

## Request for Public Comments

The Service solicits public comments on the draft revised recovery plan. All comments received by the date specified in **DATES** will be considered prior to approval of the plan. Written comments and materials regarding the plan should be addressed to the Field Supervisor (see **ADDRESSES** section). Comments and materials received will be available, by appointment, for public inspection during normal business hours at the above address. All public comment information provided voluntarily by mail or by phone becomes part of the official public record. If requested under the Freedom of Information Act by a private citizen or organization, the Service may provide copies of such information.

### Authority

The authority for this action is section 4(f) of the Endangered Species Act, 16 U.S.C. 1533(f).

Dated: January 16, 2014.

Matt Hogan,

Deputy Regional Director, Denver, Colorado.

[FR Doc. 2014-02779 Filed 2-7-14; 8:45 am]

BILLING CODE 4310-55-P

## DEPARTMENT OF THE INTERIOR

### Bureau of Land Management

[LLMTO60-L16100000-DO0000]

### Notice of Intent To Prepare a Resource Management Plan and Associated Environmental Impact Statement for the Lewistown Field Office and a Portion of the Butte Field Office, Montana

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

**ACTION:** Notice of intent.

**SUMMARY:** Pursuant to the Federal Land Policy and Management Act of 1976, as amended (FLPMA), and the National Environmental Policy Act of 1969, as amended (NEPA), the Bureau of Land Management (BLM) Lewistown and Butte Field Offices intend to prepare a Resource Management Plan (RMP) with an associated Environmental Impact Statement (EIS) for the RMP for BLM public lands and resources managed by the Lewistown Field Office, and a small portion of the Butte Field Office in northern Lewis and Clark County, Montana. Through this notice, public scoping is also being announced to solicit public comments and assist with the identification and development of planning issues. The RMP will replace the existing Headwaters Resource Area

RMP, dated September 1984, and the Judith Resource Management Plan, dated 1994, as amended.

**DATES:** This notice initiates the public scoping process for the RMP and associated EIS. Comments and resource information should be submitted to the BLM within 60 calendar days of publication of this notice in the **Federal Register**. A series of public scoping meetings will be held throughout the planning area. Meeting times and locations will be announced 15 days prior to each event through local news media, newsletters and the BLM Web site at: <http://blm.gov/ngld>.

Formal scoping comments should be submitted prior to the close of the scoping period or 30 days after the last public scoping meeting, whichever is later. The BLM will provide additional opportunities for public participation upon publication of the Draft RMP/EIS.

**ADDRESSES:** Documents related to this proposal may be viewed at the Lewistown Field Office, 920 NE Main St., Lewistown, MT 59457, during regular business hours from 8:00 a.m. to 4:30 p.m., Monday through Friday, except holidays, or online at: <http://blm.gov/ngld>. Written public comments and input may be submitted by any of the following methods:

- Email: [blm\\_mt\\_lewistown\\_rmp@blm.gov](mailto:blm_mt_lewistown_rmp@blm.gov)
- Fax: 406-538-1904, Attention: Lewistown RMP
- Mail: BLM Lewistown Field Office, Attention: Lewistown RMP, 920 NE Main St., Lewistown, MT 59457

**FOR FURTHER INFORMATION CONTACT:** Dan Brunkhorst, RMP Project Manager, Lewistown Field Office, at 406-538-1981 or by email [blm\\_mt\\_lewistown\\_rmp@blm.gov](mailto:blm_mt_lewistown_rmp@blm.gov). Contact Mr. Brunkhorst if you wish to be added to the mailing list.

**SUPPLEMENTARY INFORMATION:** This document provides notice that the BLM intends to prepare an RMP with an associated EIS, for the Lewistown Field Office and a portion of the Butte Field Office for public lands located in northern Lewis and Clark County. This notice also announces the beginning of the scoping process and seeks public input on issues, planning criteria, and nominations for Areas of Critical Environmental Concern (ACEC).

The RMP/EIS will fulfill the needs and obligations set forth by FLPMA, NEPA, and BLM management policies. The area to be covered under the Lewistown RMP/EIS is located in the central part of Montana in Petroleum, Fergus, Judith Basin, Chouteau, Cascade, Meagher, Teton, Pondera, and northern Lewis and Clark counties. The

Lewistown RMP planning area comprises approximately 654,025 acres of BLM-managed surface lands and 1,399,880 acres of BLM-administered Federal minerals.

The BLM will work collaboratively with interested parties and cooperating agencies to identify the management decisions that are best suited to local, regional, tribal and national needs and concerns. The public scoping process will identify, develop, and refine planning issues and planning criteria, including an evaluation of the existing RMP, in the context of the needs and interests of the public. Planning issues and criteria will guide the planning process. Comments on issues and planning criteria may be submitted in writing to the BLM at any public scoping meeting or by using one of the methods listed above.

Preliminary issues, management concerns and planning criteria have been identified by BLM personnel and other agencies. This information represents the BLM's knowledge to date regarding the existing issues and concerns with current land management. The preliminary issues that will be addressed in this planning effort include:

- Vegetation management (including noxious weeds and invasive species management);
- Fish and wildlife habitat;
- Special status species;
- Recreation and visitor services;
- Forest management;
- Fire management (including issues related to the wildland urban interface);
- Livestock grazing;
- Land tenure adjustment;
- Right-of-way corridors and land use authorizations;
- Minerals and energy development;
- Recreation management (including commercial special recreation permits);
- Travel management and access;
- Opportunities to identify areas for regional mitigation strategies; and
- Special management area designations, (including nominations for ACECs and comments specific to existing ACECs and other special designation areas).

After public comments are gathered regarding issues the RMP/EIS should address, they will be placed in one of three categories:

1. Issues to be resolved in the RMP/EIS;
2. Issues to be resolved through policy or administrative action; or
3. Issues beyond the scope of the RMP/EIS.

Rationale will be provided in the RMP/EIS for each comment placed in category two or three. In addition to

these major issues, a number of management questions and concerns will be addressed in the RMP/EIS. The public is encouraged to help identify these questions and concerns during the scoping phase.

The BLM will use an interdisciplinary approach to develop the RMP/EIS in order to consider the variety of resource issues and concerns identified. Specialists with expertise in the following disciplines will be involved in the planning process, including but not limited to: Rangeland management; minerals and geology; wildland fire and fuels management; outdoor recreation; archaeology; paleontology; wildlife and fisheries; lands and realty; soil, water and air; global climate change; environmental justice, sociology, and economics.

