and Travel Management	7	7%
Lands and Realty	5	5%
Wildland Fire Management	2	2%
Drought Management and Climate Change	1	1%
Special Management Areas	1	1%
Water and Soil	0	0%
Wild Horse and Burros	0	0%
Total	**94**	**100%**

Figure 2-8
Utah Subregion
Number of Individual Comments per Planning Issue Category



2.2.2 Idaho/Southwestern Montana Subregion

Details are provided below for submissions and comments addressed specifically to the Idaho/Southwestern Montana subregion. All comments below are also included in totals for the range-wide planning area and the Great Basin Region, above.

Commenters by Affiliation

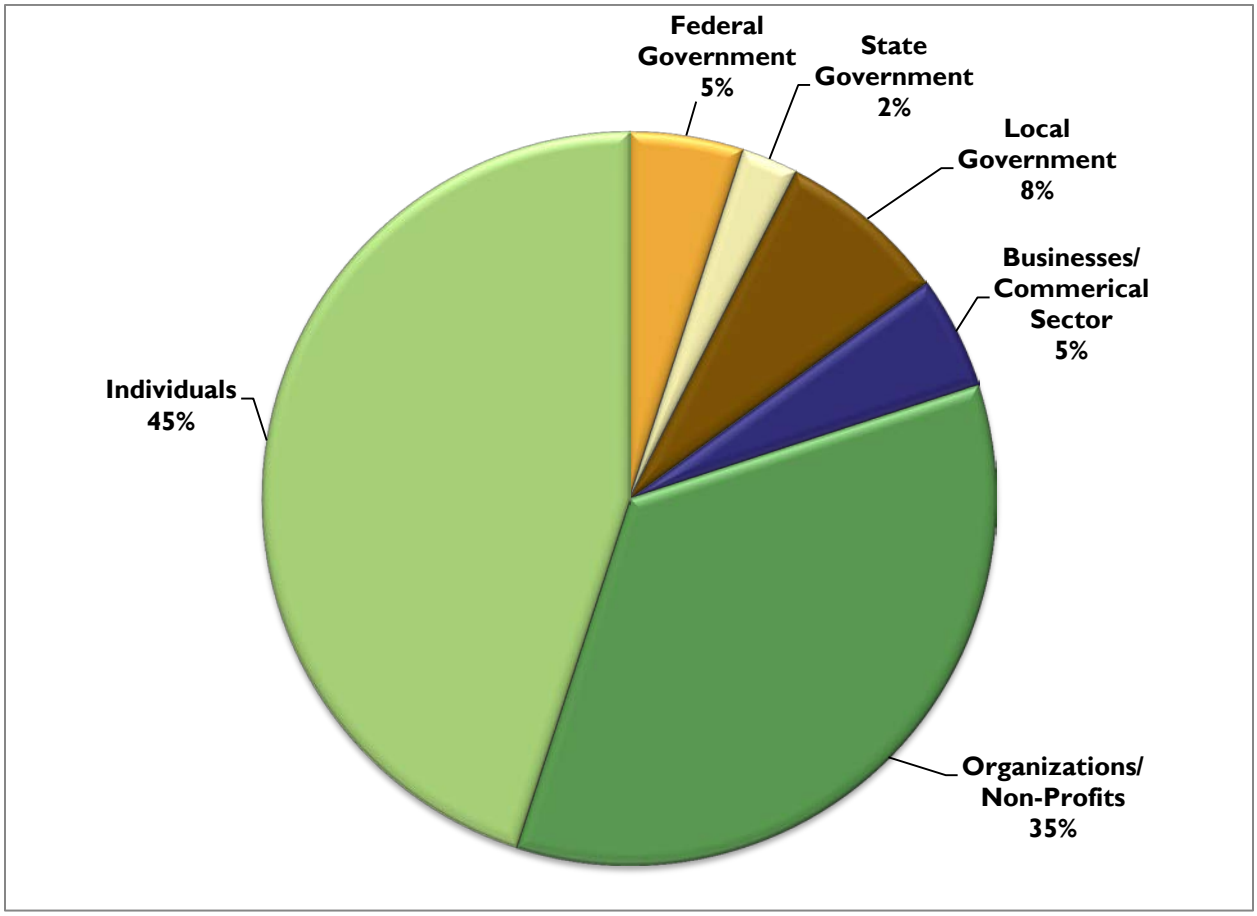
Table 2-15 and **Figure 2-9**, Idaho/Southwestern Montana Subregion Commenter Affiliation, show the number and proportion of commenters from each type of affiliation for submissions addressed specifically to the Idaho/Southwestern Montana subregion. Members of the general public represented 48 percent of the commenters for Idaho/Montana during the scoping period, representatives from the commercial sector accounted for five percent, and non-profit or citizen groups represented 35 percent. Federal government agencies represented five percent of commenters, state government agencies three percent, and local government agencies eight percent.

Table 2-15
Idaho/Southwestern Montana Subregion
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	6	15%
Federal	*2*	*5%*
State	*1*	*3%*
Local	*3*	*8%*
Elected Officials	0	0%
Educational Institutions	0	0%
Commercial Sector/Businesses	2	5%
Organizations/Non-profits	14	35%
Individuals	18	45%
Tribal Government	0	0%
Total	***40***	***100%***

[1]Calculations do not include form letters.

Figure 2-9
Idaho/Southwestern Montana Subregion
Commenter Affiliation



Number of Comments by Agency

Table 2-16, Idaho/Southwestern Montana Subregion Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 159 comments received, 28 (18 percent) were addressed to the BLM, and one was addressed to the Forest Service. The remaining 130 (82 percent) did not specify an agency or were addressed to both agencies.

Table 2-16
Idaho/Southwestern Montana Subregion
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	28	18%
Forest Service	1	0%
Both Agencies	130	82%
Total Comments	***159***	***100%***

Number of Comments by Process Category

Table 2-17, Idaho/Southwestern Montana Subregion Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 152 comments received that will be addressed in the planning process, 105 (69 percent) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 47 comments (31 percent) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. In addition, seven total comments specific to the Idaho/Southwestern Montana subregion were received that would not be addressed in the EISs. See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-17
Idaho/Southwestern Montana Subregion
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	105	69%
General project planning issues	47	31%
Total Comments Addressed	***152***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	2	29%
Issues outside the scope of the EISs	5	71%
Total Comments not Addressed	***7***	***100%***

Number of Comments by Planning Issue Category

Table 2-18 and **Figure 2-10,** Idaho/Southwestern Montana Subregion Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Idaho/Southwestern

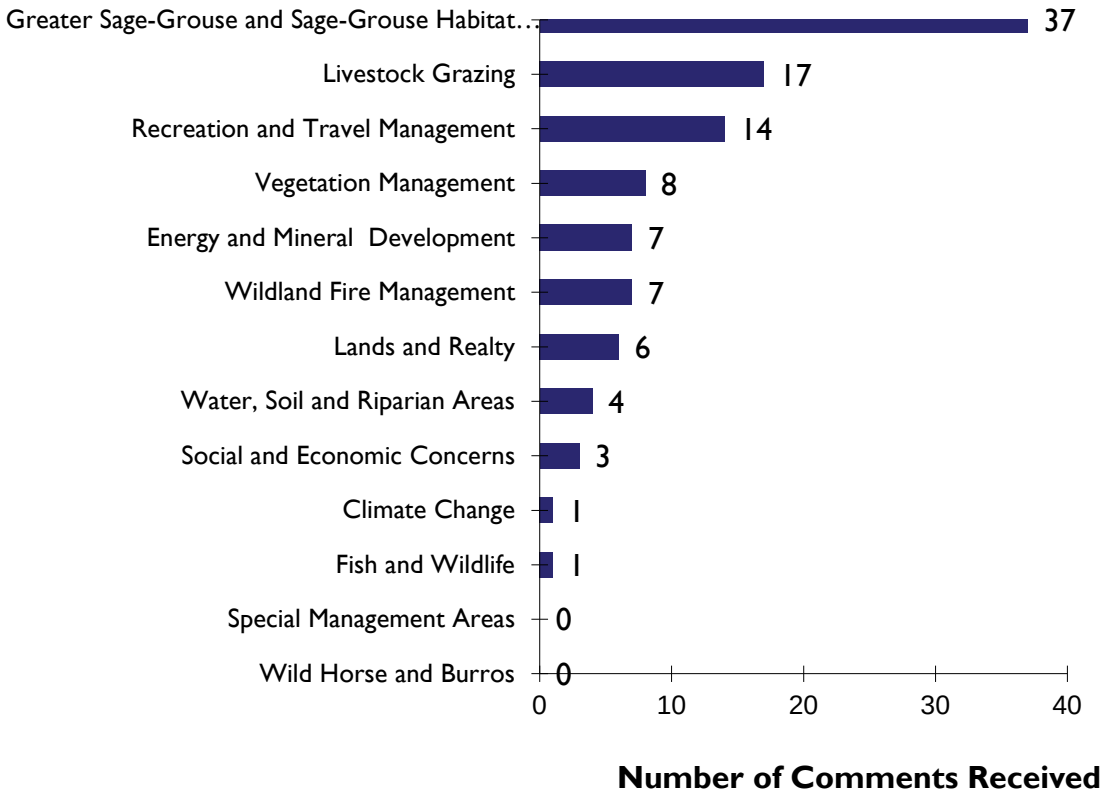
Montana subregion by planning issue category. The BLM and Forest Service received 47 planning issue comments and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-18
Idaho/Southwestern Montana Subregion
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Greater Sage-Grouse and Sage-Grouse Habitat Management	37	35%
Livestock Grazing	17	16%
Recreation and Travel Management	14	13%
Vegetation Management	8	8%
Energy and Mineral Development	7	7%
Wildland Fire Management	7	7%
Lands and Realty	6	6%
Water and Soil	4	4%
Social, Economic, and Environmental Justice Concerns	3	3%
Drought Management and Climate Change	1	1%
Fish and Wildlife	1	1%
Special Management Areas	0	0%
Wild Horse and Burros	0	0%
Total	**105**	**100%**

Figure 2-10
Idaho/Southwestern Montana Subregion
Number of Individual Comments per Planning Issue Category



2.2.3 California/Nevada Subregion

Details are provided below for submissions and comments specific to the California/Nevada subregion. All comments below are also included in totals for the range-wide planning area and Great Basin Region above.

Commenters by Affiliation

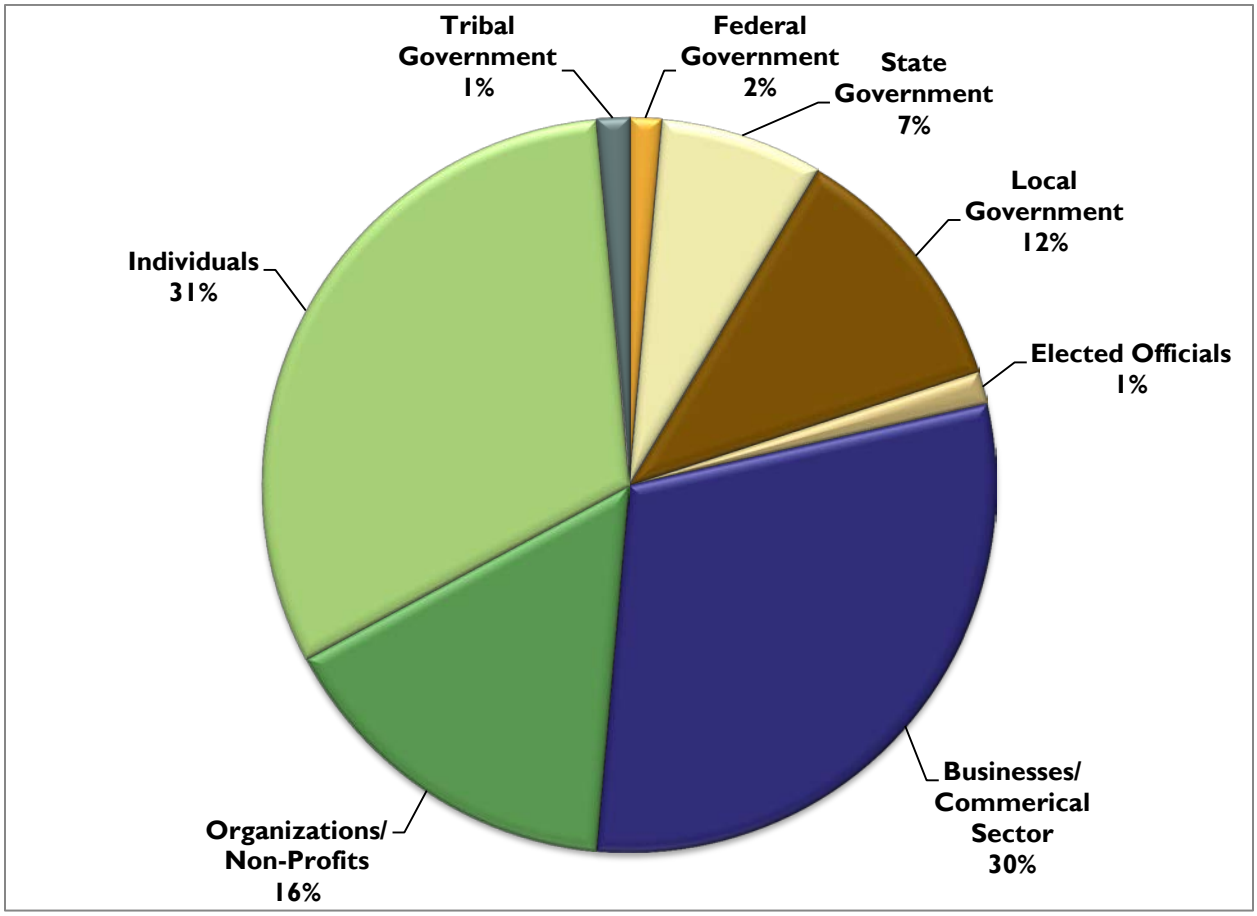
Table 2-19 and **Figure 2-11**, California/Nevada Subregion Commenter Affiliation, show the number and proportion of commenters by affiliation for submissions specific to the California/Nevada subregion. Members of the general public represented 31 percent of the commenters who submitted comments specific to the California/Nevada subregion, representatives from the commercial sector represented 30 percent, and non-profit or citizen groups accounted for 16 percent. Federal government agencies represented one percent of comments, state government agencies seven percent, and local government agencies 11 percent.

Table 2-19
California/Nevada Subregion
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Commenters
Government	14	20%
Federal	*1*	*1%*
State	*5*	*7%*
Local	*8*	*11%*
Elected Officials	1	1%
Educational Institutions	0	0%
Commercial Sector/Businesses	21	30%
Organizations/Non-profits	11	16%
Individuals	22	31%
Tribal Government	1	1%
Total	***70***	***100%***

[1]Calculations do not include form letters.

Figure 2-11
California/Nevada Subregion
Commenter Affiliation



Number of Comments by Agency

Table 2-20, California/Nevada Subregion Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 429 comments received specific to the California/Nevada subregion, 15 (three percent) were addressed to the BLM, and four (one percent) were addressed to the Forest Service. The remaining 410 (96 percent) did not specify an agency or were addressed to both agencies.