The following preliminary planning criteria have been proposed to guide development of the RMP/EIS, avoid unnecessary data collection and analyses, and ensure the RMP/EIS is tailored to the issues. Other criteria may be identified during the public scoping process. After gathering comments on preliminary planning criteria, the BLM will finalize the criteria and provide feedback to the public on the criteria to be used throughout the planning process. Some of the planning criteria that are under consideration include:

- The plan will be completed in compliance with FLPMA and all other applicable laws.
- The planning process will include an EIS that will comply with NEPA.
- The plan will establish new guidance and identify existing guidance upon which the BLM will rely in managing public lands within the Lewistown Field Office and the Butte Field Office (for the northern portion of Lewis and Clark County).
- The RMP/EIS will incorporate by reference the *Standards for Rangeland Health and Guidelines for Livestock Grazing Management*; the *Off-Highway Vehicle EIS and Plan Amendment for Montana, North Dakota, and Portions of South Dakota*; the *Montana/Dakotas Statewide Fire Management Plan*; *Best Management Practices for Forestry in Montana*; the *Montana Streamside Management Zone Law and Rules*, and the *Vegetation Treatments Using Herbicides Final EIS*.
- The RMP/EIS will incorporate by reference all prior Wilderness Study Area findings that affect public lands in the planning area.
- The planning process will include early coordination and Endangered Species Act (ESA) consultation meetings with the U.S. Fish and

Wildlife Service during the development of the plan.

- Native American consultation and coordination—the Blackfeet Indian Reservation is adjacent to the planning area (Pondera County). Also, other tribes will be contacted early during the scoping process to determine what level of participation they would like to have during the RMP process. Early consultation and close coordination will take place to ensure the tribes' needs are considered, analyzed, and the BLM fulfills its trust responsibilities.

- Early consultation will be conducted with the State Historic Preservation Office (SHPO) on any potential effect of the plan on cultural resources under provisions of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470f) and under the National Programmatic Agreement. Relevant/interested tribal governments and the SHPO will be invited as cooperating agencies.

- The plan will result in determinations as required by special program and resource specific guidance as described in BLM Manual 6280—Management of National Scenic and Historic Trails and Trails under Study or Recommended as Suitable for Congressional Designation.

- The plan will be consistent with BLM Handbook H-1624-1, *Planning for Fluid Minerals* (and/or updated manual/policy guidance).

- The RMP/EIS will be consistent with the interagency reference guide titled *Reasonably Foreseeable Development Scenarios and Cumulative Effects Analysis* developed by the Rocky Mountain Federal Leadership Forum on NEPA, Oil and Gas, and Air Quality.

- The plan will recognize the State's responsibility to manage wildlife populations, including uses such as hunting and fishing, within the planning area.

- To the extent possible, goals and objectives in the plan for plants and wildlife (including special status species) will incorporate or respond to goals and objectives from established recovery plans, conservation strategies, strategic plans, etc.

- Decisions in the plan will strive to be compatible with the existing plans and policies of adjacent local, State, tribal, and Federal agencies as long as the decisions are in conformance with legal mandates on management of public lands.

- The scope of analysis will be consistent with the level of analysis in approved plans and in accordance with Bureau-wide standards and program guidance.

- Geospatial data will be automated within a Geographic Information System to facilitate discussions of the affected environment, alternative formulation, analysis of environmental consequences, and display of the results.

- Resource allocations must be reasonable and achievable within available technological and budgetary constraints.

- Best management practices (BMPs) for oil and gas, road drainage, grazing, water quality BMPs for Montana forests, fire rehab, fire management, wind energy, power lines, and sage grouse conservation will be included in the Plan.

- The BLM will coordinate with the Lewis and Clark National Historic Trail, Nez Perce National Historic Trail and the Continental Divide National Scenic Trail Administrators during the land use planning process regarding the establishment of the National Trail Management Corridors.

Respondents' comments, including names and street addresses, will be available for public review at the Lewistown Field Office during regular business hours 8:00 a.m.—4:30 p.m., Monday through Friday, except holidays, and may be published as part of the RMP/EIS. Before including your address, phone number, email address or other personal identifying information in your comment, you should be aware that your entire comment, including your personal identifying information, may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so. Formal scoping comments should be submitted within 60 days of publication of this notice in the **Federal Register** or 30 days after the last public scoping meeting, whichever is later. All submissions from organizations and businesses, and from individuals identifying themselves as representatives of organizations or businesses, will be available for public inspection in their entirety.

**Authority:** 40 CFR 1501.7 and 43 CFR 1610.2

**Katherine P. Kitchell,**  
Acting State Director.

[FR Doc. 2014-02801 Filed 2-7-14; 8:45 am]

BILLING CODE 4310-DN-P

# APPENDIX B



Date: February 13, 2014  
Contact: Jonathan Moor, 406-538-1943

## Lewistown Field Office to Revise Land Use Plans

The Bureau of Land Management's Lewistown Field Office intends to prepare a resource management plan (RMP) and associated environmental impact statement (EIS) to guide management of 654,025 acres of federally managed surface and 1,399,880 acres of BLM-managed federal mineral estate in central Montana. The plan will be specific to Lewistown Field Office and the northern portion of Lewis and Clark County that is administered by the Butte Field Office. The planning area includes BLM-administered public lands and federal mineral estate in Fergus, Petroleum, Judith Basin, Chouteau, Meagher, Cascade, Teton, Pondera and northern Lewis and Clark counties.

The RMP/EIS will reflect the changing needs of the planning area over the next several decades and will replace the current Headwaters and Judith RMPs that were developed in 1984 and 1994, respectively. In order to provide a comprehensive plan, the BLM is requesting public input to identify issues and concerns within and adjacent to the planning area.

The first phase of developing an RMP is the scoping period. The scoping period gives the public and other interested agencies and organizations the opportunity to provide comments on important issues and identify management opportunities before the plan is drafted. The public is formally invited and encouraged to participate in the planning process for the Lewistown RMP during the public scoping period. The BLM will hold public scoping meetings at the following locations:

DATE	TIME	LOCATION	ADDRESS
March 4, 2014	5:00-7:00 PM	Meagher County Courthouse	15 West Main; White Sulphur Springs, MT
March 6, 2014	5:00-7:00 PM	Winifred Community Center	210 Main Street; Winifred, MT
March 13, 2014	5:00-7:00 PM	Petroleum County Courthouse	302 East Main Street; Winnett, MT
March 18, 2014	5:00-7:00 PM	Lewis and Clark Interpretive Center	4201 Giant Springs Road; Great Falls, MT
April 1, 2014	5:00-7:00 PM	Yogo Inn	211 East Main; Lewistown, MT
April 3, 2014	5:00-7:00 PM	Choteau Public Library	17 N. Main Ave; Choteau, MT

The formal scoping period will end on April 11, 2014; however, comments and input are welcome throughout the planning process. Written comments should be sent to: Lewistown RMP, BLM Lewistown Field Office, 920 NE Main, Lewistown, MT 59457 or faxed to: (406) 538-1904. Comments may also be submitted via email to: [blm\\_mt\\_Lewistown\\_RMP@blm.gov](mailto:blm_mt_Lewistown_RMP@blm.gov). Further information is available at the following website: <http://blm.gov/ngld>.