Table 2-20
California/Nevada Subregion
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	15	3%
Forest Service	4	1%
Both Agencies	410	96%
Total Comments	***429***	***100%***

Number of Comments by Process Category

Table 2-21, California/Nevada Subregion Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 428 comments received specific to California/Nevada, 323 (79 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 87 comments (21 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining 18 of the comments were related to issues beyond the scope of the EISs, 10 comments (44 percent of comments on issues that will not be addressed), and issues that will be resolved through national policy or administrative, action eight comments (56 percent of comments on issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-21
California/Nevada Subregion
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	87	21%
General project planning issues	323	79%
Total Comments Addressed	***410***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	8	44%
Issues outside the scope of the EISs	10	56%
Total Comments not Addressed	***18***	***100%***

Number of Comments by Planning Issue Category

Table 2-22 and **Figure 2-12**, California/Nevada Subregion Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the California/Nevada subregion by planning issue category. The BLM and Forest Service received 323 planning issue comments and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

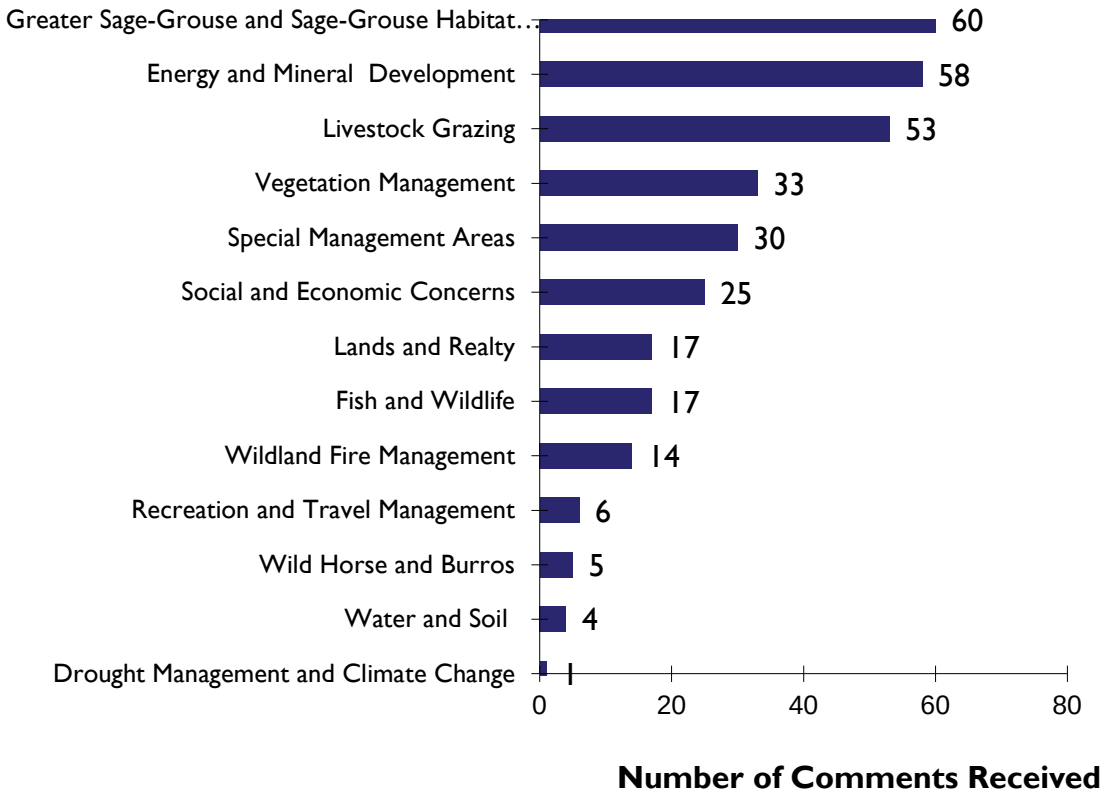
Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245

&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-22
California/Nevada Subregion
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Greater Sage-Grouse and Sage-Grouse Habitat Management	60	19%
Energy and Mineral Development	58	18%
Livestock Grazing	53	16%
Vegetation Management	33	10%
Special Management Areas	30	9%
Social, Economic, and Environmental Justice Concerns	25	8%
Lands and Realty	17	5%
Fish and Wildlife	17	5%
Wildland Fire Management	14	4%
Recreation and Travel Management	6	2%
Wild Horse and Burros	5	2%
Water, Soil and Riparian Areas	4	1%
Drought Management and Climate Change	1	0%
Total	**323**	**100%**

Figure 2-12
California/Nevada Subregion
Number of Individual Comments per Planning Issue Category



2.2.4 Oregon Subregion

Details are provided below for submissions and comments specific to the Oregon subregion. All comments below are also included in totals for the range-wide planning area and Great Basin Region, above.

Written Submissions by Affiliation

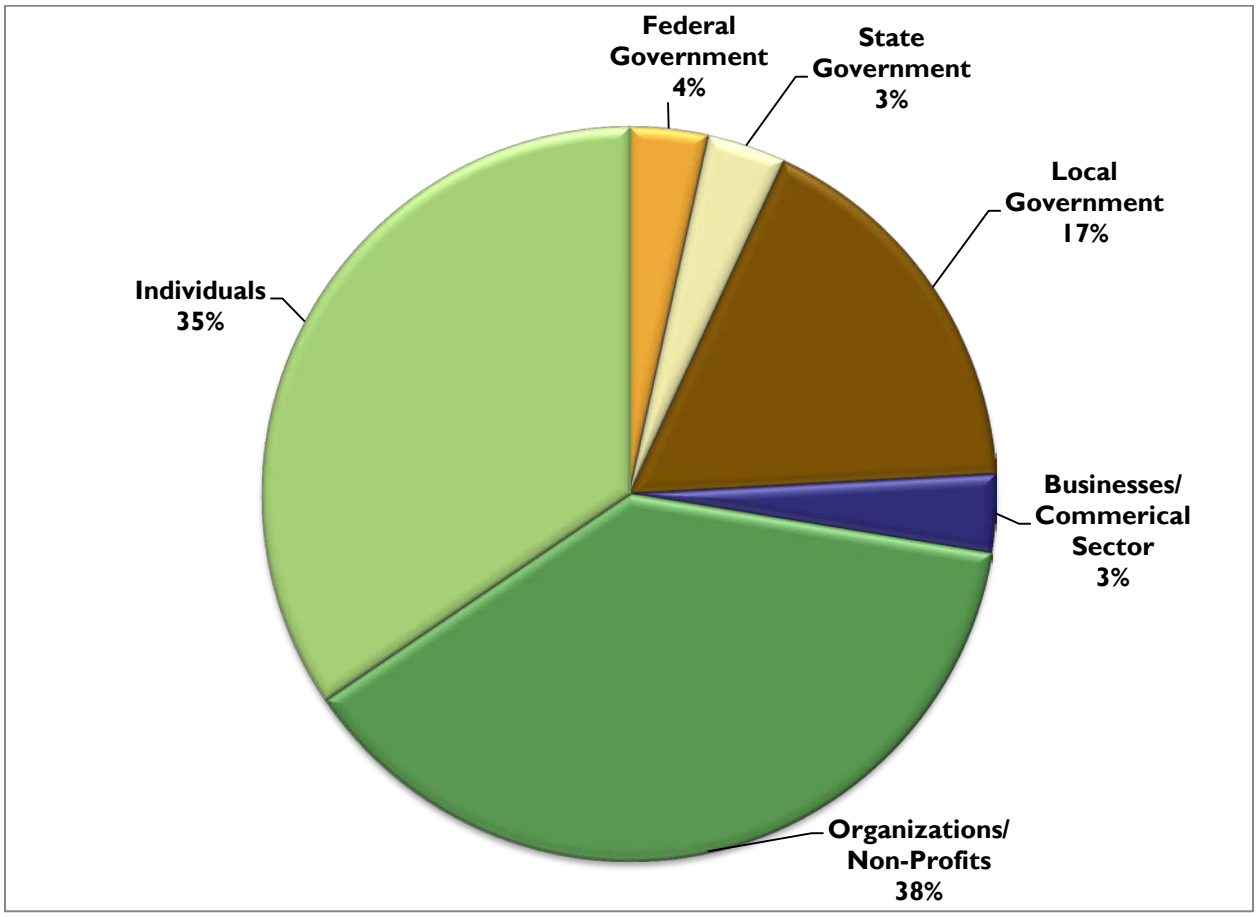
Table 2-23 and **Figure 2-13**, Oregon Subregion Commenter Affiliation, show the number and proportion of commenters from each type of affiliation for submissions specific to the Oregon subregion. Members of the general public represented 34 percent of the commenters for the Oregon subregion, representatives from the commercial sector accounted for three percent, and non-profit or citizen groups represented three percent. Federal government agencies represented one percent of commenters, state government agencies three percent, and local government agencies 17 percent.

Table 2-23
Oregon Subregion
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Commenters
Government	7	24%
Federal	*1*	*3%*
State	*1*	*3%*
Local	*5*	*17%*
Elected Officials	0	0%
Educational Institutions	0	0%
Commercial Sector/Businesses	1	3%
Organizations/Non-profits	11	38%
Individuals	10	35%
Tribal Government	0	0%
Total	***29***	***100%***

[1]Calculations do not include form letters.

Figure 2-13
Oregon Subregion
Commenter Affiliation



Number of Comments by Agency

Table 2-24, Oregon Subregion Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 169 comments specific to the Oregon subregion, one (less than one percent) was addressed to the BLM, and none were addressed to the Forest Service. The remaining 168 percent did not specify an agency or were addressed to both agencies. As a matter of note, no Forest Service LUPs in the Oregon subregion are currently being evaluated for amendment in this LUPA/EIS process.

Table 2-24
Oregon Subregion
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	1	<1%
Forest Service	0	0%
Both Agencies	168	99%
Total Comments	***169***	***100%***

Number of Comments by Process Category

Table 2-25, Oregon Subregion Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 169 comments specific to the Oregon subregion, 128 (78 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 37 comments (22 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining four comments were issues beyond the scope of the EISs (75 percent of comments on issues that will not be addressed) and issues that will be resolved through national policy or administrative action (25 percent of comments on issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-25
Oregon Subregion
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	128	78%
General project planning issues	37	22%
Total Comments Addressed	***165***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	1	25%
Issues outside the scope of the EISs	3	75%
Total Comments not Addressed	***4***	***100%***

Number of Comments by Planning Issue Category

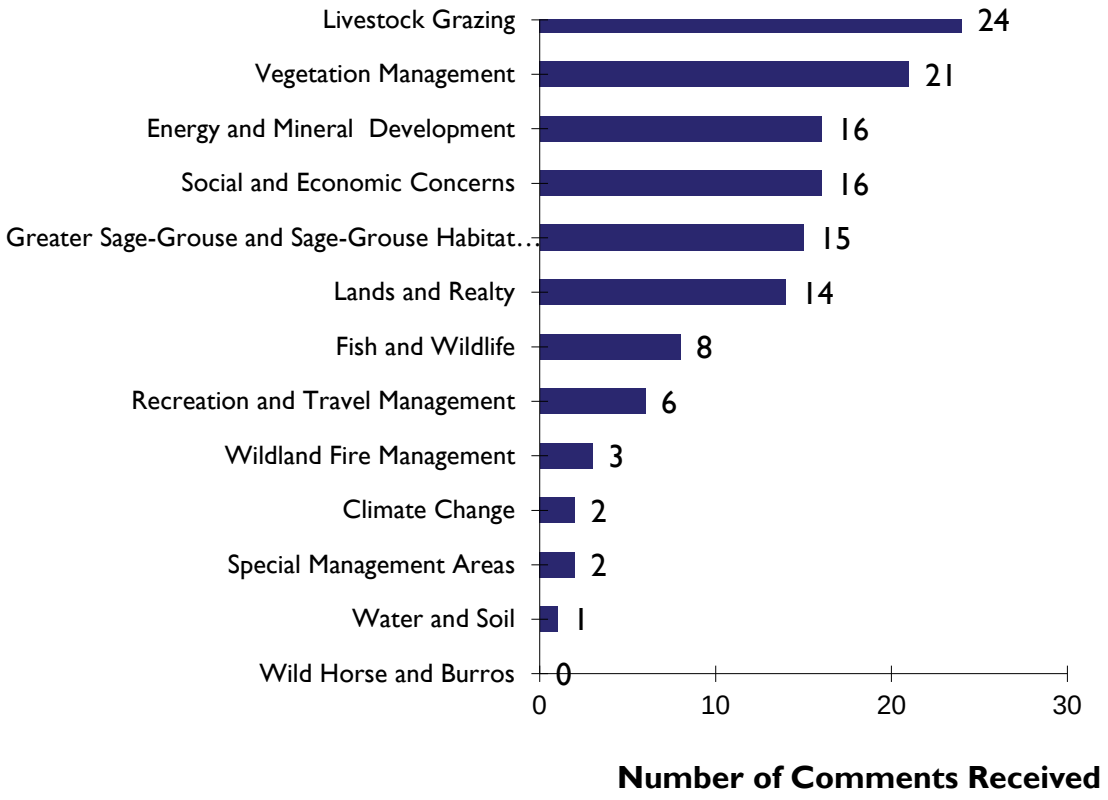
Table 2-26 and **Figure 2-14,** Oregon Subregion Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Oregon subregion by planning issue category. The BLM and Forest Service received 128 planning issue comments specific to the Oregon Subregion and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-26
Oregon Subregion
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Livestock Grazing	24	19%
Vegetation Management	21	16%
Energy and Mineral Development	16	13%
Social, Economic, and Environmental Justice Concerns	16	13%
Greater Sage-Grouse and Sage-Grouse Habitat Management	15	12%
Lands and Realty	14	11%
Fish and Wildlife	8	6%
Recreation and Travel Management	6	5%
Wildland Fire Management	3	2%
Drought Management and Climate Change	2	2%
Special Management Areas	2	2%
Water, Soil and Riparian Areas	1	1%
Wild Horse and Burros	0	0%
Total	**128**	**100%**

Figure 2-14
Oregon Subregion
Number of Individual Comments per Planning Issue Category



2.3 ROCKY MOUNTAIN REGION

Details are provided below for submissions and comments specific to the Rocky Mountain Region and all subregions. All comments below are also included in totals for the range-wide planning area above. It should be noted that some letters were submitted to both the Great Basin and Rocky Mountain regions, therefore the total for each region and subregion may not accurately represent the range-wide total.

Commenter Affiliation

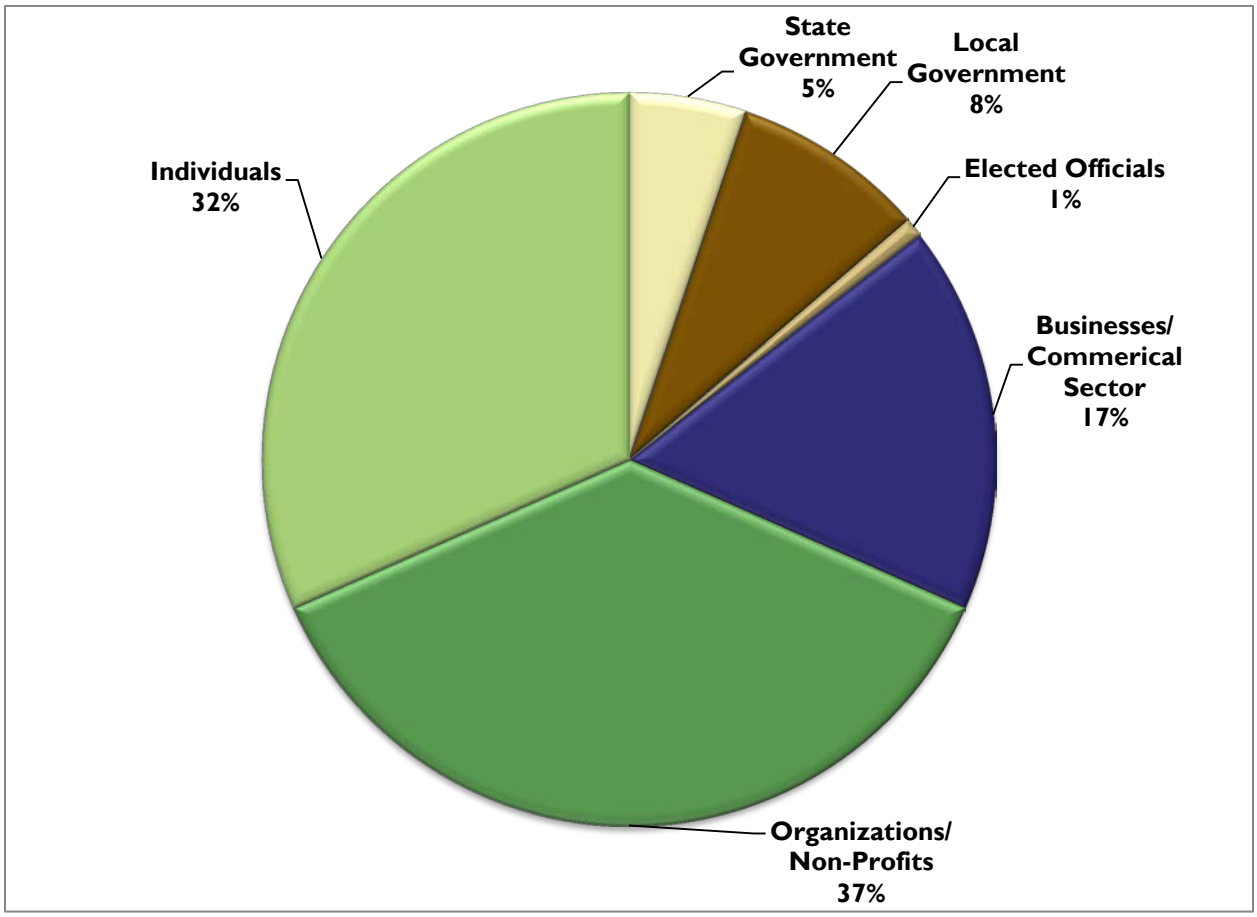
Table 2-27 and **Figure 2-15**, Rocky Mountain Planning Area Commenter Affiliation, show the number and proportion of commenters by affiliation for submissions within the Rocky Mountain Region. Members of the general public represented 32 percent of the commenters who submitted comments applicable to the Rocky Mountain Region, representatives from the commercial sector accounted for 32 percent, and non-profit or citizen groups represented 37 percent. State government agencies accounted for five percent of commenters, and local government agencies nine percent No representatives from Federal government submitted comments.

Table 2-27
Rocky Mountain Planning Area
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	16	14%
Federal	0	0%
State	6	5%
Local	10	9%
Elected Officials	1	1%
Educational Institutions	0	0%
Commercial Sector/Businesses	20	17%
Organizations/Non-profits	43	37%
Individuals	37	32%
Tribal Government	0	0%
Total	117	100%

[1]Calculations do not include form letters.

Figure 2-15
Rocky Mountain Planning Area
Commenter Affiliation[1]



Commenters by Geographic Area

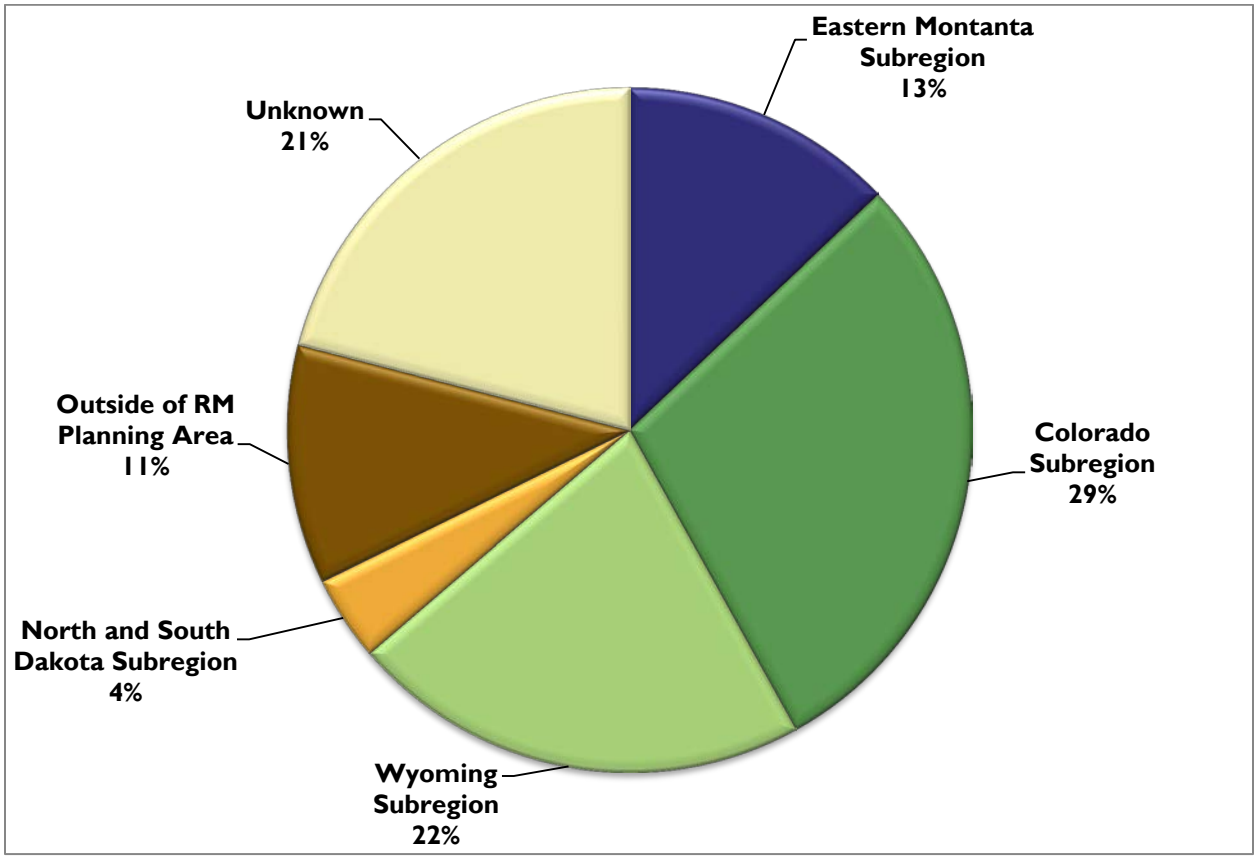
Table 2-28 and **Figure 2-16**, Rocky Mountain Planning Area Commenters by Geographic Area, show the number and proportion of commenters who submitted comments specific to the Rocky Mountain Region by their geographic location. A total of 29 percent were from Colorado, 22 percent from Wyoming, four percent from North and South Dakota, and 13 percent from Eastern Montana. The remaining commenters resided outside the planning area (11 percent) or did not indicate their location (21 percent).

Table 2-28
Rocky Mountain Planning Area
Submissions by Geographic Area[1]

Location	Number of Commenters	Percentage of Total Commenters
Colorado	36	51%
Wyoming	27	22%
North and South Dakota	5	4%
Eastern Montana	16	13%
Outside planning area	14	11%
Unknown	26	21%
Total	***124***	***100%***

[1]Calculations do not include form letters.

Figure 2-16
Rocky Mountain Planning Area
Commenters by Geographic Area[1]



Number of Comments by Agency

Table 2-29, Rocky Mountain Planning Area Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 1,196 comments received specific to the Rocky Mountain Region, 344 (29 percent) were addressed to the BLM, and 84 (seven percent) were addressed to the Forest Service. The remaining 64 percent did not specify an agency or were addressed to both agencies.

Table 2-29
Rocky Mountain Planning Area
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	344	29%
Forest Service	84	7%
Both Agencies	768	64%
Total Comments	***1,196***	***100%***

Number of Comments by Process Category

Table 2-30, Rocky Mountain Planning Area Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 1,196 comments received specific to the Rocky Mountain Region, 801 (68 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. It should be noted that some comments addressed multiple planning issues. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. In addition, 371 comments (32 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining 24 comments were issues beyond the scope of the EISs (nine comments, 38 percent of comments on issues that will not be addressed) and issues that will be resolved through national policy or administrative action (15 comments, 63 percent of issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-30
Rocky Mountain Planning Area
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	801	68%
General project planning issues	371	32%
Total Comments Addressed	***1,172***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	9	38%
Issues outside the scope of the EISs	15	63%
Total Comments not Addressed	***24***	***100%***

Number of Comments by Planning Issue Category

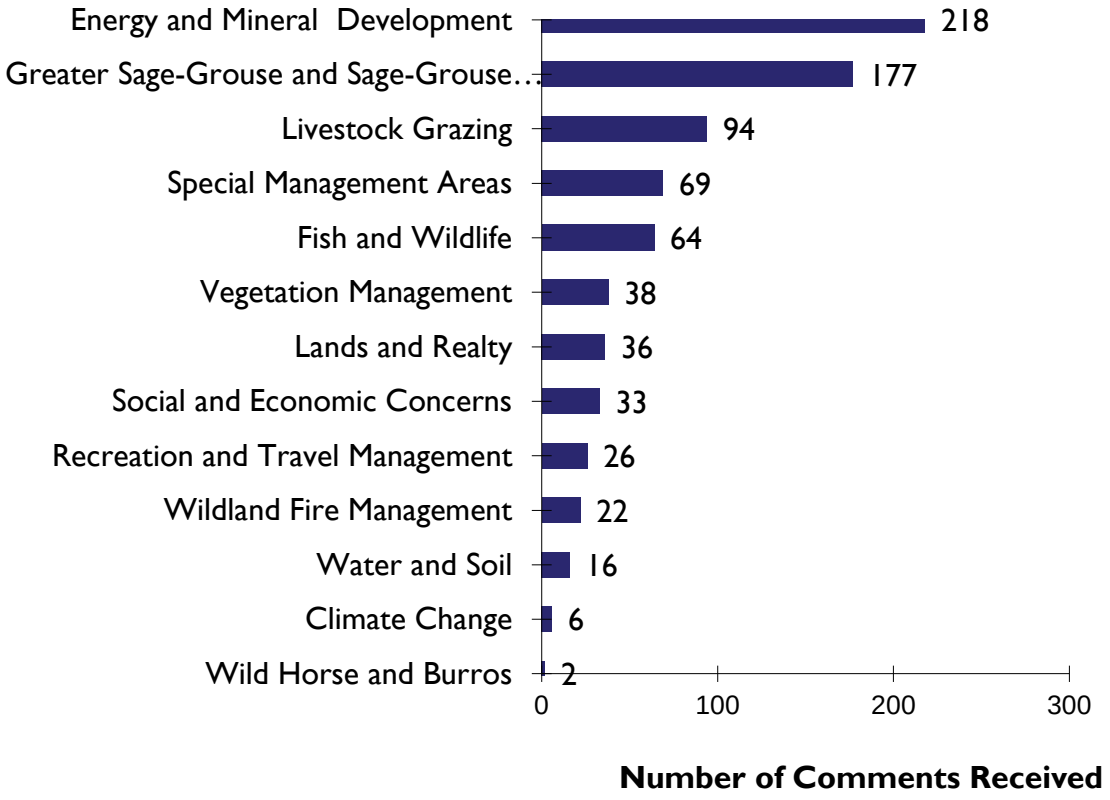
Table 2-31 and **Figure 2-17**, Rocky Mountain Planning Area Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Rocky Mountain Region by planning issue category. The BLM received 801 planning issue comments relevant for the Rocky Mountain Region and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-31
Rocky Mountain Planning Area
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Energy and Mineral Development	218	27%
Greater Sage-Grouse and Sage-Grouse Habitat Management	177	22%
Livestock Grazing	94	12%
Special Management Areas	69	9%
Fish and Wildlife	64	8%
Vegetation Management	38	5%
Lands and Realty	36	4%
Social and Economic Concerns	33	4%
Recreation and Travel Management	26	3%
Wildland Fire Management	22	3%
Water and Soil	16	2%
Drought Management and Climate Change	6	1%
Wild Horse and Burros	2	0%
Total	**801**	**100%**

Figure 2-17
Rocky Mountain Planning Area
Number of Individual Comments per Planning Issue Category



2.3.1 Colorado

Details are provided below for submissions and comments specific to Colorado. All comments below are also included in totals for the range-wide planning area and Rocky Mountain Region above.

Written Submissions by Affiliation

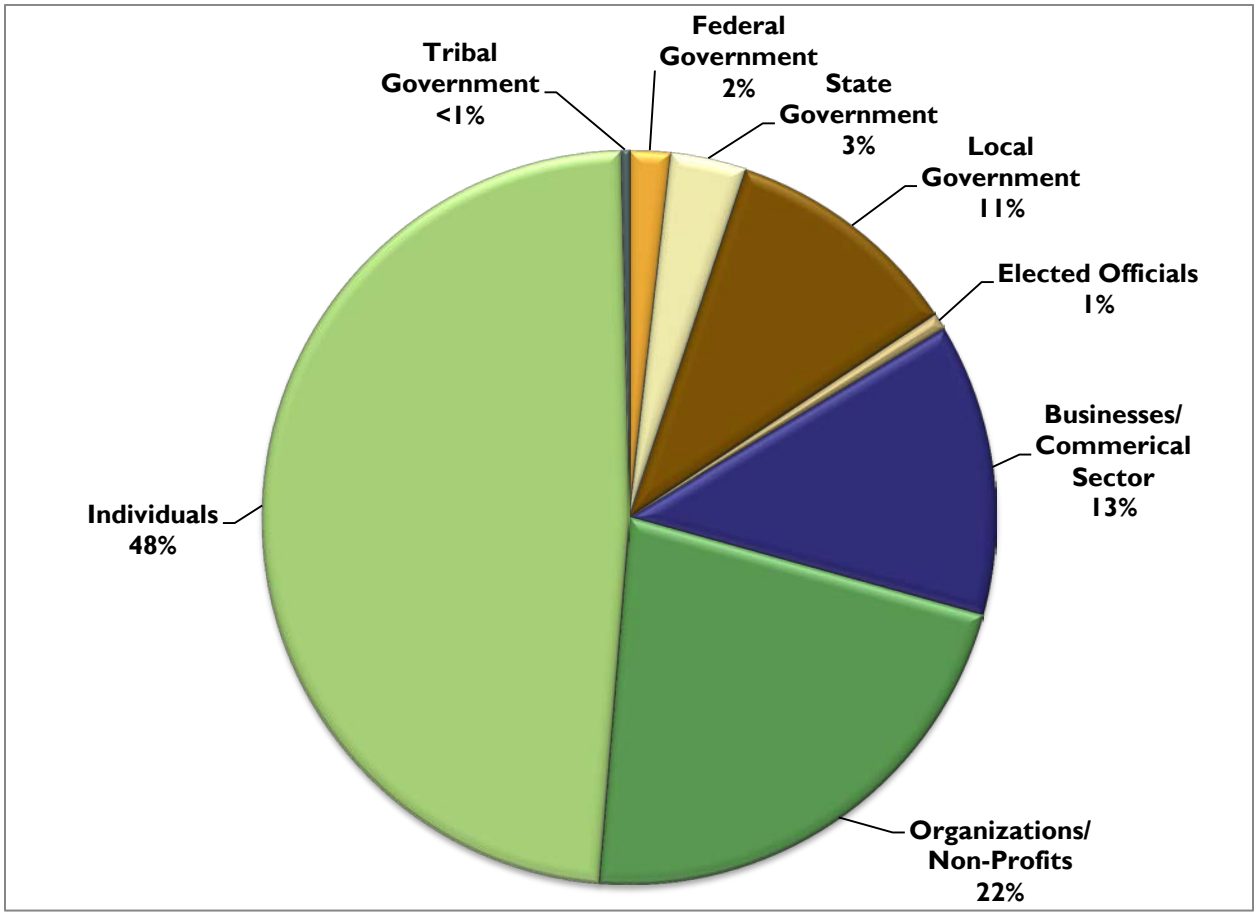
Table 2-32 and **Figure 2-18**, Colorado Commenter Affiliation, show the number and proportion of commenters by affiliation for submissions specific to Colorado. Members of the general public represented 48 percent of the commenters on the Colorado subregion, representatives from the commercial sector accounted for 13 percent, and non-profit or citizen groups represented 22 percent. Federal government agencies submitted no comments, state government agencies represented three percent of commenters, and local government agencies 11 percent.

Table 2-32
Colorado
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	131	16%
Federal	*15*	*2%*
State	*28*	*3%*
Local	*88*	*11%*
Elected Officials	6	1%
Educational Institutions	0	0%
Commercial Sector/Businesses	108	13%
Organizations/Non-profits	184	22%
Individuals	404	48%
Tribal Government	3	<1%
Total	***836***	***100%***

[1]Calculations do not include form letters.

Figure 2-18
Colorado
Commenter Affiliation



Number of Comments by Agency

Table 2-33, Colorado Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 527 comments received specific to Colorado, 286 (54 percent) were addressed to the BLM, and 37 (seven percent) were addressed to the Forest Service. The remaining 204 (39 percent) percent did not specify an agency or were addressed to both agencies.

Table 2-33
Colorado
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	286	54%
Forest Service	37	7%
Both Agencies	204	39%
Total Comments	***527***	***100%***

Number of Comments by Process Category

Table 2-34, Colorado Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 527 comments received specific to Colorado, 340 (66 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 176 comments (34 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining 11 comments covered issues beyond the scope of the EISs (six comments, 55 percent of comments on issues that will not be addressed) and issues that will be resolved through national policy or administrative action (five comments, 45 percent of comments on issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-34
Colorado
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	340	66%
General project planning issues	176	34%
Total Comments Addressed	***516***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	5	45%
Issues outside the scope of the EISs	6	55%
Total Comments not Addressed	***11***	***100%***

Number of Comments by Planning Issue Category

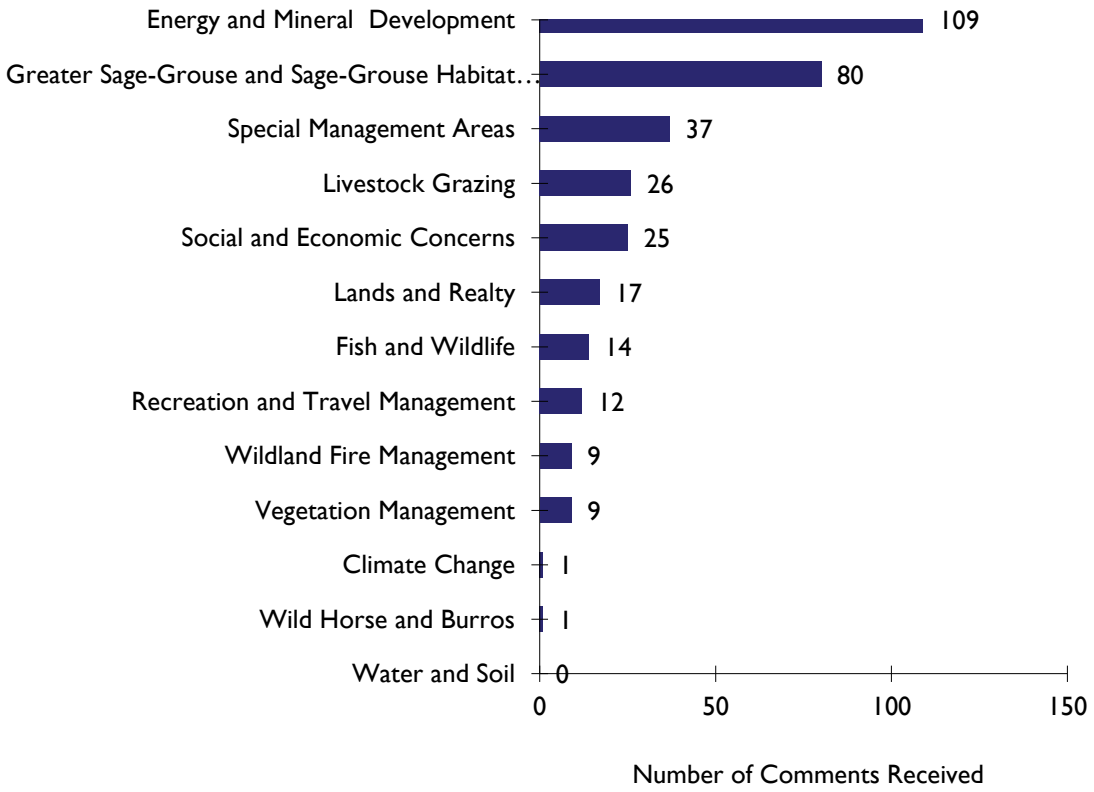
Table 2-35 and **Figure 2-19**, Colorado Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to Colorado by planning issue category. The BLM and Forest Service received 340 planning issue comments specific to Colorado and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-35
Colorado
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Energy and Mineral Development	109	32%
Greater Sage-Grouse and Sage-Grouse Habitat Management	80	24%
Special Management Areas	37	11%
Livestock Grazing	26	8%
Social, Economic, and Environmental Justice Concerns	25	7%
Lands and Realty	17	5%
Fish and Wildlife	14	4%
Recreation and Travel Management	12	4%
Wildland Fire Management	9	3%
Vegetation Management	9	3%
Drought Management and Climate Change	1	0%
Wild Horse and Burros	1	0%
Water and Soil	0	0%
Total	**340**	**100%**

Figure 2-19
Colorado
Number of Individual Comments per Planning Issue Category



2.3.2 Wyoming

Details are provided below for submissions and comments specific to Wyoming. All comments below are also included in totals for the range-wide planning area and Rocky Mountain Region above.