If you would like to be included on the RMP mailing list or request more information, contact Dan Brunkhorst, RMP Project Manager, at (406) 538-1981 or email [blm\\_mt\\_Lewistown\\_RMP@blm.gov](mailto:blm_mt_Lewistown_RMP@blm.gov).

###

# APPENDIX C Lewistown RMP Update

A BLM newsletter for the Lewistown Resource Management Plan

Volume 1

Spring 2014

## Introduction

The Bureau of Land Management (BLM), Lewistown Field Office (LFO) is preparing a resource management plan (RMP) and environmental impact statement (EIS) to guide management of approximately 654,025 acres of public land (surface) and 1,399,880 acres of federal mineral estate (subsurface) administered by BLM (see map insert). The RMP will reflect the changing needs of the planning area over the next several decades, and will replace the current Headwaters and Judith-Valley-Phillips RMPs that were developed in 1984 and 1994, respectively. In order to provide a comprehensive plan, the BLM requests input from you to help identify issues and management opportunities within and adjacent to the planning area.

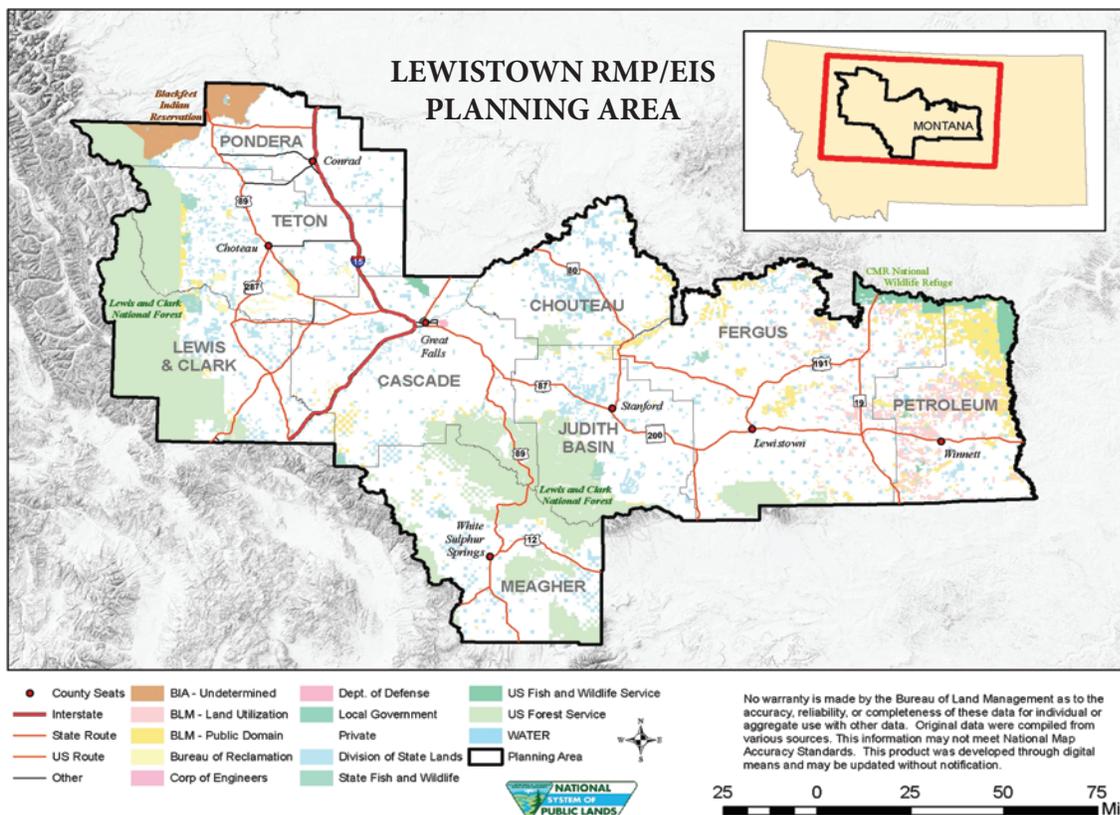
## What is an RMP?

The BLM's land use plans are called resource management plans. An RMP describes broad, multiple-use guidance for managing public lands administered by the BLM. The planning decisions contained in an RMP are the basis for every on-the-ground action the BLM undertakes. An RMP ensures that the public lands are managed in accordance with the intent of Congress as stated in the Federal Land Policy and Management Act of 1976 (FLPMA). Under the principles of multiple use and sustained yield, FLPMA directs the BLM to develop such land use plans and to provide for appropriate uses of public lands. The public lands must be managed in a manner that protects the quality of scientific, scenic,

historical, ecological, environmental, air and atmospheric, water resources and archeological values. Decisions in land use plans guide future land management actions and subsequent site-specific implementation decisions.

The RMP will accomplish the following:

- ◆ Establish goals and objectives for resource management and the measures needed to achieve those goals and objectives;
- ◆ Identify lands that are open and available for certain uses, including any restrictions, and lands that are closed to certain uses; and
- ◆ Provide comprehensive management direction for, and/or allocate use of all resources.



## Lewistown RMP/EIS Planning Area

The BLM is an agency in the U.S. Department of the Interior that administers 258 million surface acres of America's public lands, located primarily in 12 western states. The BLM is separated into state offices and further into district and field offices. The RMP is being prepared by the Lewistown Field Office located in Lewistown, Montana.

The planning area is located in central Montana and includes Cascade, Chouteau, Fergus, Judith Basin, Meagher, Petroleum, Pondera and Teton counties in the LFO and a portion of northern Lewis and Clark County in the Butte Field Office (BFO). Lands within the Upper Missouri River Breaks National Monument (UMRBNM) are being managed in accordance with the UMRBNM RMP/EIS (approved December 2008) and will not be addressed in this planning document.

## Where Are We in the Planning Process?

A Preparation Plan, outlining LFO's proposal to prepare the RMP, was completed and approved in February 2013. Various contracts to assess the current status of some of the resources involved and inventories to determine the appropriate classification of other resources were either completed during the summer or are ongoing. The Analysis of the Management Situation (AMS), describing the area covered by the plan and the current management situation by resource, is in the final stages of completion. We are now at the point of scheduling public scoping meetings to gather information and issues from the public and other interested agencies and organizations which will be used to identify and formulate the alternatives that will be assessed in the plan.