Commenters by Affiliation

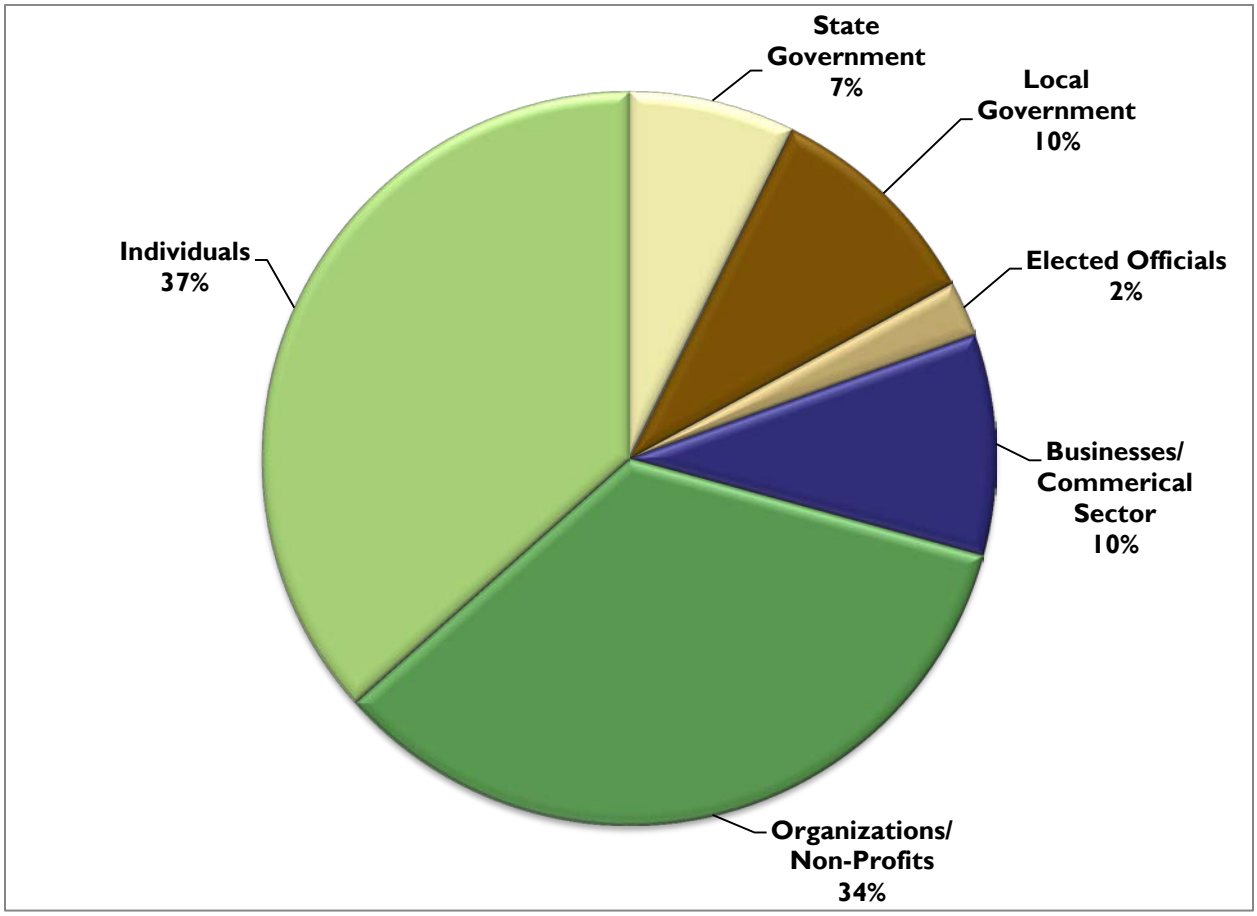
Table 2-36 and **Figure 2-20**, Wyoming Submissions by Commenter Affiliation, show the number and proportion of written submissions received from each type of affiliation for submissions specific to Wyoming. Members of the general public represented 37 percent of the commenters who submitted comments specific to Wyoming, representatives from the commercial sector accounted for 10 percent, and non-profit or citizen groups represented 14 percent. State government agencies represented seven percent of commenters, and local government agencies 10 percent. Federal government agency representatives did not submit any comments

Table 2-36
Wyoming
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	7	17%
Federal	*0*	*0%*
State	*3*	*7%*
Local	*4*	*10%*
Elected Officials	1	2%
Educational Institutions	0	0%
Commercial Sector/Businesses	4	10%
Organizations/Non-profits	14	34%
Individuals	15	37%
Tribal Government	0	0%
Total	***41***	***100%***

[1]Calculations do not include form letters.

Figure 2-20
Wyoming
Commenter Affiliation



Number of Comments by Agency

Table 2-37, Wyoming Agency-Specific Comments, shows the number of comments received by the agency to which they were addressed. Of the 347 comments specific to Wyoming received, 44 (13 percent) were addressed to the BLM, and 43 (12 percent) were addressed to the Forest Service. The remaining 260 (75 percent) did not specify an agency or were addressed to both agencies.

Table 2-37
Wyoming
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	44	13%
Forest Service	43	12%
Both Agencies	260	75%
Total Comments	***347***	***100%***

Number of Comments by Process Category

Table 2-38, Wyoming Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 347 comments specific to Wyoming received, 249 (73 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, 93 comments (27 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining five comments comments covered issues beyond the scope of the EISs. See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-38
Wyoming
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	249	73%
General project planning issues	93	27%
Total Comments Addressed	***342***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	0	0%
Issues outside the scope of the EISs	5	100%
Total Comments not Addressed	***5***	***100%***

Number of Comments by Planning Issue Category

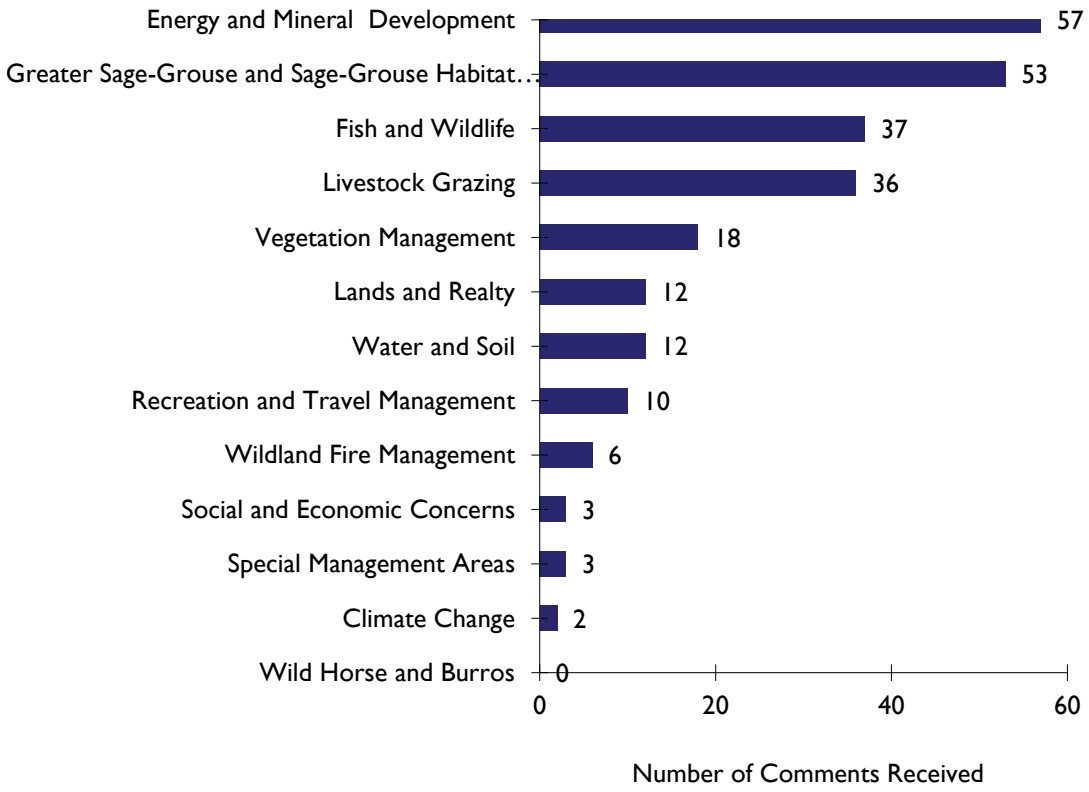
Table 2-39 and **Figure 2-21**, Wyoming Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to the Wyoming subregion by planning issue category. The BLM and Forest Service received 249 planning issue comments specific to the Wyoming subregion and categorized them into 13 planning issue categories. Chapter 3, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-39
Wyoming
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Energy and Mineral Development	57	23%
Greater Sage-Grouse and Sage-Grouse Habitat Management	53	21%
Fish and Wildlife	37	15%
Livestock Grazing	36	14%
Vegetation Management	18	7%
Lands and Realty	12	5%
Water and Soil	12	5%
Recreation and Travel Management	10	4%
Wildland Fire Management	6	2%
Social, Economic, and Environmental Justice Concerns	3	1%
Special Management Areas	3	1%
Drought Management and Climate Change	2	1%
Wild Horse and Burros	0	0%
Total	**249**	**100%**

Figure 2-21
Wyoming
Number of Individual Comments per Planning Issue Category



2.3.3 North Dakota/South Dakota

Details are provided below for submissions and comments specific to North and South Dakota. All comments below are also included in totals for the range-wide planning area and Rocky Mountain Region above.

Commenter Affiliation

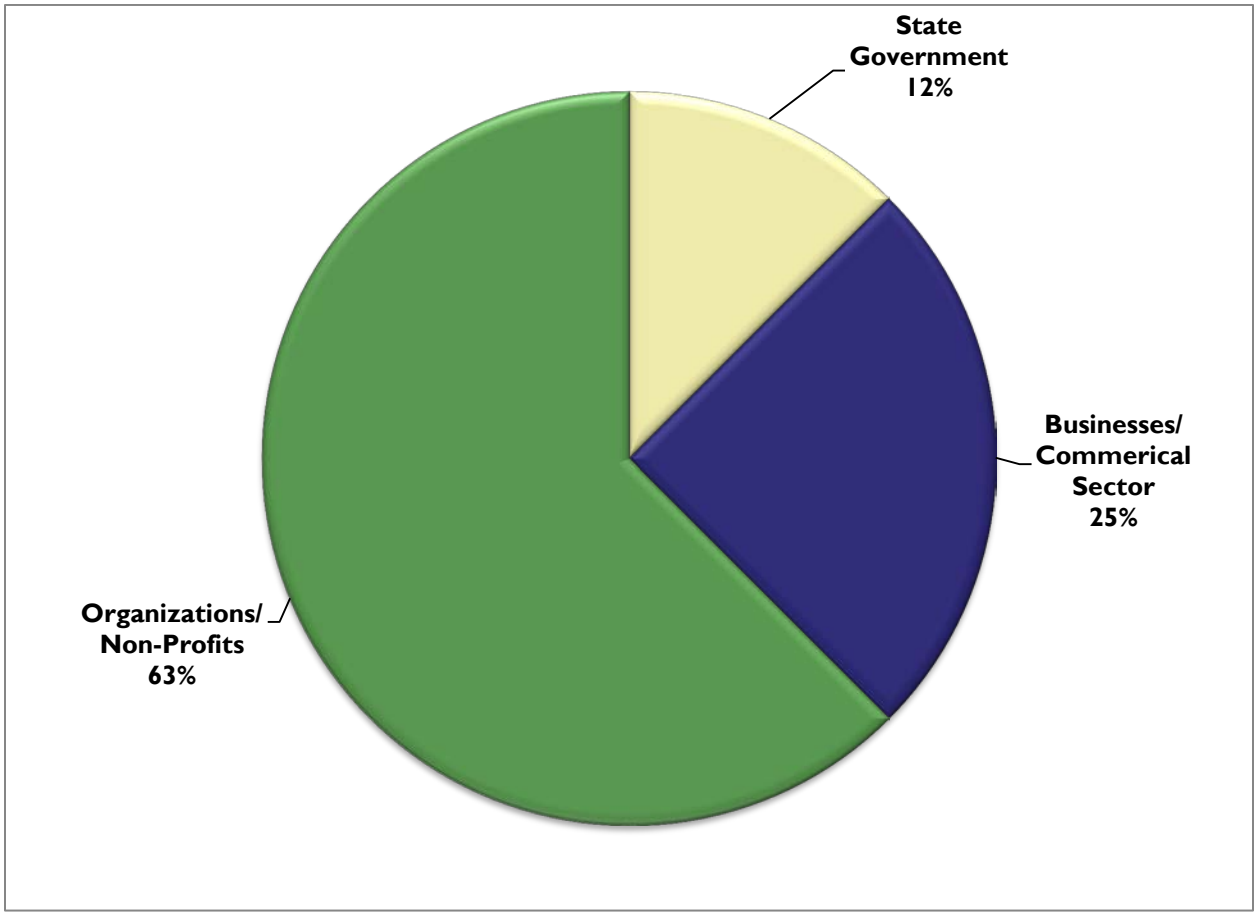
Table 2-40 and **Figure 2-22**, North Dakota/South Dakota Commenter Affiliation, show commenter affiliation for submissions specific to North and South Dakota. Members of the general public did not submit any comments specific to North and South Dakota during the scoping period, representatives from the commercial sector accounted for 25 percent of the commenters, and non-profit or citizen groups represented 63 percent. Federal and local government agencies submitted no comments, and state government agencies represented 13 percent of commenters.

Table 2-40
North Dakota/South Dakota
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	1	12%
Federal	*0*	*0%*
State	*1*	*12%*
Local	*0*	*0%*
Elected Officials	0	0%
Educational Institutions	0	0%
Commercial Sector/Businesses	2	25%
Organizations/Non-profits	5	63%
Individuals	0	0%
Tribal Government	0	0%
Total	***8***	***100%***

[1]Calculations do not include form letters.

Figure 2-22
North Dakota/South Dakota
Commenter Affiliation



Number of Comments by Agency

Table 2-41, North Dakota/South Dakota Agency-Specific Comments, shows the number of comments specific to North and South Dakota received by the agency to which they were addressed. Of the 14 comments specific to North and South Dakota, two (14 percent) were addressed to the BLM, and one (seven percent) was addressed to the Forest Service. The remaining 79 percent did not specify an agency or were addressed to both agencies.

Table 2-41
North Dakota/South Dakota
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	2	14%
Forest Service	1	7%
Both Agencies	11	79%
Total Comments	***14***	***100%***

Number of Comments by Process Category

Table 2-42, North Dakota/South Dakota Comments by Issue or Other Category, shows the number of issues raised that will or will not be addressed in the EISs. Of the 14 comments specific to North and South Dakota received, 9 (64 percent) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, five comments (36 percent) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. No comments specific to North and South Dakota were received on issues that will not be addressed in the EISs. See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-42
North Dakota/South Dakota
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	9	64%
General project planning issues	5	36%
Total Comments Addressed	***14***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	0	0%
Issues outside the scope of the EISs	0	0%
Total Comments not Addressed	***0***	***0%***

Number of Comments by Planning Issue Category

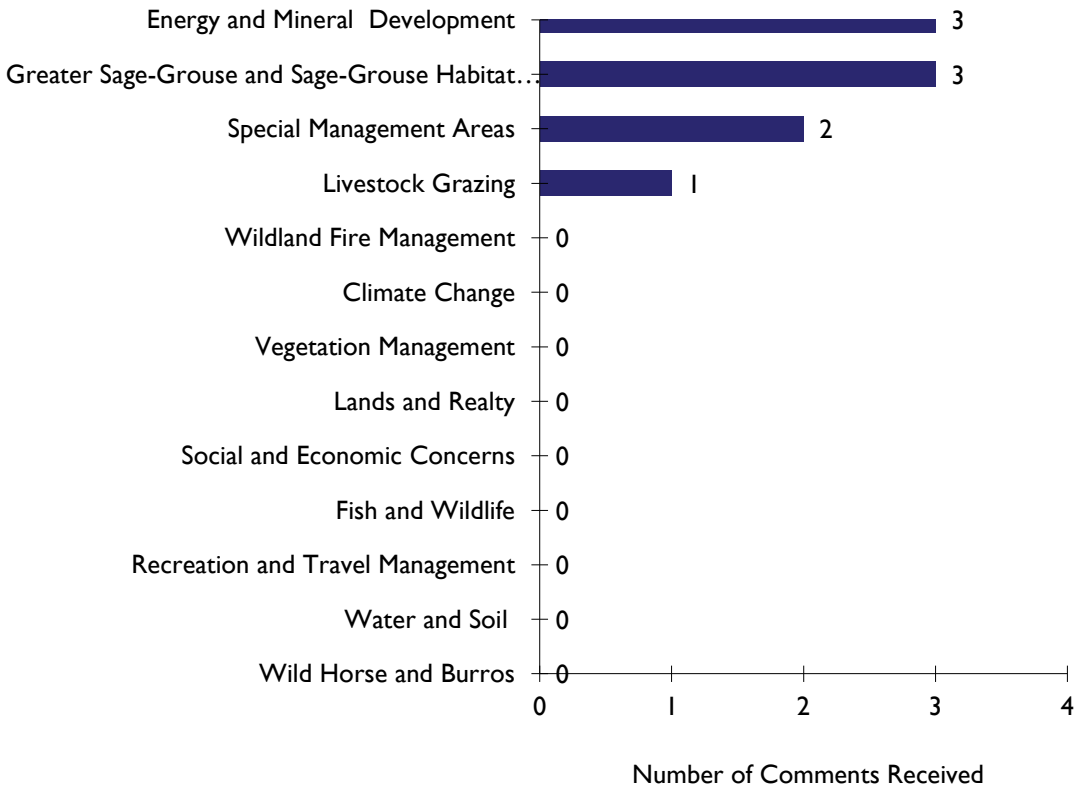
Table 2-43 and **Figure 2-23**, North Dakota/South Dakota Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to North and South Dakota by planning issue category. The BLM and Forest Service received nine planning issue comments specific to North and South Dakota and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-43
North Dakota/South Dakota
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Energy and Mineral Development	3	33%
Greater Sage-Grouse and Sage-Grouse Habitat Management	3	33%
Special Management Areas	2	22%
Livestock Grazing	1	11%
Wildland Fire Management	0	0%
Drought Management and Climate Change	0	0%
Vegetation Management	0	0%
Lands and Realty	0	0%
Social, Economic, and Environmental Justice Concerns	0	0%
Fish and Wildlife	0	0%
Recreation and Travel Management	0	0%
Water and Soil	0	0%
Wild Horse and Burros	0	0%
Total	**9**	**100%**

Figure 2-23
North Dakota/South Dakota
Number of Individual Comments per Planning Issue Category



2.3.4 Eastern Montana

Details are provided below for submissions and comments specific to Eastern Montana. All comments below are also included in totals for the range-wide planning area and Rocky Mountain Region above.

Commenter Affiliation

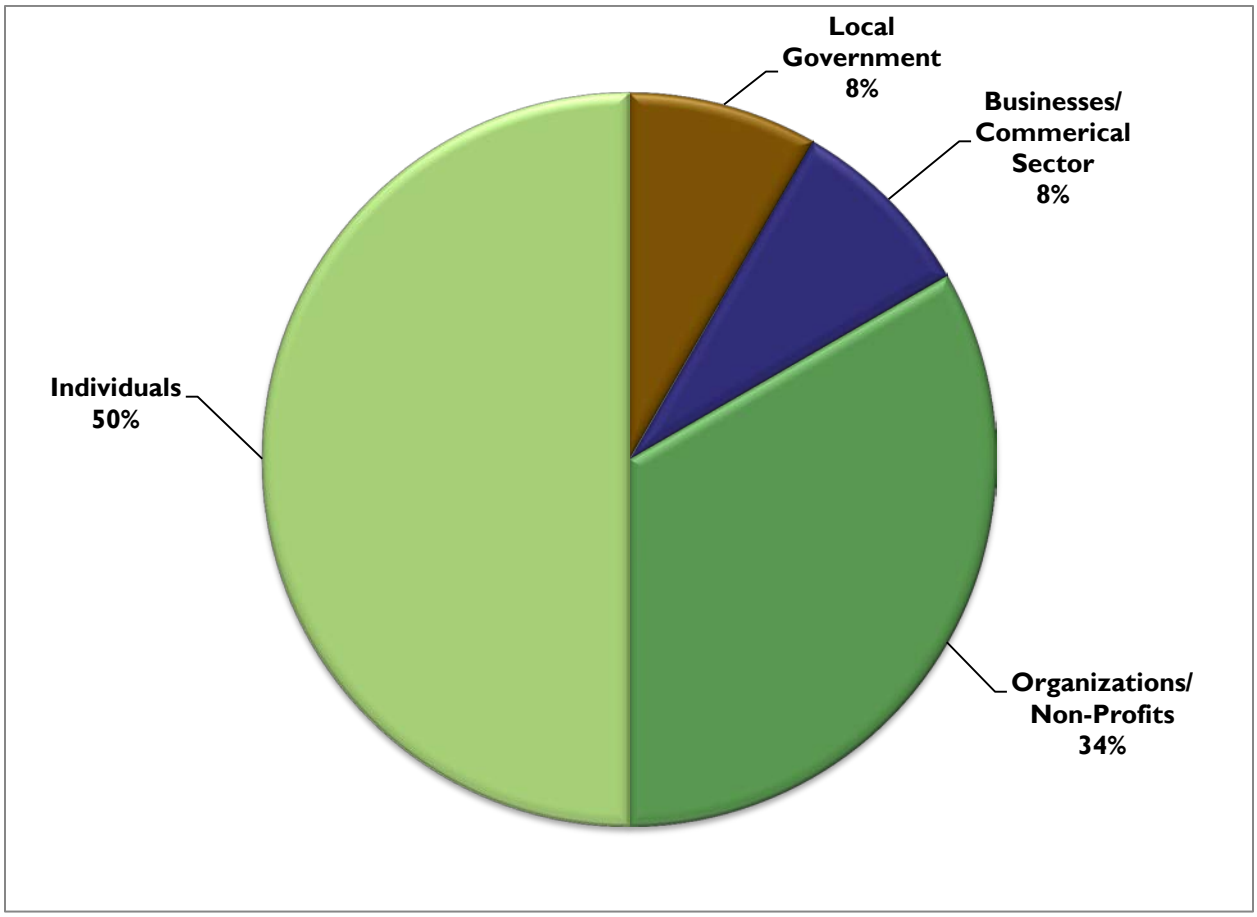
Table 2-44 and **Figure 2-24**, Eastern Montana Commenter Affiliation, show the number and proportion of commenters by affiliation for submissions specific to Eastern Montana. Members of the general public represented 50 percent of the commenters with submissions specific to Eastern Montana, representatives from the commercial sector accounted for eight percent, and non-profit or citizen groups represented 33 percent. Local government agencies submitted eight percent of comments specific to Eastern Montana.

Table 2-44
Eastern Montana
Commenter Affiliation[1]

Affiliation	Number of Commenters	Percentage of Total Commenters
Government	1	8%
Federal	*0*	*0%*
State	*0*	*0%*
Local	*1*	*8%*
Elected Officials	0	0%
Educational Institutions	0	0%
Commercial Sector/Businesses	1	8%
Organizations/Non-profits	4	33%
Individuals	6	50%
Tribal Government	0	0%
Total	***12***	***100%***

[1]Calculations do not include form letters.

Figure 2-24
Eastern Montana
Commenter Affiliation



Number of Comments by Agency

Table 2-45, Eastern Montana Agency-Specific Comments, shows the number of comments specific to Eastern Montana received by the agency to which they were addressed. Of the 67 comments received specific to Eastern Montana,11 (16 percent) were addressed to the BLM, and none were addressed to the Forest Service. The remaining 56 (84 percent) did not specify an agency or were addressed to both agencies.

Table 2-45
Eastern Montana
Agency-Specific Comments

Agency	Total	Percent of Total
BLM	11	16%
Forest Service	0	0%
Both Agencies	56	84%
Total Comments	***67***	***100%***

Number of Comments by Process Category

Table 2-46, Eastern Montana Comments by Issue or Other Category, shows the number of issues raised specific to Eastern Montana that will or will not be addressed in the EISs. Of the 67 comments received, 52 (85 percent of comments on issues that will be addressed) were related to a planning issue that will be addressed in the EISs. These comments are discussed in detail below and in **Chapter 3**, Issue Summary. It should be noted that some comments addressed multiple planning issues. In addition, nine comments (15 percent of comments on issues that will be addressed) were related to issues that will be addressed in the EISs but do not fall within a specific planning issue category. These comments included general comments on the EIS planning process, alternatives development, collaboration, and requirements of NEPA and other regulations. The remaining six comments were issues beyond the scope of the EISs (four comments, 67 percent of comments on issues that will not be addressed) and issues that will be resolved through national policy or administrative action (two comments, 33 percent of comments on issues that will not be addressed). See **Section 3.5**, Issues That Will Not Be Addressed in the EISs, for more detail.

Table 2-46
Eastern Montana
Comments by Issue or Other Category

Issue or Other Category	Total	Percent of Total
Issues that will be addressed in the EISs		
Planning issues to be addressed in the EISs	52	85%
General project planning issues	9	15%
Total Comments Addressed	***61***	***100%***
Issues that will not be addressed in the EISs		
BLM administrative or policy issue	2	33%
Issues outside the scope of the EISs	4	67%
Total Comments not Addressed	***6***	***100%***

Number of Comments by Planning Issue Category

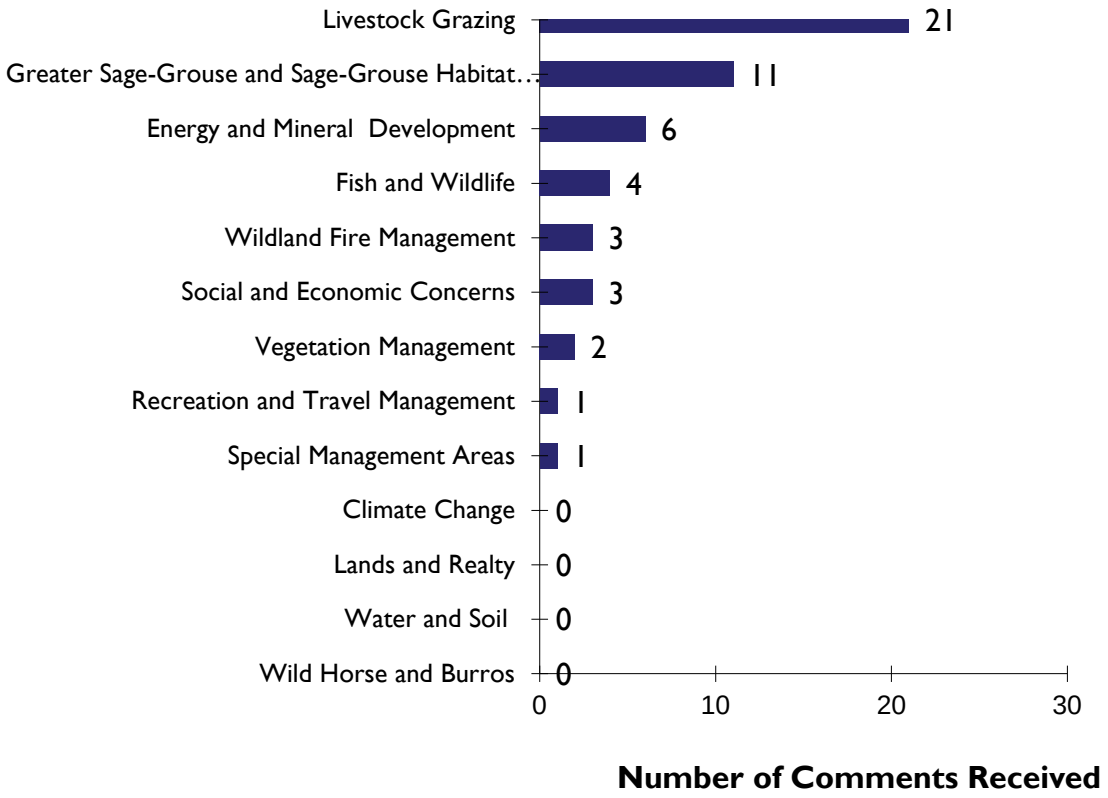
Table 2-47 and **Figure 2-25**, Eastern Montana Number of Individual Comments per Planning Issue Category, show the number and proportion of comments received specific to Eastern Montana by planning issue category. The BLM and Forest Service received 52 planning issue comments specific to Eastern Montana and categorized them into 13 planning issue categories. **Chapter 3**, Issue Summary, provides a detailed analysis of the comments received for each planning issue category.

Comments are provided in **Appendix C**, Comments by Resource Planning Issue. Comment letters can be viewed in their entirety at https://connect.doi.gov/uniquesig9a79b9d61a63982645fad83233d9ce7a/uniquesig0/InternalSite/Login.asp?resource_id=A59F1E5B16ED4320A717A2AD0F62F245&login_type=2&site_name=sharepoint&secure=1&orig_url=https%3a%2f%2fconnect.doi.gov%2f.

Table 2-47
Eastern Montana
Number of Individual Comments per Planning Issue Category

Planning Issue Category	Number of Individual Comments	Percent of Total
Livestock Grazing	21	40%
Greater Sage-Grouse and Sage-Grouse Habitat Management	11	21%
Energy and Mineral Development	6	12%
Fish and Wildlife	4	8%
Wildland Fire Management	3	6%
Social, Economic, and Environmental Justice Concerns	3	6%
Vegetation Management	2	4%
Recreation and Travel Management	1	2%
Special Management Areas	1	2%
Drought Management and Climate Change	0	0%
Lands and Realty	0	0%
Water and Soil	0	0%
Wild Horse and Burros	0	0%
Total	**52**	**100%**

Figure 2-25
Eastern Montana
Number of Individual Comments per Planning Issue Category



CHAPTER 3
ISSUE SUMMARY

Issue identification is the first of the nine-step BLM planning process. As defined in the BLM Land Use Planning Handbook (H-1601-1) (BLM 2005), planning issues are concerns or controversies about existing and potential land and resource allocations, levels of resource use, production, and related management practices. Issues include resource use, development, and protection opportunities to consider in RMP preparation. These issues may stem from new information or changed circumstances and from the need to reassess the appropriate mix of allowable uses.

Similar to the BLM's issue identification process, the Forest Service develops initial options for desired condition statements early in the collaborative and participatory planning process (Forest Service 2006). Examples of specific topics to address include existing conditions and trends, available scientific or other information, perceptions of risk to social, economic, or ecological systems, and concerns about existing conditions and trends.

3.1 PLANNING ISSUE DEVELOPMENT

The BLM and Forest Service enacted a multi-step issue identification process for the EISs. The process began with internal scoping between the BLM and Forest Service to develop the initial purpose of and need for the LUPAs. Internal scoping also highlighted anticipated planning issues, management concerns, and preliminary planning criteria.

The BLM and Forest Service issued the NOI to prepare LUPAs in December 2011. The NOI initiated the formal scoping period as required by NEPA, and solicited written comments from the public (further discussed in **Section 1.5**, Description of the Scoping Process). Scoping is a collaborative public involvement process implemented to identify and refine planning issues to address in the planning process. During the scoping period, the BLM and Forest Service also engaged tribes and cooperating agencies, as discussed in **Section**

1.6, Collaborative Involvement Process. The BLM and Forest Service hosted 26 open houses throughout the Great Basin Region and 13 open houses throughout the Rocky Mountain Region and continued to solicit written comments from the public during the scoping period. Comments received during the scoping period provided the BLM and Forest Service additional information on the public's concerns and suggestions regarding the planning area.

Information accepted during internal and external scoping was compiled to develop discrete planning issue statements; these are discussed below. The BLM and Forest Service will use the planning issue statements, planning criteria, and other information collected in the early planning and scoping phases of the LUPA process to help formulate a reasonable range of alternative management strategies that will be analyzed during the LUPA/EIS process.

Planning issue statements presented below are intended to reflect the main issues brought forward by public commenters. Due to the diverse interests and priorities of commenters, issues statements reflect a balance between greater sage-grouse habitat protection and multiple land use. Issues as stated in public comments align with many of the habitat threats as identified by the USFWS in the 2010 12-month finding (USFWS 2010). Relevant threats are aligned with each issues statement in **Table 3-1,** Planning Issue Categories and Statements, below.