## What is Scoping and How Can I Participate?

Public involvement is an integral part of preparing the Lewistown RMP. This public scoping period gives the public and other interested agencies and organizations the opportunity to provide comments on issues to be addressed and methods to be used in this plan before BLM begins drafting it. The official scoping period began February 10, 2014, with the publication of the Notice of Intent (NOI) in the *Federal Register* and will continue until April 11, 2014. During the scoping period, the BLM will host six public open houses in Choteau, White Sulphur Springs, Winifred, Winnett, Lewistown and Great Falls, MT. Notices of public meetings have been provided to local newspapers and other media within the planning area.

The public is formally invited and encouraged to participate in the planning process for the RMP during the public scoping period. Some ways that you can participate are by:

- ◆ Attending one or more of the open house meetings to learn about the project and planning process and meet BLM representatives;
- ◆ Reviewing the progress of the RMP online at: <http://blm.gov/ngld>. The website will be updated with information, documents and announcements during the initial scoping process and throughout the duration of the RMP preparation;
- ◆ Joining the Lewistown Field Office RMP mailing list in order to receive future mailings and information:

E-mail us at [blm\\_mt\\_Lewistown\\_RMP@blm.gov](mailto:blm_mt_Lewistown_RMP@blm.gov); or contact Dan Brunkhorst at (406) 538-1981 or [dbrunkho@blm.gov](mailto:dbrunkho@blm.gov).

## Anticipated Planning Issues

A planning issue is a matter of controversy over a resource management topic that requires alternative actions and a decision. Based on the lands and resources that we manage, the BLM has identified categories of issues (list follows).

## Lewistown RMP Timeline

*Dates are approximate*

Notice of Intent published in the *Federal Register*.  
Feb. 10, 2014

Public scoping period:  
Feb. 10 - April 11, 2014

Public scoping meetings:  
March - April 2014

Scoping Summary Report available: May 2014

Draft EIS with Plan Alternatives available for 90-day public review and comment: April 2015

Prepare Final EIS and Proposed RMP:  
January 2016

30-day public review and protest period for Final EIS and Proposed RMP:  
May 2016

Resolve protest(s):  
August 2016

Record of Decision and Approved RMP signed:  
December 2016

 Completed

## Issue Categories:

- ◆ Air Resources
- ◆ Geology
- ◆ Soil Resources
- ◆ Water Resources
- ◆ Vegetative Communities
- ◆ Fish and Wildlife
- ◆ Wildland Fire and Ecology
- ◆ Cultural, Heritage Resources and Native American Religious Concerns
- ◆ Paleontological Resources
- ◆ Wilderness Characteristics
- ◆ Visual Resources
- ◆ Cave and Karst
- ◆ Minerals and Energy Resources
- ◆ Livestock Grazing
- ◆ Recreation and Visitor Services
- ◆ Trails and Travel Management
- ◆ Forest, Woodland and Special Products
- ◆ Lands and Realty
- ◆ Areas of Critical Environmental Concern
- ◆ National Trails
- ◆ Wild and Scenic Rivers
- ◆ Outstanding Natural Areas
- ◆ Social Conditions
- ◆ Economic Conditions
- ◆ Treaty Rights and Tribal Interests
- ◆ Environmental Justice

## *Mark Your Calendar* Upcoming Open Houses

DATE	TIME	LOCATION	ADDRESS
March 4, 2014	5-7 p.m.	Meagher County Courthouse	15 West Main White Sulphur Springs, MT
March 6, 2014	5-7 p.m.	Winifred Community Center	210 Main Street Winifred, MT
March 13, 2014	5-7 p.m.	Petroleum County Courthouse	302 East Main Street Winnett, MT
March 18, 2014	5-7 p.m.	Lewis and Clark Interpretive Center	4201 Giant Springs Road Great Falls, MT
April 1, 2014	5-7 p.m.	Yogo Inn	211 East Main Lewistown, MT
April 3, 2014	5-7 p.m.	Choteau Public Library	17 North Main Avenue Choteau, MT

PLEASE NOTE: If your group or organization would like to schedule an additional presentation or meeting, please contact us to make arrangements.

We expect most public issues and concerns to fall within one of these themes; however, we do not presume that this is an all-inclusive list and it may be revised based on the comments we receive. The BLM requests your comments on these or other issues on or adjacent to BLM-administered lands within the LFO planning area. The BLM will also be accepting nominations for Areas of Critical Environmental Concern (ACECs) and any new information on existing special designations.

Planning criteria guide development of the RMP/EIS by helping define the decision space; they are generally based on applicable laws, BLM Director and Montana State Director guidance and the results of public and governmental participation (43 Code of Federal Regulations 1610.4-2). The BLM developed preliminary planning criteria to set the sideboards for focusing planning of the LFO RMP/EIS and to guide decisionmaking by topic. A preliminary list of the planning criteria to be used for the Lewistown RMP/EIS can be viewed at the following web address: <http://blm.gov/ngld>.

### How Will My Comments be Used?

Upon completion of the scoping period, we will analyze your comments and identify relevant issues to address in the Lewistown RMP. Once the comments have been analyzed, a scoping report will be compiled to ensure that the issues important to the public are addressed. The scoping report summarizes the comments received through the end of the scoping period and identifies issues to be addressed by the plan; it does not make decisions or set forth policies.

Before including an address, phone number, e-mail address or any other personal identifying information in your comments, be advised that your entire comment, including personal identifying information, may be made publicly available at any time. While individuals may request that the BLM withhold personal identifying information from public view, the BLM cannot guarantee it will be able to do so. If you wish us to withhold your personal information, you must state this prominently at the beginning of your comment. All submissions from organizations or businesses will be made available for public disclosure in their entirety.

# CONTACT US

**Bureau of Land  
Management  
Lewistown Field Office**

Attn: Dan Brunkhorst  
RMP Project Manager

920 NE Main Street  
Lewistown, MT 59457-4079

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Dan Brunkhorst

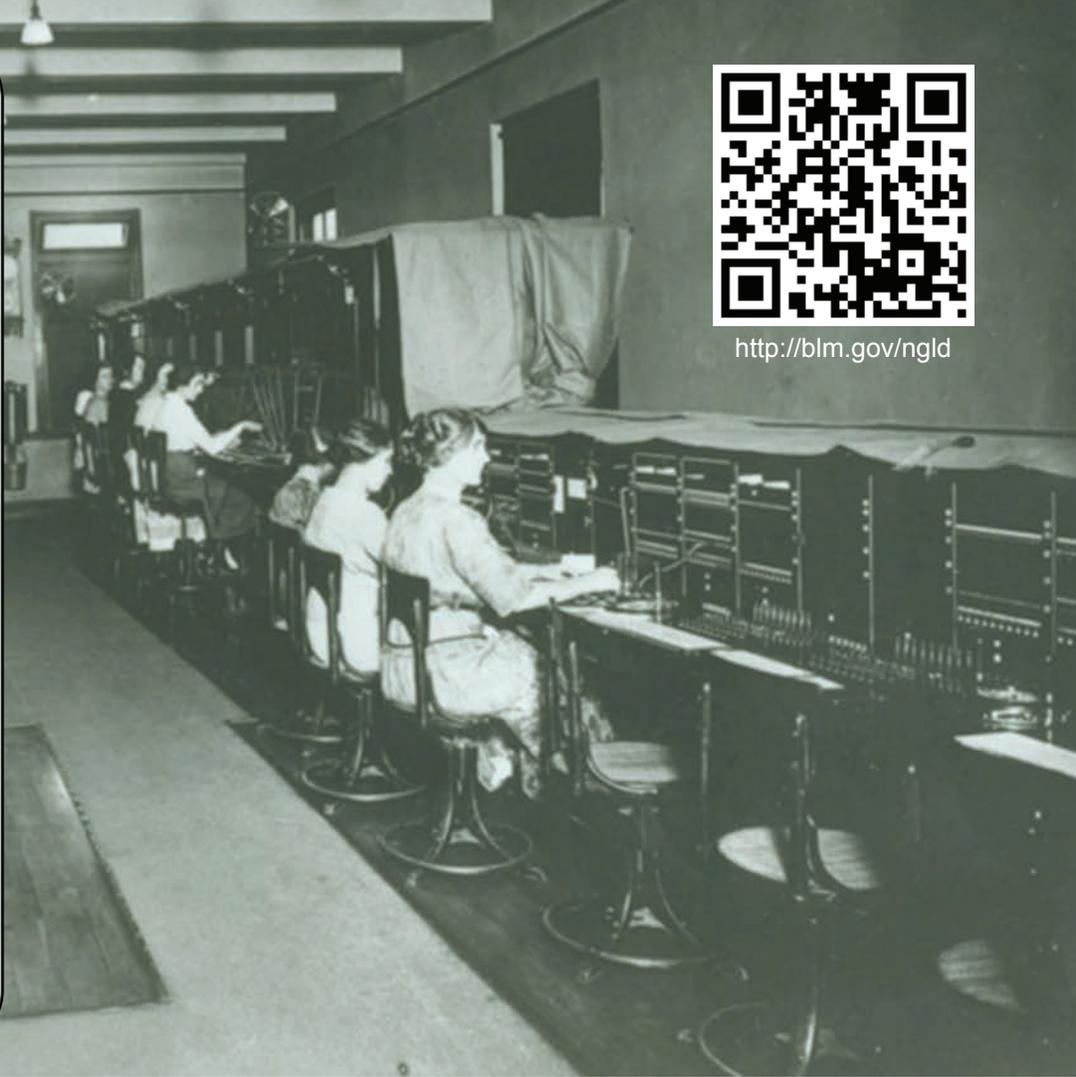
RMP Project Manager

(406) 538-1981

[dbrunkho@blm.gov](mailto:dbrunkho@blm.gov)



<http://blm.gov/ngld>



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LEWISTOWN, MT 59457

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# APPENDIX D



**BLM-MONTANA/DAKOTAS**  
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## Public Meetings



The Bureau of Land Management's Lewistown Field Office is preparing a resource management plan (RMP) and associated environmental impact statement (EIS) to guide management of 654,025 acres of federally managed surface and 1,399,880 acres of BLM-managed federal mineral estate in central Montana. The plan will be specific to Lewistown Field Office and the northern portion of Lewis and Clark County that is administered by the Butte Field Office. The planning area includes BLM-administered public lands and federal mineral estate in Fergus, Petroleum, Judith Basin, Chouteau, Meagher, Cascade, Teton, Pondera and northern Lewis and Clark counties.

The first phase of developing an RMP is the scoping period. The scoping period gives the public and other interested agencies and organizations the opportunity to provide comments on important issues and identify management opportunities before the plan is drafted. The public is formally invited and encouraged to participate in the planning process for the Lewistown RMP during the public scoping period. The BLM will hold public scoping meetings at the following locations:

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The formal scoping period will end on April 11, 2014; however, comments and input are welcome throughout the planning process. Written comments should be sent to: Lewistown RMP, BLM Lewistown Field Office, 920 NE Main, Lewistown, MT 59457 or faxed to: (406) 538-1904. Comments may also be submitted via email to: [blm\\_mt\\_Lewistown\\_RMP@blm.gov](mailto:blm_mt_Lewistown_RMP@blm.gov).

Further information is available at the following website: <http://blm.gov/ngld>.



# CONTACT INFORMATION

for

## Lewistown Resource Management Plan

**Address:** Bureau of Land Management  
Lewistown Field Office  
920 NE Main  
Lewistown, MT 59457-4079

**Phone:** (406) 538-1900  
or  
**Email:** [blm\\_mt\\_lewistown\\_rmp@blm.gov](mailto:blm_mt_lewistown_rmp@blm.gov)  
or  
**Visit our website:** <http://blm.gov/ngld>

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**For media inquiries, please contact:** Jonathan Moor  
Public Affairs Specialist  
(406) 538-1943  
[jmoor@blm.gov](mailto:jmoor@blm.gov)

**All other inquiries , please contact:** Dan Brunkhorst  
Project Manager  
(406) 538-1981  
[dbrunkho@blm.gov](mailto:dbrunkho@blm.gov)

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## INTERDISCIPLINARY TEAM MEMBERS

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NAME	PROGRAM AREA	PHONE NUMBER	EMAIL ADDRESS
Dan Brunkhorst	Project Management	(406) 538-1981	dbrunkho@blm.gov
Jonathan Moor	Communication	(406) 538-1943	jmoor@blm.gov
Betty Westburg	Staff Assistant	(406) 538-1949	bwestbur@blm.gov
Kelly McGill	Wilderness Characteristics, Recreation and Visitor Services, Comprehensive Trails and Travel Management, and Visual Resources	(406) 538-1905	kmcgill@blm.gov
Matt Comer	Special Status Species and Fish and Wildlife	(406) 538-1925	mcomer@blm.gov
Robert Thompson	Vegetation (Uplands) and Livestock Grazing	(406) 538-1910	rnthomps@blm.gov
Stephen Smith	Noxious Weeds and Invasives	(406) 538-1974	s1smith@blm.gov
Chad Krause	Water, Riparian, and Vegetation (Riparian)	(406) 538-1908	ckrause@blm.gov
Dale Manchester	Fluid Minerals	(406) 791-7767	dmanches@blm.gov
Hilary Rigby	GIS	(406) 538-1948	hrigby@blm.gov
Deb Tucek	Lands and Realty	(406) 538-1931	dtucek@blm.gov
Chris Rye	Cave and Karst Resources, Coal, Locatable Minerals, Mineral Materials and Non-energy Leasables	(406) 538-1906	crye@blm.gov
Mike McNamara	Soils	(559) 341-7601	mmcnamara@usgs.gov
Karly DeMars	Wildland Fire Management /Fuels Support	(406) 538-1991	kdemars@blm.gov
Steve Knox	Wildland Fire Management /Fuels	(406) 538-1976	sknox@blm.gov
Tessa Wallace	Fluid Minerals Support and Hazmat	(406) 791-7768	tlwallace@blm.gov
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Rich Byron	Forestry and Vegetation (Forest ) Support	(406) 538-1926	rbyron@blm.gov
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# BLM-MONTANA/DAKOTAS