The issue statements are preliminary and are based on the information received to date. The process of developing the LUPAs will afford many opportunities for collaboration with local, state, federal, and tribal governments; land-management agencies; public interest groups; and public land users. As a result, these issues and concerns may need to be refined to reflect public comments and concerns. These preliminary issue categories were expected to encompass most public issues and concerns and to serve as a starting point to spark public consideration; they were not meant to be all-inclusive.

The overarching planning issues the BLM and Forest Service will address in the LUPAs are provided in **Sections 3.2, 3.3, and 3.4**. Each overarching issue, in turn, has several sub-topics, issue questions, and management concerns which address more specific uses and resources. As applicable, items listed in Appendix C of the BLM Land Use Planning Handbook (H-1601-1) (BLM 2005) will be addressed, and decisions will be made.

3.2 RANGE-WIDE PLANNING ISSUE STATEMENTS

Planning issues are displayed in **Table 3-1**, Planning Issue Categories and Statements. Issue statements are listed based on the number of public comments received for each category, in descending order. Additional issues related to the project that do not fall within a planning issue category are discussed in detail in under the Other Issues to be Addressed in the LUPAs subheading, below.

Table 3-1
Planning Issue Categories and Statements

	Planning Issue Category	Planning Issue Statement	USFWS Threats to Greater Sage-Grouse Habitat
1.	Greater Sage-Grouse and Sage-Grouse Habitat	How would the BLM and Forest Service use the best available science to designate preliminary priority habitat, preliminary general habitat and non-habitat categories and accurately monitor the impact of land uses on greater sage-grouse?	All
2.	Energy and Mineral Development	How would energy and mineral development, including renewable energy, be managed to within greater sage-grouse habitat while recognizing valid existing rights?	Energy-Mining Energy-nonrenewable energy sources Energy-renewable energy sources Energy-transmission corridors
3.	Livestock Grazing	What measures would the BLM and Forest Service put in place to protect and improve greater sage-grouse habitat while maintaining grazing privileges?	Grazing-livestock Infrastructure-fences

Table 3-1
Planning Issue Categories and Statements

	Planning Issue Category	Planning Issue Statement	USFWS Threats to Greater Sage-Grouse Habitat
4.	Vegetation Management	How would the BLM and Forest Service conserve, enhance, or restore greater sage-grouse habitat such as sagebrush communities and minimize or prevent the introduction or spread of noxious weeds and invasive species?	Pinyon-juniper encroachment Invasive plants (annual grasses and other noxious weeds)
5.	Fish and Wildlife	What measures would be put in place to manage habitat for other wildlife species and reduce conflicts with greater sage-grouse?	Grazing-wild ungulate herbivory
6.	Lands and Realty	What opportunities exist to adjust public land ownership that would increase management efficiency for greater sage-grouse and -sage-grouse habitat?	Urbanization Habitat conversion for agriculture Infrastructure-communication towers, power lines, transmission corridors
7.	Social, Economic, and Environmental Justice Considerations	How could the BLM and Forest Service promote or maintain activities that provide social and economic benefit to local communities while providing protection for greater sage-grouse habitat?	All

Table 3-1
Planning Issue Categories and Statements

	Planning Issue Category	Planning Issue Statement	USFWS Threats to Greater Sage-Grouse Habitat
8.	Recreation and Travel Management	How would motorized, non-motorized, and mechanized travel be managed to provide access to federal lands and a variety of recreation opportunities while protecting greater sage-grouse and sage-grouse habitat?	Infrastructure-roads
9.	Fire Management	What measures should be undertaken to manage fuels and wildland fires, while protecting greater sage-grouse habitat?	Fire
10.	Special Management Areas	What special management areas would be designated by the BLM or Forest Service to benefit the conservation, enhancement, and restoration of greater sage-grouse and sage-grouse habitat?	All
11.	Water and Soil	How would the BLM and Forest Service protect water and soil resources in order to benefit greater sage-grouse habitat?	Grazing - livestock
12.	Drought Management / Climate Change	How would the BLM and Forest Service incorporate the analysis of the impacts of a changing climate on greater sage-grouse habitat?	Climate change

Table 3-1
Planning Issue Categories and Statements

Planning Issue Category	Planning Issue Statement	USFWS Threats to Greater Sage-Grouse Habitat
13. Wild Horse and Burros	What measures would the BLM and Forest Service put in place to to reduce the impacts of wild horses and burros on greater sage-grouse habitat?	Grazing- Wild horse and burros

Issue Statement details and Summary of Public Comments by Issue Statement

Some planning issues as defined above encompass a number of subcategories of issues. Comments received during the public scoping period were classified into these subcategories below. In addition, a summary of comments is provided for each planning issue. Comments for each planning issue can be viewed in their entirety in **Appendix C**.

Category 1: Greater Sage-Grouse and Sage-Grouse Habitat

- Disturbance limits - What limitation, if any, will be put in place for greater sage-grouse habitat cumulative disturbance?
- Habitat categories - What level of protection will be given to key habitat, general habitat, priority habitat or other habitat designations?
- Existing greater sage-grouse conservation measures - What conservation existing measures will be incorporated into the planning process?
- Location-specific measures - How will regional differences in greater sage-grouse habitat requirements and conditions be addressed in the planning process?

Comment subcategories for sage-grouse and habitat management included general comments on the science used to determine population density habitat requirements and connectivity, migration patterns, and other components of species biology. Commenters urged the agencies to use best available science and allow for incorporation of new data as it becomes available. In addition, commenters requested specific definitions of habitat categories and the rationale used for development of these areas. Comments were also received related to the NTT strategy and interim management and components of these

documents that should be included or revised. Finally, monitoring of management and populations was recommended.

Comments were also received on lek definitions and buffer distances and flexibility in timing restrictions to protect leks. Some comments provided management recommendations for preserving vegetation cover at lek sites. Comments on specific leks will be described under the relevant subregion.

Category 2: Energy Development

- Renewable energy development - How should renewable energy development be managed to minimize conflict with greater sage-grouse, and what guidelines should be developed or implemented to guide siting of renewable energy resources?
- Mitigation measures - To what extent will mitigation of impacts be allowed as an alternative to restrictions or closures applied to certain activities or in certain areas?
- Design features/Best Management Practices - What features will be incorporated to aid in conservation of greater sage-grouse and sage-grouse habitat?
- Restoration requirements - What restoration requirements would be required?
- Transmission and Utilities - How will transmission and utility corridors be managed and leased?

Comments on energy development ranged from individuals requesting restrictions on development to industry representatives and local government requesting continued development rights. Key energy development issue subcategories included the following:

The use of mitigation measures such as off-site habitat restoration or reclamation requirements was suggested as an alternative to closing areas to an activity altogether or severely limiting it. Commenters from the energy industry noted that best management practices, mitigation measures or other requirements should be both technically and financially feasible, and that such measures may increase costs to rate-payers or impact local economies should energy development be delayed or reduced.

Some comments considered the impacts of infrastructure associated with energy development, including transmission lines, roads, and other development. Commenters were concerned about habitat fragmentation associated with this development and urged the agencies to consider best management practices or other criteria to reduce impacts, including those associated with ravens and other avian predators of sage-grouse which may use towers and other structures as perches.

Comments asked that the agencies consider indirect effects of development such as fragmentation, edge effects, and displacement, as well as cumulative impacts.

Comments included concerns about recommendations from the NTT report and the science used to develop this report, specifically related to limitations on disturbance and buffer distances. Commenters urged the agencies to consider allowing for differences in regional management to suit site conditions.

Protection of valid exiting rights and access to existing leases was a concern.

Comments also addressed right-of-way (ROW) permitting. Individual commenters were both in favor and opposed to permitting along existing corridors. Energy companies requested renewal of existing -ROW grants or special use permits for those transmission and distribution facilities.

Renewable energy, in particular wind power and geothermal development, was noted for potential conflicts with sage-grouse management. Commenters requested that the EISs specifically address renewable energy and consider guidelines for siting and development.

Category 3: Livestock Grazing

- Livestock management recommendations - How will livestock grazing be managed in a way that ensures protection of greater sage-grouse and sage-grouse habitat?
- Livestock infrastructure - How will infrastructure associated with grazing, including fences, range improvements, and water developments, be managed?

Subcategories of livestock grazing comments included comments on the beneficial impacts of well-managed grazing on greater sage-grouse habitat, specifically by reducing the risk of wildfire through reduction in fuels and limiting juniper encroachment. Commenters also included information on the historical use of cattle to indicate that it does not adversely impact sage-grouse. Conversely, some commenters stated that restrictions must be put on grazing in greater sage-grouse habitat in order to preserve land health conditions. Similarly, livestock grazing infrastructure, including fences and water developments, were discussed regarding their potential risks and benefits to the sage-grouse. The social and economic importance of grazing and agriculture was also discussed.

Category 4: Vegetation Management

- Noxious and Invasive Species - How will noxious weeds and invasive species be managed to limit impacts on greater sage-grouse habitat?

- Sage-brush and desert scrub (sage-scrub) - How will sage-scrub habitat be restored and managed to provide necessary habitat components for the greater sage-grouse?
- Riparian Areas - How will riparian areas and wet meadows be managed to maintain or improve greater sage-grouse habitat while limiting impacts on other resources or resource uses?

Vegetation management concerns include management of noxious weeds and invasive species such as cheatgrass, juniper encroachment onto sage-scrub ecosystems, and resource uses that may impact this vegetation community. Additional concerns include management recommendations for greater sage-grouse habitat, such as sagebrush grassland, including herbaceous cover and specific habitat requirements for life-stages of the greater sage-grouse.

Category 5: Fish and Wildlife

- How will the BLM and Forest Service work with wildlife management agencies in order to manage and mitigate impacts of other wildlife (e.g., predators and competitors for habitat and food) on greater sage-grouse?
- How will the BLM and Forest Service manage greater sage-grouse habitat for the protection of other sagebrush obligate species?

Commenters recognized the BLM and Forest Service's limited role in wildlife management and suggested collaborative efforts with the USFWS and state agencies and project design features to limit impacts on the sage-grouse. Many commenters felt that that the agencies are overlooking predation, namely by ravens, eagles, hawks, and other bird species, as a key cause of greater sage-grouse population decline. Other predators mentioned included coyotes and foxes. Commenters also suggested that competition with other wildlife (e.g., increasing numbers of elk) for food and habitat is a cause of greater sage-grouse population decline. Finally commenters suggested that the protection of other sage-grouse obligate species be incorporated into the planning effort.

Category 6: Lands and Realty

- Private lands - What measures can be undertaken to encourage protection of greater sage-grouse and sage-grouse habitat on adjacent non-federal lands while protecting land owners rights?
- Public lands - How can federal lands be transferred, exchanged or otherwise consolidated to conserve greater sage-grouse habitat?

Lands and realty comments primarily addressed the concerns of private and split estate land owners regarding their vested rights. Additional concerns included management recommendations for the federal agencies to consolidate land parcels to better manage for important habitat areas for the greater sage-grouse. ROW concerns are addressed under energy and mineral development.

Category 7: Social, Economic, and Environmental Justice Considerations

- How will mineral and energy development be managed to protect sage-grouse and limit economic impacts on local communities?
- How will livestock grazing be managed to protect sage-grouse and limit social and economic impacts on local communities?

Comments related to social and economic conditions primarily addressed concerns about restrictions on public land resource use and related impacts on communities, including but not limited to mineral and energy development, livestock grazing, and recreation on BLM and Forest Service lands. Additionally, recommendations addressed studies and methodology to incorporate in the analysis.

Category 8: Recreation and Travel Management

No distinct subcategories were identified for comments related to travel and recreation management. Comments were primarily concerned with access to BLM and Forest Service lands. Most commenters were concerned that access or activities would be limited by measures imposed for sage-grouse protection. Other commenters were concerned about the impacts of recreational activities, including but not limited to OHV use and recreational viewing of sage-grouse leks, on sage-grouse populations.

Category 9: Fire Management

- Wildland fire - How will wildland fire be managed to maintain adequate greater sage-grouse habitat?
- Fuels treatments - What restrictions will be put in place on prescribed fire or fuels treatments in greater sage-grouse habitats?

Comments on fire management primarily related to the present future potential for impacts of severe wildland fires on greater sage-grouse habitat. Commenters requested an assessment of the amount of habitat modified from wildfire. In addition, commenters were concerned that fuels management techniques, including prescribed fire, are detrimental to greater sage-grouse habitat and stated that restoring ecosystems will require a new approach to natural disturbance processes. Commenters also mentioned the interrelation of livestock grazing, invasive plant species management, and wildland fire management.

Category 10: Special Management Areas

No distinct subcategories were identified for comments on special management areas. Comments addressed conservation of greater sage-grouse and sage-grouse habitat utilizing existing or newly designated special management areas. Specific categories of areas addressed included Areas of Critical Environmental Concern (ACECs), Research Natural Areas, Wilderness, Wilderness Study Areas, and areas with wilderness characteristics and inventoried roadless areas.

Category 11: Water and Soil

- Soils - How will soils be managed to maintain or improve greater sage-grouse habitat?
- Water - How will water resources be managed to maintain or improve greater sage-grouse habitat while limiting impacts on other resources or resource uses?

Comments on soils and water primarily addressed the impacts of resource uses on these resources and provided recommendations for management to limit impacts on greater sage-grouse or restore habitat. Additional water concerns included the impact of anthropogenic water sources on the spread of West Nile virus in greater sage-grouse.

Category 12: Drought Management / Climate Change

No distinct subcategories were identified for comments related to drought management and climate change. The majority of commenters stated that the BLM and Forest Service need to address changing climate and drought conditions in the EISs, specifically, the impacts of a changing climate on sage-grouse population, distribution, and habitat. Some commenters stated that climate change is an ongoing process, outside of human control and should not be addressed in this process.

Category 13: Wild Horse and Burros

No distinct subcategories were identified for comments related to wild horse and burros. Commenters requested management for wild horse and burros in greater sage-grouse habitat. In particular, those from the livestock grazing industry wanted the restrictions on wild horses and burros to be at least as strict as any restrictions put in place on domestic grazing within the greater sage-grouse habitat.

Other Issues to be Addressed in the LUPAs

In addition to comments described above, commenters addressed issues that do not relate the scope of environmental analysis for alternative development, but will be addressed in the LUPA process.

Commenters reminded the agencies to follow the requirements of FLPMA, the BLM planning handbook, the ESA, and state laws, as applicable. Additional specific concerns included the following:

- **Issue 1**. How will local working groups, local government, and other stakeholders be involved in the planning process?
- **Issue 2.** How will the BLM and Forest Service address site-specific conditions as related to greater sage-grouse habitat and management? How will LUP revisions allow for flexibility in regional or local management as appropriate for local conditions?

- **Issue 3.** How will the BLM and Forest Service allow for flexibility in LUPs to incorporate information from new scientific studies, a change in listing status, or other changing circumstances in the future?
- **Issue 4.** How will current management, Interim Management Policies and Procedures, management recommendations in the NTT report, and other existing measures for greater sage-grouse protection be incorporated into the planning process?

  Commenters requested clarification of how the NTT report will be used in the planning process.
- **Issue 5**. How will the BLM and Forest Service ensure consistent management at all levels of the agencies and avoid ambiguity in management terms?

  Commenters suggested clarification of any terms that are potentially ambiguous, including, but not limited to, "habitat fragmentation," "large in-tact sage-grouse communities," and "connectivity corridor."
- **Issue 6.** What measures will the BLM and Forest Service take to ensure that data, models, and maps used in decision making are available to the public, and that decisions made in the planning process are transparent?

  Commenters requested transparency and access to all maps, models, and data used in decision making.

3.3 GREAT BASIN REGION PLANNING ISSUE STATEMENTS

All planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements are also applicable for the Great Basin Region. In addition, the following issue was identified specific to the region:

- Energy development: How will planning efforts protect against habitat fragmentation from traditional and renewable energy sources at the ecosystem level?

Summary of Public Comments by Issue Statement

Summaries are provided below for resource issues which differed in content or emphasis from those presented in the range-wide discussion, above.

Energy development: Continued traditional energy development and wind and geothermal energy development are increasing in portions of the Great Basin Region. Commenters expressed concerns about managing these resources at the regional ecosystem level, including analysis of cumulative impacts.

Resource concerns, and site specific recommendations and habitat areas by subregion within the Great Basin Region are included in the following subregion analyses.

3.3.1 Utah Subregion Planning Issue Statements

Planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements as related to socioeconomics and climate and management of vegetation, fish and wildlife resources, recreation, and greater sage-grouse habitat and climate are also applicable for the Utah subregion. In addition, the following issue was identified:

- Livestock grazing: How will the BLM and Forest Service manage livestock grazing on public lands to protect greater sage-grouse while allowing ranchers to maintain their livelihoods and contribution to the local economy?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion above. Summaries are provided below for unique subregion-specific information or emphasis.

Livestock grazing: Commenters from organizations requested that the agencies recognize existing livestock grazing privileges and cautioned against the use of vegetation management techniques that would not conform to multiple use principals. Specific conservation efforts recommended as examples for management strategies include measures taken by Deseret Land and Livestock located mainly in Rich County, Utah (along the Utah-Wyoming border), and the Utah Grazing Improvement Program.

Social, Economic, and Environmental Considerations: Commenters from local organizations and local and state agencies requested that the agencies consider the importance of the ranching and agricultural sector to local communities and stressed the importance of public lands for these sectors due the high percentage of federal lands in many counties. In addition, commenters requested a detailed social and economic analysis. One commenter stressed the importance of utilizing realistic input data for IMPLAN modeling.

Energy Development: Concerns for energy development included adherence to local plans, including energy zones developed in Duchesne, Uintah, and Daggett counties. Energy corridors were a concern expressed by local government agencies and developers; commenters requested that existing energy corridors and proposed Energy Gateway South and TransWest Express corridors should be recognized and considered for exclusion from -sage-grouse preliminary priority or preliminary general habitat designation.

Fish and Wildlife: The impact of predators on sage-grouse was noted. Requests included analysis of existing predator control efforts, and all reasonable predator management options as they relate to sage-grouse populations. Competing wildlife interests within greater sage-grouse habitat, specifically from big game, were noted as an additional concern.

Greater Sage-Grouse and Sage-Grouse habitat: Local organizations and state governments questioned the data used to develop population estimates and determine the need for additional conservation efforts. Ongoing conservation efforts were noted, including those in southern Utah and within the Kane County Conservation District. Specific population or habitat areas for greater sage-grouse recommended for further examination included the Blue Mountain population in north-eastern Utah and the Parker Mountain population.

3.3.2 Idaho/Southwestern Montana Planning Issue Statements

Key issues discussed in Idaho/Montana comments included travel management, greater sage-grouse habitat, lands and realty, and socioeconomics. Comments were also included on wildlife, vegetation, energy, and water resources. All general planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements related to these resources are also applicable for the Idaho/Southwestern Montana subregion. In addition, the following planning issue was identified:

- Lands and Realty: How will the BLM and Forest Service manage lands and realty decisions to reduce habitat fragmentation and conversion of greater sage-grouse habitat?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion, above. Summaries are provided below for unique subregion-specific information or emphasis.

Recreation and Travel Management: Commenters asked the BLM and Forest Service to include analysis of increased recreational activity in planning documents and to work with local recreational groups. The Forest Service has recently completed travel management route designation in areas and commenters urged the BLM to avoid additional road closures.

Greater Sage-Grouse and Sage-Grouse Habitat: Specific geographic locations mentioned in comments as requiring further analysis are potential priority habitat areas or other key habitat components include the Tex Creek Wildlife Management Area; upper Birch Creek and upper Lemhi Valleys; Kilgore/Shotgun Valley areas; southeast Idaho Uplands area; areas south and west of the Big Desert area; Salmon-Challis National Forest; Pioneer Mountains, the last River Range; Leadore, including the Timber Creek, Eighteen Mile Creek, Hawley Creek, Railroad Canyon Creek; and Mill Creek drainages. Commenters

suggested including and analyzing specific planning documents or data, including the -sage-grouse conservation plan for the Jarbidge planning area, University of Montana Western -sage-grouse data, and Montana Audubon in the Dillon Local Working Group Area -sage-grouse data.

Social, Economic, and Environmental Considerations: Comments focused on the importance of livestock grazing and agriculture to the planning area. Commenters were concerned that restrictions on grazing would impact local economies in Magic Valley and the Twin Cities.

Lands and Realty: Comments for lands and realty addressed concerns about impacts of management actions on private lands, and development of private land and lands and realty actions that would increase development or subdivision.

Livestock grazing: Concerns included impacts of sheep and cattle grazing, specifically around key habitat areas including leks. Comments urged the agencies to examine the Grazing Policy adopted by the Custer County Commissioners.

3.3.3 California/Nevada Subregion Planning Issue Statements

Relevant issues in the California/Nevada subregion included energy and mineral development, livestock grazing, socioeconomics, greater sage-grouse habitat management, fire management and wild-horse and burros. Additional comments were received on land and realty, special management areas, riparian areas, drought and climate change. All general planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resources are also applicable for the California/Nevada subregion. In addition, the following issues were identified:

- Fire Management: How will wildland fire and post-burn restoration be managed to conserve greater sage-grouse habitat?
- Mining: How will the BLM and Forest Service manage greater sage-grouse and sage-grouse habitat without imposing prohibitive limitations on mining?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion, above. Summaries are provided below for unique subregion-specific information or emphasis.

Energy and Mineral Development: Energy companies expressed concerns with cumulative limitations on development, including concerning limitations on private lands. Some individuals requested that energy and mineral development be limited, including specific requests to restrict oil and gas leases and, specifically in Nye County, to permanently withdraw the remaining land parcels

in Nye County from oil and gas development. Conversely, other individuals expressed doubts that oil and gas development has impacts on sage-grouse populations and stated that limitations on oil and gas development are unnecessary and would have impacts on the local and state economy. Mineral development concerns included a request to not prohibit or withdraw mineral development in priority or general habitat.

Livestock Grazing: Comments on livestock grazing were concerned with the economic impacts on the range industry in Nevada. A local government agency recommended working collaboratively with grazing permittees to examine methods of grazing that benefit and enhance greater sage-grouse habitat.

Social, Economic, and Environmental Considerations: Socioeconomic concerns included requests to examine the importance of public land use for agriculture, recreation, and mineral development to local and state economies.

Greater Sage-Grouse and Sage-Grouse Habitat: Comments on greater sage-grouse and sage-grouse habitat included requests to confirm population trends. Specific geographic areas and populations mentioned include certain leks in the Elko District Office.

Fire Management: Concerns related to fire management included the significant amount of greater sage-grouse habitat impacted by wildland fire and lack of successful restoration efforts on burned lands. Individuals and those in the commercial sector recommended improvements to suppression strategies and restoration efforts.

Lands and Realty: Commenters requested that the agencies consider local input on lands and realty management decisions; specific plans to consider include the Policy Plan for Public Lands of the Churchill County Master Plan.

Special Management Areas: Special Management Area concerns include the importance of large blocks of unfragmented lands in Wilderness, BLM and USFWS Wilderness Study Areas, and Forest Service Roadless Areas. The Burbank Canyons WSA was mentioned as being important greater sage-grouse habitat.

3.3.4 Oregon Subregion Planning Issue Statements

Key issues discussed in the Oregon subregion comments included energy and mineral development, socioeconomics, fire management, livestock grazing, vegetation management, special management areas, wildlife, and recreation. General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements, for these resource areas are also applicable for the Oregon subregion. In addition, the following issues were identified:

- Energy and Mineral Development: How will current and potential mineral extraction in the planning area be managed to minimize economic impacts and allow for sage-grouse conservation?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion, above. Summaries are provided below for unique subregion-specific information or emphasis.

Energy and Mineral Development: Comments received included concerns about energy development in high desert country and a recommendation to consider the impacts of wind farm development on greater sage-grouse habitat, as demonstrated in northeast Oregon wind farms in Baker County. In addition, an inventory of mineral materials and replacement costs for materials withdrawn was requested, specifically as related to local community costs, for the Oregon EISs. Mining comments related to social and economic impacts of mineral materials extraction and recommendations to determine the potential impacts on development of industrial mineral and metallic mineral resources located in habitat category 1 and 2 areas. Specific deposits mentioned as areas of concern by commenters from the mining industry included the Grassy Meadow Gold deposit.

Social, Economic, and Environmental Considerations: Comments considered economic and social values of the local agriculture and ranching community in the area, specifically in Malheur County. In addition, commenters requested that the socioeconomic impacts due to recreation, renewable energy, ranching, and mineral extraction be addressed. Specific data sets were recommended to aid in analysis.

Fire Management: An individual requested inventory of all treated lands and determine the fire risk factors and potential limitations posed to firefighter access and safety; fuel loading and potentials for catastrophic fire conditions, and dangers to public land and private property.

Livestock Grazing: Management actions for livestock grazing are recommended to incorporate programmatic Candidate Conservation Agreement for public lands in development by the Oregon's Cattlemen Association and the Oregon BLM. Some commenters stated that -well-managed grazing is compatible with sage-grouse conservation, while others state that overgrazing is the cause of poor conditions of public lands in Central Oregon.

V*egetation*: Invasion of exotic annual grasses and encroachment of juniper were stated to represent the largest threats to greater sage-grouse habitat in Oregon. In addition, commenters provided recommendations for modeling of specific vegetation communities.

Fish and Wildlife: Wildlife recommendations included a request to use the 2011 Oregon Department of Fish and Wildlife Greater Sage-Grouse Conservation Assessment and Strategy for Oregon: A Plan to Maintain and Enhance Populations and Habitat. In addition, commenters included a request to cooperate between wildlife programs to coordinate studies to identify new population count methods.

Special Management Areas: Concerns were raised related to the proposed Juniper Encroachment management plan and its effects on ACECs in the Vale, Lakeview, and BLM Districts.

3.4 ROCKY MOUNTAIN REGION PLANNING ISSUE STATEMENTS

Key issues discussed in the Rocky Mountain Region included energy development, greater sage-grouse habitat management, livestock grazing, and socioeconomics, although comments were received for all resource topics General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resource areas are also applicable for the Rocky Mountain Region. In addition, the following issues were identified:

- Energy and Mineral Development: How will the BLM and Forest Service manage unique energy production techniques including, but not limited to, oil shale extraction and wind development in greater sage-grouse habitat?
- General Planning: How will the Wyoming planning effort be incorporated at the regional level?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion, above. Summaries are provided below for unique subregion-specific information or emphasis.

Energy and Mineral Development: Energy development in the subregion has played a major role in local economies in the recent past, and different extraction techniques for traditional fuel sources and expansion of renewable energy have expanded. Commenters cited concerns with management of these resources.

Greater Sage-Grouse and Sage-Grouse Habitat: Commenters in the region addressed the recommendations in the Wyoming planning effort and stated components to include in a regional and national planning effort and addressed concerns about components that would not be appropriate for regions outside of Wyoming.

3.4.1 Colorado Planning Issue Statements

Key issues discussed in Colorado comments include an emphasis on energy development and socioeconomic impacts. Other concerns include livestock

grazing, special management areas, wildlife, and greater sage-grouse habitat. General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resource areas are also applicable for Colorado.

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion, above. Summaries are provided below for unique subregion-specific information or emphasis.

Energy and Mineral Development: Specific concerns in Colorado related to energy and mineral development included economic concerns of energy producing counties, including Garfield County. Specific impacts of oil shale were requested, and recommendations for disturbance limits provided. Additional concerns included impacts of development on populations in the Meeker/White River and Parachute Piceance/Roan populations Management Zone (MZ) in the Uintah-Piceance geologic basin and the Middle Park population, Eagle-South Routt population, and populations within the Little Snake Resource Area. In addition, protective management of preliminary priority habitat delineated by Colorado Parks and Wildlife was recommended. Local counties expressed concern about limitations on mineral material extraction.

Lands and Realty: Specific comments related to lands and realty addressed decisions to promote habitat connectivity specifically for the Meeker/White River and Parachute Piceance/Roan populations.

Livestock Grazing; Grazing comments recommended incorporation of local land planning effort recommendations on grazing and specific recommendations for timing, location, and other restrictions on grazing to protect greater sage-grouse habitat.

Greater-Sage-grouse and Sage-Grouse Habitat: Specific concerns in Colorado included state maps of habitat management zones in Colorado, the Wyoming Basin Management Zone (MZ II) and the Colorado Plateau Management Zone (MZ VII), including populations in Northwest Colorado and North Park, the Wyoming Basin population, the Middle Park and Northern Eagle/Southern Routt populations, the Meeker/White River population, and the Parachute Piceance/Roan population.

Social, Economic, and Environmental Considerations: Social and economic concerns included the implementation of national policies that are not appropriate to local areas, resulting in economic impacts. Suggested references and methods of impacts analysis on local conditions were provided. Commenters requested that socioeconomic impacts be considered in alternatives development.

Special Management Areas: Comments related to ACEC and Research Natural Area designation and management. Tyler Mountain is a specific ACEC to consider in Colorado.

Recreation and Travel Management: Concerns included increasing recreation in important greater sage-grouse habitat areas, notably in Grand County. In addition, habitat fragmentation from roads was noted.

3.4.2 Wyoming Planning Issue Statements

Key issues discussed in Wyoming comments included wildlife management, greater sage-grouse habitat, energy development, and livestock grazing. Comments were also received on vegetation management, riparian areas and water, recreation, lands and realty, and water resources. General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resource areas are also applicable for Wyoming. In addition, the following issues were identified:

- General Planning: How will the Wyoming approach to sage-grouse management be addressed in the national planning effort?

Specific recommendations to follow or depart from the Wyoming approach to - sage-grouse management were noted throughout comments for this subregion. Comments are summarized in the following issue statement:

- Fish and Wildlife: How will the BLM and Forest Service minimize conflicts between management objectives for conservation of black-tailed prairie dog and the greater sage-grouse?

Summary of Public Comments by Issue Statement

General themes of comments were similar to the content provided in the range-wide discussion above. Summaries are provided below for unique subregion-specific information or emphasis.

Energy and Mineral Development: Specific concerns for Wyoming included management on split estate lands, cumulative impacts of development on greater sage-grouse habitat, particularly for oil and gas, and impacts of wind development, as well as specific implementation-level recommendations. Development in the Powder River and Hoback Basins was of particular concern.

Livestock Grazing: Livestock grazing comments addressed potential impacts and benefits of grazing on greater sage-grouse habitat as described for the range-wide level. Specific recommendations were provided for livestock trailing, structural range improvements, and for the Lander RMP. In addition, water, riparian, and wetland comments associated with livestock grazing were submitted.

Fish and Wildlife: Wildlife management recommendations include specific design features to protect sage-grouse from predators. In addition, comments were received on potential conflicts between prairie dog and greater sage-grouse management.

Greater Sage-Grouse and Sage-Grouse Habitat: Specific concerns included management recommendations for particular components of habitat as well as discussion of specific potential habitat areas. Areas to address include: Thunder Basin National Grassland; Upper Snake River Basin; Greys River Ranger District of the Bridger-Teton National Forest; Upper Green River core population and the Gros Ventre River Valley; Bacon Ridge/Breakneck Flats sage-grouse winter use areas; Upper Green River Core population and the Hoback Basin; connectivity of greater sage-grouse habitat along the Wyoming-Idaho State line near Crow, Stump, and Spring Creeks; and habitat connectivity with occupied habitat in Star Valley and Southeast Idaho.

Special Management Areas: Special management areas of concern included ACECs, specifically within the Pinedale Field Office.

3.4.3 North Dakota/South Dakota Planning Issue Statements

Issues discussed in the comments for North and South Dakota included greater sage-grouse habitat, energy development, livestock grazing, and water resources. General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resource areas are also applicable for the Dakotas. No unique comment themes were identified.

3.4.4 Eastern Montana Planning Issue Statements

Issues discussed in the comments for Eastern Montana included greater sage-grouse habitat, livestock grazing, energy development and fire management. Comments were also submitted on wildlife (predation) and socioeconomics. General planning issue statements stated under **Section 3.2**, Range-Wide Planning Issue Statements for these resource areas are also applicable for Montana. No unique comment themes were identified.

3.5 Issues That Will Not be Addressed in the LUPAs

Comments related to national policy decisions and issues outside the scope of the LUPAs will not be addressed as part of this planning effort, including decisions on BLM and Forest Service lands within the purview of other planning efforts or decisions managed by other federal, state, or local agencies.

3.5.1 National Policy Decisions

Commenters addressed concerns with decisions at the national level, including but not limited to the :LUP revision process and implementation of NEPA, decisions on wilderness and Wilderness Study Areas, and hunting regulations on federal lands.

3.5.2 Outside the Scope of the Planning Effort

Commenters addressed concerns with development and management of sage-grouse on decisions outside of the BLM and Forest Service jurisdiction. Specific themes included the following:

- How will the BLM and Forest Service work with wildlife management agencies to ensure appropriate management of hunting for greater sage-grouse on both public and private lands?

  Many commenters questioned why hunting of greater sage-grouse is allowed if the bird is in need of protection. Others stated that hunting should be utilized as a method to control greater sage-grouse predators.

  Hunting is regulated by state wildlife agencies; these comments therefore relate to state-regulated actions and are outside the scope of the current planning effort.

- How did the USFWS determine the warranted but precluded decision?

  Commenters questioned population levels and the need to incorporate range-wide conservation measures. Others questioned the effectiveness of ESA listing as a method of species conservation

  These comments relate to decisions under the purview of the USFWS and will not be addressed in the current planning effort.

- How can the BLM and Forest Service manage livestock grazing?

  Commenters asked that grazing be limited or completely stopped due to detrimental ecosystem effects. Other stated that grazing programs should be reformed as the requirements are too limiting and impact ranchers' livelihoods. In addition, some commenters state that grazing provides habitat enhancements for sensitive species.

  Decisions about livestock grazing national policies would not be made in this planning effort.