LEWISTOWN FIELD OFFICE • 920 NE MAIN • LEWISTOWN, MONTANA 59457 • WWW.BLM.GOV/MT

## Welcome

### Lewistown Resource Management Plan Revision

### Public Meetings

#### March 4, 2014

5:00 p.m. – 7:00 p.m.  
Meagher County Courthouse  
15 West Main  
White Sulphur Springs, MT

#### March 13, 2014

5:00 p.m. – 7:00 p.m.  
Petroleum County Courthouse  
302 East Main Street  
Winnett, MT

#### April 1, 2014

5:00 p.m. – 7:00 p.m.  
Yogo Inn  
211 East Main  
Lewistown, MT

#### March 6, 2014

5:00 p.m. – 7:00 p.m.  
Winifred Community Center  
210 Main Street  
Winifred, MT

#### March 18, 2014

5:00 p.m. – 7:00 p.m.  
Lewis & Clark Interpretive Center  
4201 Giant Springs Road  
Great Falls, MT

#### April 3, 2014

5:00 p.m. – 7:00 p.m.  
Choteau Public Library  
17 N. Main Ave.  
Choteau, MT



### Agenda Items

#### **5:00-5:30**

- Open House and Information Review

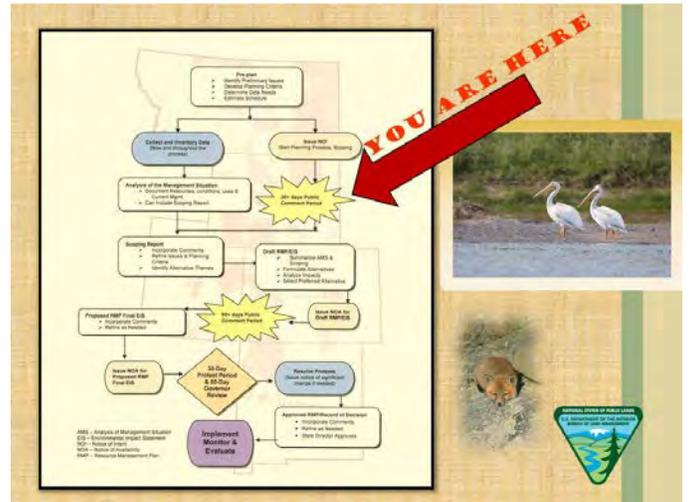
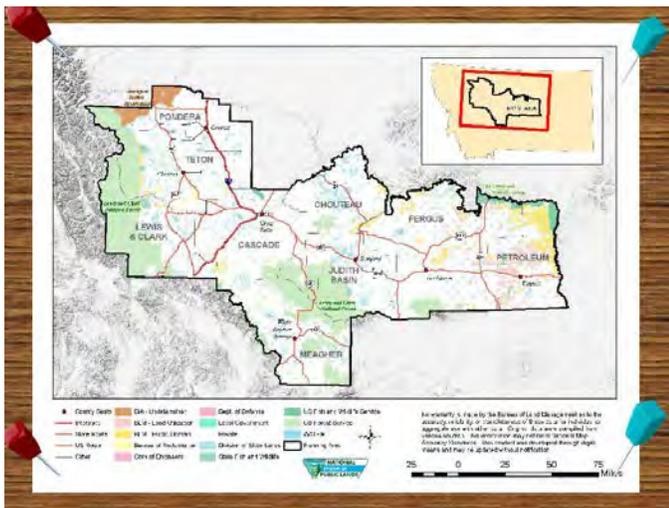
#### **5:30-6:15**

-Presentation by Lewistown Field Office

#### **6:15-7:00**

-Open House with Subject Matter Experts

# SCOPING POWERPOINT





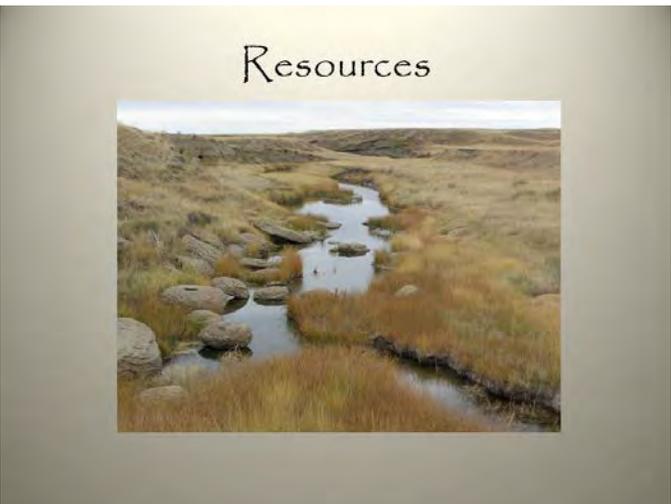
## Scoping Comments

- Non-Substantial
  - Opinion
  - Outside scope
  - Better addressed elsewhere
  - Instructions to follow laws
  - Duplicative comment




- Substantial comments
  - Present a new issue
  - Refine an existing issue
  - Are specific and explicit
  - Identify new planning criteria
  - Identify new information
  - Improve understanding





### Air Quality

The BLM is responsible for considering and incorporating climate and air quality into multiple-use programs, for managing the public lands in a manner which will protect air quality and complying with applicable laws, statutes, regulations, standards or implementation plans.




## Soil Resources

- Identify areas of high wind and water erosion potential
- Evaluate effects of surface disturbance on sensitive soils.




## Water Resources



### Important Water Resource Features

- source water protection areas for public water supplies,
- water quality impaired streams,
- those streams with uses that include sensitive aquatic life (e.g. westslope cutthroat),
- floodplains (i.e. FEMA designated and 100-year floodplains), and
- riparian-wetland areas.