- How should renewable energy be managed and developed?

  Commenters stated concerns about renewable energy development, including economic instability due to government subsidies and risk of wildlife mortality, specifically for bats and birds.

  General decisions about renewable energy management on public lands will be determined by national policy and would not be determined in this planning effort.

In addition, comments were received related to other out of scope topics that would be determined by national policy, including the following:

- Compensation of private land owners for conservation efforts and off-site mitigation;
- BLM and the Forest Service funding;
- Designation of Special Management Areas; and
- NEPA procedure and costs.

3.6 ANTICIPATED DECISIONS

Management direction resulting from the planning process for the LUPAs needs to be adaptable to changing conditions and demands. The LUPAs will provide management direction and guide decision making for determining appropriate multiple uses and allocation of resources to conserve the greater sage-grouse and its habitat. Only LUPs that cover planning areas containing greater sage-grouse PHP or GHP will be included for amendment. LUPAs will identify habitat within these categories as well as define desired conditions, management direction, and standards and guidelines.

The BLM and Forest Service are reviewing the condition of the environment and the current management situation to identify which management directions provide protections to sage-grouse and habitat should be continued, which should be modified, and which should be developed and added.

This scoping report does not change current management direction set forth in the BLM and Forest Service LUPs under consideration for amendment. Instead, it summarizes those issues identified during the scoping period. The BLM and Forest Service will use these issues, along with subsequently identified issues, planning criteria, and other information (such as occurrence and development potential for minerals), to help formulate a reasonable range of alternatives to conserve greater sage-grouse during the next phase of the LUPA process. Each identified alternative (including continuation of existing management practices) will represent a complete plan for conserving greater sage-grouse on BLM- and Forest Service-administered lands in the planning area. Future decisions will occur at two levels: the LUPA level and the implementation level. These decision types are described below. Only land use plan-level decisions will be made as part of the LUPA process. The BLM's and Forest Service's evaluation of identified alternatives will be documented in an EIS prepared as part of the LUPA process, as required under NEPA. The BLM will amend LUPAs with the signing of the RODs for each EIS, and the Forest Service will utilize the analysis within the EISs to sign separate RODs and amend the identified LMPs.

3.6.1 Future Land Use Plan-level Decisions

Future LUP-level decisions will be made on a broad scale. These decisions will identify management direction and guide actions for the coming decades within the planning area. The LUPA will provide a comprehensive yet flexible framework for managing the numerous demands on resources located on public lands while conserving sage-grouse.

The vision for the LUPA will be described in terms of two categories of LUP-level decisions: desired outcomes and allowable uses and actions to achieve desired outcomes.

Desired outcomes will be expressed in terms of specific goals, standards, and objectives. Goals are broad statements of desired outcomes, such as managing greater sage-grouse and their habitats to provide for their conservation and restoration. Standards are descriptions of conditions or the degree of function required, such as land health standards. Objectives are specific, quantifiable, and measurable desired conditions for resources, such as managing sagebrush communities to achieve a certain canopy cover by 2020.

After establishing desired outcomes, the agencies will identify the allowable uses (land use allocations) and management actions needed to achieve the goals and objectives. Allocations identify areas where uses are allowed and any restrictions that may be needed to meet goals and objectives in these areas, and areas where uses would be excluded to protect resource values. Management actions are similar in that they are actions that are anticipated to achieve the desired outcomes and include actions to maintain, restore, or improve land health; management actions could be proactive measures, such as measures that would be taken to enhance ecosystem function and condition.

3.6.2 Future Implementation-level Decisions

The LUPAs will contain broad-scale decisions that guide future land management actions. Subsequent site-specific implementation, often characterized as project-level or activity-level decisions, will require the BLM's and Forest Service's final approval of on-the-ground actions. Implementation decisions require a more-detailed, site-specific environmental analysis that tiers off of the EIS prepared for the LUPA. These decisions generally constitute final approval of on-the-ground actions to proceed (BLM 2005). An example of an implementation decision is the development and management of a recreation site. They may be incorporated into implementation plans (activity or project plans) or may exist as stand-alone decisions.

These types of decisions require site-specific planning and NEPA analysis. Where implementation decisions are made as part of a land use planning effort, they are still subject to the appeals process or other administrative review as prescribed by specific resource program regulations after the BLM resolves the protests to land use plan decisions and makes a decision to adopt or amend the

RMP (High Desert Multiple Use Coalition, Inc. et al. Keith Collins, 142 IBLA 285 [1998]).

3.7 VALID EXISTING MANAGEMENT

The BLM- and Forest Service- administered public lands in each subregion's planning areas are managed with direction from their respective existing LUPs and subsequent amendments. Preparation of an updated LUP, or amending a LUP, is necessary to incorporate specific conservation measures across the range of the greater sage-grouse. The LUPAs will establish new land use planning decisions to address issues identified through the federal agencies and public scoping and, where appropriate, may incorporate decisions from the exiting LUPs and subsequent amendments. Determining which existing management decisions to carry forward is part of the planning process. The BLM and Forest Service will review the existing management situation to determine which decisions to carry forward and will identify where new management guidance should be developed for greater sage-grouse. This review will be documented in the EISs.

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CHAPTER 4
PLANNING CRITERIA

During its initial planning sessions, the BLM and Forest Service developed preliminary planning criteria. Planning criteria establish constraints, guidelines, and standards for the planning process and help planners define the scope of the process and estimate the extent of data collection and analysis. Planning criteria are based on standards prescribed by applicable laws and regulations; agency guidance; results of consultation and coordination with the public, other federal, state, and local agencies, and Indian tribes; analysis of information pertinent to the planning area; and professional judgment. The plan will be completed in compliance with the FLPMA, NEPA, NFMA, and all other applicable laws, regulations, and policies. Impacts from the management alternatives considered in the LUPAs will be analyzed in EISs developed in accordance with regulations at 43 CFR 1610 and 40 CFR 1500.

The following preliminary criteria were developed internally for the greater sage-grouse LUPAs/EISs and presented for public comment during the public scoping period. After public input is analyzed, the criteria become proposed criteria and can be added to or changed as the issues are addressed or as new information is presented. The BLM and Forest Service will approve the issues and criteria along with any changes. Additional suggested criteria received in public scoping comments are provided in **Section 4.2**, Additional Suggestions for Planning Criteria.

4.1 PRELIMINARY PLANNING CRITERIA

- The BLM and Forest Service will utilize the WAFWA *Conservation Assessment of Greater Sage-Grouse and Sagebrush Habitats* (Connelly, et al. 2004), and any other appropriate resources, to identify greater sage-grouse habitat requirements and best management practices.

- The approved RMP amendments/revisions will be consistent with the BLM's National Sage-grouse Conservation Strategy.
- The approved RMP amendments/revisions will comply with FLPMA, NEPA, and Council on Environmental Quality regulations at 40 CFR 1500 - 1508 and Department of the Interior regulations at 43 CFR 46 and 43 CFR 1600; the BLM Land Use Planning Handbook, "Appendix C: Program-Specific and Resource-Specific Decision Guidance Requirements" for affected resource programs (BLM 2005); the BLM National Environmental Policy Act Handbook H-1790-1 (BLM 2008), and all other applicable BLM policies and guidance.
- The approved LMP amendments/revisions will comply with NFMA, NEPA, Council on Environmental Quality regulations at 40 CFR 1500 – 1508, Regulations of the Secretary of Agriculture at 36 CFR 219, Forest Service Manual 1920, and Forest Service Handbook 1909.12.
- The RMP and LMP amendments/revisions will be limited to making land use planning decisions specific to the conservation of greater sage-grouse habitats.
- The BLM and Forest Service will consider allocative and/or prescriptive standards to conserve greater sage-grouse habitat, as well as objectives and management actions to restore, enhance, and improve greater sage-grouse habitat.
- The RMP and LMP amendments/revisions will recognize valid existing rights.
- Lands addressed in the RMP and LMP amendments/revisions will be public lands (including surface-estate, split-estate lands) managed by the BLM and Forest Service, respectively, in greater sage-grouse habitats. Any decisions in the RMP and LMP amendments/revisions will apply only to federal lands administered by either the BLM or the Forest Service.
- The BLM and Forest Service will use a collaborative and multi-jurisdictional approach, where appropriate, to determine the desired future condition of BLM-administered lands and Forest Service lands for the conservation of greater sage-grouse and their habitats.
- As described by law and policy, the BLM and Forest Service will strive to ensure that conservation measures are as consistent as possible with other planning jurisdictions within the planning area boundaries.
- The BLM and Forest Service will consider a range of reasonable alternatives, including appropriate management prescriptions that

focus on the relative values of resources while contributing to the conservation of the greater sage-grouse and sage-grouse habitat.

- The BLM and Forest Service will address socioeconomic impacts of the alternatives. Socio-economic analysis will use accepted input-output quantitative models such as IMPLAN, RIMSII, and JEDI for renewable energy analysis.
- The BLM and Forest Service will endeavor to use current scientific information, research, technologies, and results of inventory, monitoring, and coordination to determine appropriate local and regional management strategies that will enhance or restore greater sage-grouse habitats.
- Management of greater sage-grouse habitat that intersects with Wilderness Study Areas on public lands administered by the BLM will be guided by the Interim Management Policy for Lands under Wilderness Review. Land use allocations made for Wilderness Study Areas must be consistent with the interim management policy and with other laws, regulations, and policies related to Wilderness Study Area management.
- For BLM-administered lands, all activities and uses within greater sage-grouse habitats will follow existing land health standards. Standards and guidelines for livestock grazing and other programs that have developed standards and guidelines will be applicable to all alternatives for BLM lands.
- The BLM and Forest Service will consult with Native American Tribes to identify sites, areas, and objects important to their cultural and religious heritage within greater sage-grouse habitats.
- The BLM and Forest Service will coordinate and communicate with state, local, and tribal governments to ensure that the BLM and Forest Service consider provisions of pertinent plans; seek to resolve inconsistencies between state, local, and tribal plans; and provide ample opportunities for state, local, and tribal governments to comment on the development of amendments or revisions.
- The BLM and Forest Service will develop vegetation management objectives, including objectives for managing noxious weeds and invasive species, including identification of desired future condition for specific areas, within greater sage-grouse habitat.
- The RMP and LMP amendments/revisions will be based on the principles of adaptive management.
- Reasonable foreseeable development scenarios and planning for fluid minerals will follow the BLM Planning for Fluid Mineral Resources Handbook H-1624-1 (BLM 1990) and current fluid minerals manual guidance for fluid mineral (oil and gas, coal-bed

methane, oil shale) and geothermal resources. For NFS lands, the Forest Service will use applicable and relevant policy and procedures.

- The RMP and LMP amendments/revisions will be developed using an interdisciplinary approach to prepare reasonable foreseeable development scenarios, identify alternatives, and analyze resource impacts, including cumulative impacts on natural and cultural resources and the social and economic environment.
- The most current and approved BLM and Forest Service corporate spatial data will be supported by current metadata and will be used to ascertain greater sage-grouse habitat extent and quality. Data will be consistent with the principles of the Information Quality Act of 2000.
- State game and fish agencies' greater sage-grouse data and expertise will be utilized to the fullest extent practicable in making management determinations on federal lands.

4.2 ADDITIONAL SUGGESTIONS FOR PLANNING CRITERIA

- Expand the criterion to use state game and fish agency data and expertise to state that the LUP amendments will recognize the states' responsibility and authority to manage wildlife.
- Include information from Grazing Influence, Objective Development, and Management in Wyoming's Greater Sage-grouse Habitat (Cagney et al. 2010) and recommendations developed by Local Sage-grouse Working Groups and the forthcoming Greater Sage-Grouse Programmatic Candidate Conservation Agreement with Assurance for Wyoming Ranch Management.

CHAPTER 5
DATA SUMMARY/DATA GAPS

As part of the LUPA planning, evaluation, and data-collection process, the BLM and Forest Service have inventoried available information and have identified the following data needs:

- Draft oil and gas, and wind and solar reasonably foreseeable development reports will be completed for each subregion that does not have a current report; findings of the oil and gas reasonably foreseeable development reports will be incorporated into the LUPAs/EISs.
- A socioeconomic analysis will be completed and will be used to assess existing socioeconomic conditions and analyze socioeconomic impacts from the proposed alternatives.
- Pending reports for special designation areas include ACEC evaluations.
- A draft cumulative effects baseline report will be prepared to document current conditions and assess past, present, and future trends at a range-wide level.
- Information obtained in the ongoing rapid ecological assessments will be used in analyzing potential impacts on climate change from the proposed alternatives (BLM 2012b).

Both new data and existing resource information will be used in formulating management alternatives in the LUPAs. To facilitate this process, information is being compiled and put into digital format for use in analysis and map production using Geographic Information Systems. Because this information is imperative to quantify resources, update maps, and manipulate information during alternatives development, this process must be completed before

analysis can begin. New data generated during the LUPA process will be used to address planning issues and will meet applicable established standards.

CHAPTER 6
FUTURE STEPS

6.1 SUMMARY OF FUTURE STEPS AND PUBLIC PARTICIPATION OPPORTUNITIES

The next phase of the planning process is to develop draft management alternatives based on the issues presented in Sections 3.2 – 3.4 of this scoping report. These alternatives will address planning issues identified during scoping and will meet goals and objectives to be developed by the BLM's and Forest Service's interdisciplinary team. In compliance with NEPA, Council on Environmental Quality regulations, and BLM and Forest Service planning regulations and guidance, alternatives should be reasonable and capable of implementation. The BLM and Forest Service will also meet with cooperating agencies, interested tribes, and community groups and individuals. A detailed analysis of the alternatives will be completed, and the BLM's and Forest Service's preferred alternative will then be identified. The preferred alternative is often made up of a combination of management option components from various alternatives to provide the best mix and balance of multiple land and resource uses to resolve the issues.

The analysis of alternatives developed for each of the subregions in the Great Basin and Rocky Mountain regions will be documented in a Draft LUP Amendment (LUPA)/EIS for each subregion. Although the BLM and Forest Service welcomes public input at any time during the planning process, the next official public comment period will begin when the Draft LUPAs/EISs are published, which is anticipated in the spring of 2013. Each of the subregional LUPAs/EISs will be developed and released for public review independently. The draft documents will be widely distributed to elected officials, regulatory agencies, and members of the public, and will be available on the Great Basin and Rocky Mountain regions project Web sites. The availability of the draft document will be announced via a Notice of Availability in the Federal Register, and a 90-day public comment period will follow. Public meetings will be held throughout the subregions during the 90-day comment period for each EIS.

At the conclusion of the public comment period, the Draft LUPAs/EISs will be revised. Proposed LUPAs/Final EISs will then be published. The availability of the proposed document will be announced in the Federal Register, and a 30-day public protest period will follow regarding the proposed planning level decisions (43 CFR Part 1610.5.2). If necessary, a notice will be published in the Federal Register requesting comments on significant changes made as a result of protest.

Concurrently, the governors of each state in the subregions will have a 60-day period to review the document for consistency with approved state and local plans, policies, and programs.

Under Forest Service regulations, the appeals process occurs as a pre-decisional objection process as outlined in Section 105(a) of the Healthy Forests Restoration Act of 2003 and set forth in 2012 Appropriations Act (16 USC §§ 1600-14). The objection process will begin after the completion of the EISs and will end, at the latest, when the Forest Service issues its ROD. In addition, to participate in the administrative review process and object to a project, an individual must submit specific written comments regarding the proposed action to the Forest Service during the scoping or public comment period

At the conclusion of the public protest period and the governor's consistency review, the BLM and Forest Service will resolve all protests and any inconsistencies. Pending resolution of any protects received, the approved LUPAs and RODs will be published. The availability of these documents will be announced in the Federal Register. Any implementation-level decisions in the RMPA are not subject to the protest process but instead are subject to administrative remedies set forth in regulations applicable to the specific resource management program. These remedies generally take the form of appeals to the Office of Hearings and Appeals within 30 days of the effective date of the ROD or in accordance with the provisions of 43 CFR 4.4.

All publications, including this report, newsletters, Notices of Availability, the Draft LUPAs/EISs, and other subsequent documents, will be published on the Great Basin and Rocky Mountain region project Web sites. In addition, pertinent dates regarding solicitation of public comments will be published on the Web sites.

6.2 CONTACT INFORMATION

The public is invited and encouraged to participate throughout the planning process for the LUPAs. Some ways to participate include:

- Reviewing the progress of the LUPAs at the project Web sites, which will be updated with information, documents, and announcements throughout the duration of the LUPA preparation; and

- Requesting to be added to or to remain on the official project mailing list in order to receive future mailings and information. (email SageQuery@blm.gov)

To request further information, have names added to or removed from the mailing list, or update contact information, members of the public may email a request to SageQuery@blm.gov, or contact:

Johanna Munson, Rocky Mountain Region Project Manager
5353 Yellowstone Road
Cheyenne, Wyoming 82009
Telephone: (307) 775–6329
jmunson@blm.gov

or

Lauren Mermejo, Great Basin Region Project Manager
Telephone (775) 861–6645
1340 Financial Boulevard
Reno, Nevada 89520
lmermejo@blm.gov.