The BLM manages water resources both for resource values (e.g. watershed function, wildlife, fisheries, and riparian systems) and resource uses (e.g. recreation and stock water).

## Riparian-Wetland Areas



### Important Riparian-Wetland Features

- riparian-wetland areas in important wildlife habitats such as Greater-Sage Grouse habitat or those streams on the Rocky Mountain Front;
- riparian woodland forests such as cottonwood gallery forests;
- riparian-wetland areas that provide habitat for sensitive aquatic life (e.g. westslope cutthroat trout, etc) or buffers around water quality impaired streams;
- floodplains (i.e. FEMA designated and 100-year floodplains); and
- alluvium of modern day channels.

Because of the spatial rarity of riparian-wetland plant communities, the importance for wildlife habitat, fisheries, water quality, and livestock forage is invaluable.

## Vegetation



- Identify areas of ecological importance
- Designate priority plant species
- Implementation-level Decisions

## Special Status Species



- Identify areas of ecological importance or habitats
- Identify management actions to conserve and recover
- Ensure consistency with other recovery plans

## Fish and Wildlife



- Designate priority species and habitat

• Identify management to achieve desired habitat conditions

## Cultural Resources

• Identify current restrictions and identify area-wide criteria for recognizing potential conflicts with other resource uses.

• Assign use allocations to existing cultural resources

• Identify measures to pro-actively manage, protect and use cultural resources



## Paleontological Resources

- Identify areas of high likelihood of vertebrate or noteworthy invertebrates.
- Management recommendations to promote scientific, educational and recreational uses
- Mitigate threats to Paleontological Resources



## Visual Resources

- Visual Resource Management (VRM) classes are designated in an RMP.



## Wildland Fire Ecology & Management

- **Decisions Already in Place**
  - Fire Management Categories
- **Fire Management Program Decisions**
  - Fuels/Vegetation Management
    - Prescribed fire and mechanical treatments
    - Prevention, Education & Mitigation
  - Wildfire Management (Fire Suppression)
- **Opportunities for Management**

*Firefighter and public safety are the highest priority in every fire management activity.*

## Lands with Wilderness Characteristics

- Currently inventorying wilderness characteristics on BLM land based on:
  - Size
  - Apparent Naturalness
  - Outstanding Opportunities for Solitude or Primitive Recreation



## Wilderness Study Areas

- 3 WSAs in the Planning Area
  - Square Butte
  - North Fork Sun River
  - Beaver Meadows
- Administratively designated WSAs will be reconsidered
- No new WSAs can be created



## Cave and Karst Resources

- Identify significant caves
- Evaluate protections for cave resources
- Set management prescriptions



## Resource Uses



## Forestry

- Identify areas that are available and have the capacity for timber practices
- Identify suite of possible management actions to be used to meet desired outcomes
- Set allowable harvest levels



## Livestock Grazing

- Designate lands as available or not available
- Set allocation levels (AUMs)



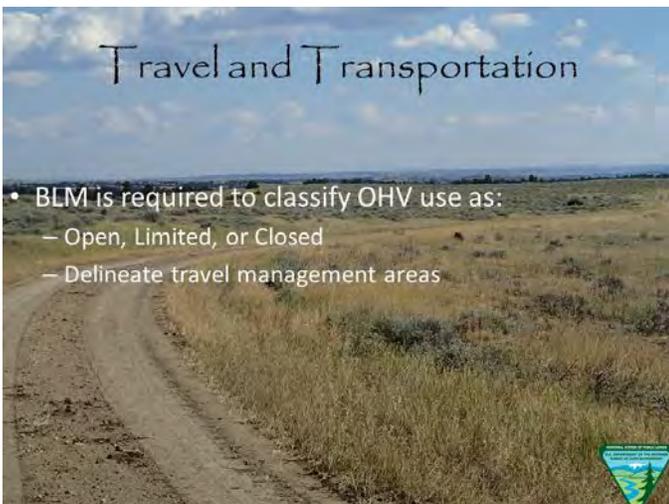
## Recreation

- Designate Special Recreation Management Areas (SRMAs) and Extensive Recreation Management Areas (ERMAs)



## Travel and Transportation

- BLM is required to classify OHV use as:
  - Open, Limited, or Closed
  - Delineate travel management areas



## Lands & Realty

- Identify lands for retention, disposal or acquisition.
- Proposed withdrawal areas
- Existing and potential ROW corridors
- Avoidance or exclusion areas for ROWs
- Terms and Conditions



## Fluid Minerals: Oil & Gas

- Identify areas open to leasing
- Open with moderate constraints
- Open to major constraints
- Closed to leasing
- Stipulations and COAs

Tar Sands, Geothermal, Oil Shale



## Locatables/Mineral Materials/Non-Energy Leasables

- Areas open or closed
- Any terms, conditions or other considerations

Coal

- Suitable or unsuitable for leasing



## Special Designations

- Administrative Designations
  - Areas of Critical Environmental Concern (ACEC)  
(Square Butte, Acid Pine-Shale Forest)
  - Outstanding Natural Area (ONA)
- Congressional Designations
  - National Trails (Nez Perce National Historic Trail, Lewis and Clark National Historic Trail, Continental Divide National Scenic Trail)



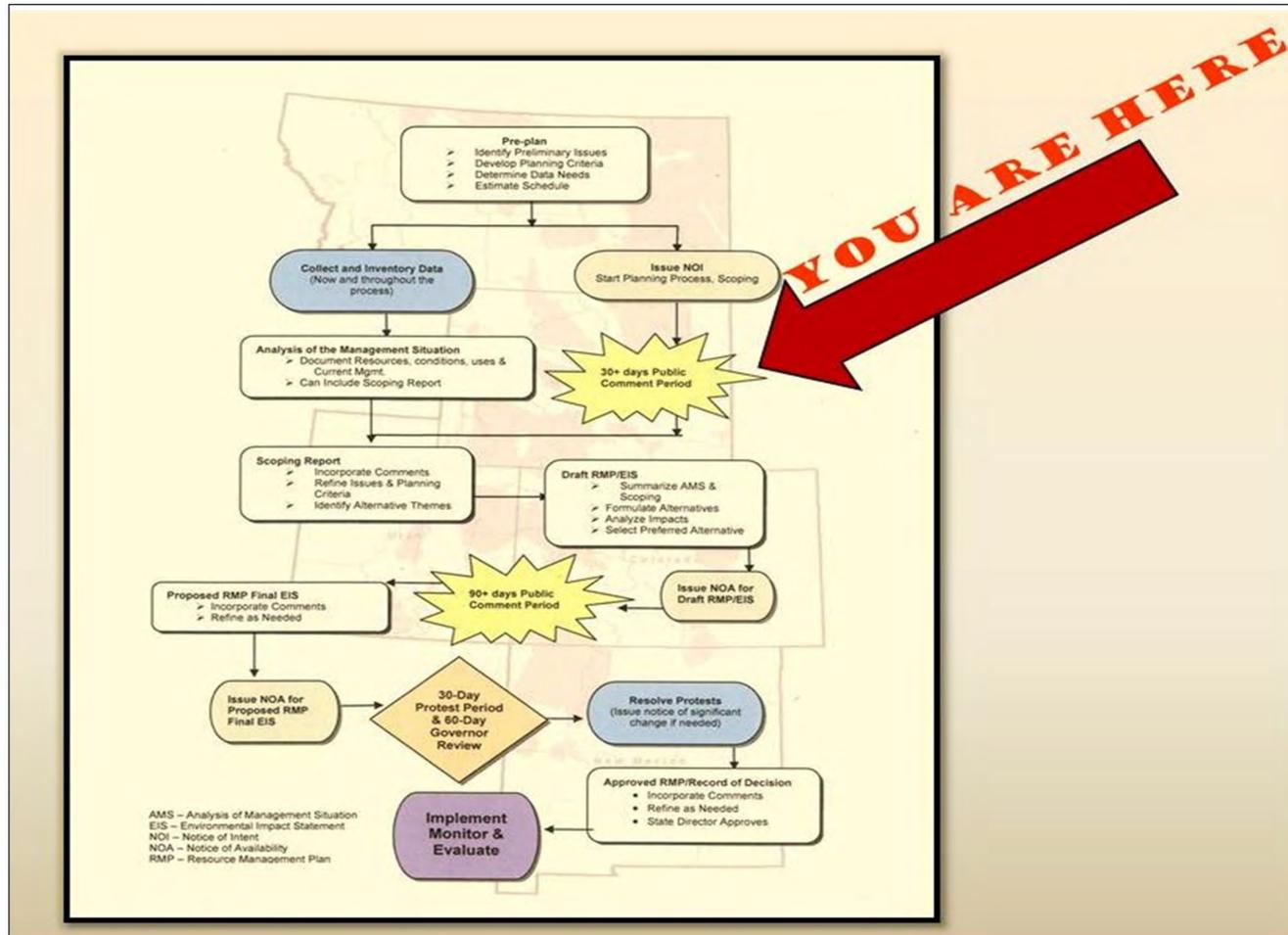
Lewistown  
Resource Management Plan





# Schedule and Process

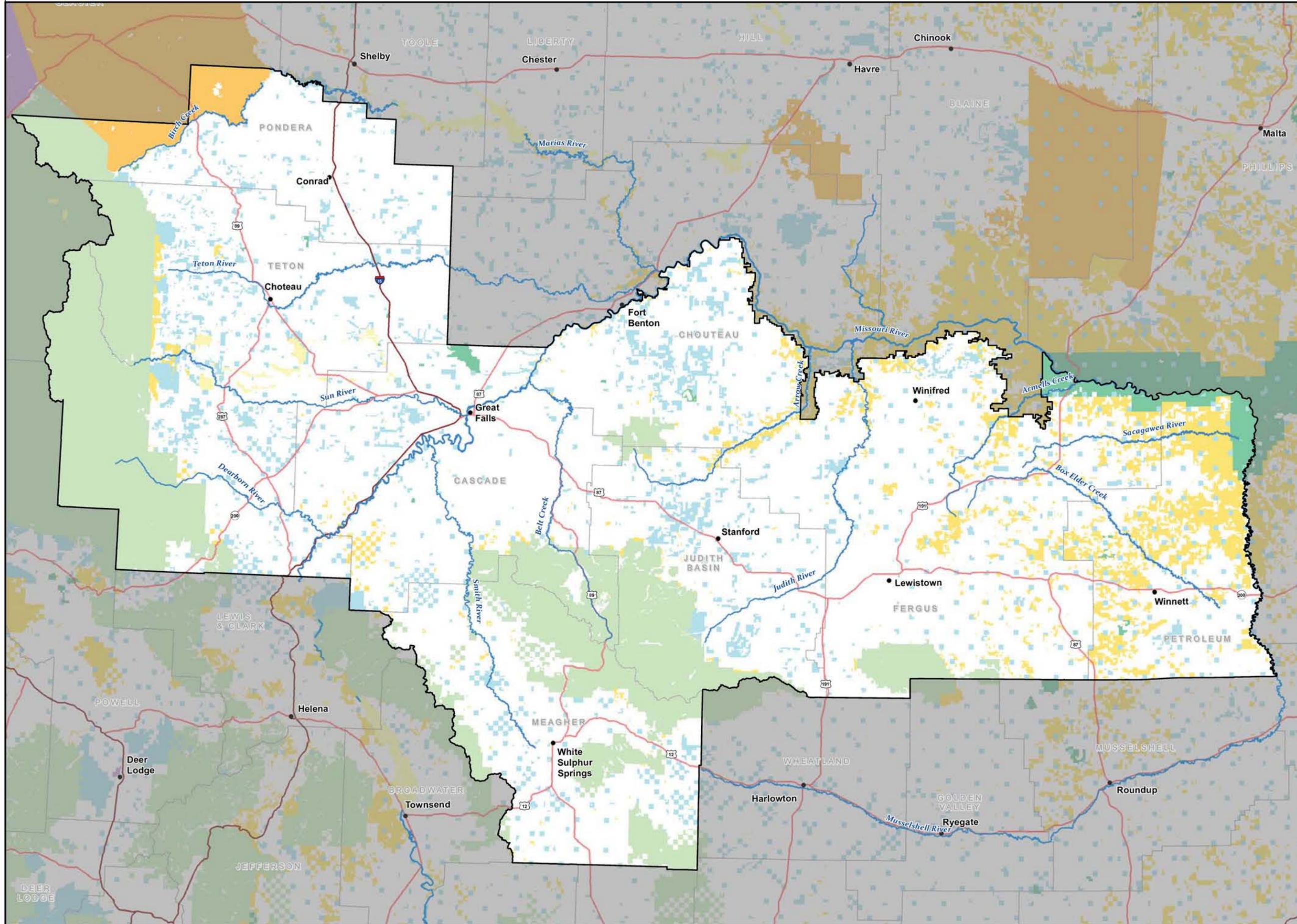
## Lewistown Resource Management Plan Revision



## Lewistown RMP General Schedule

- Preparation Plan: May 2013
- AMS: May 2013 - May 2014
- Notice of Intent: Feb 10 2014
- Scoping Period: Feb to April 2014
- Alternative Development: April 2014
- Preparation of Draft RMP/EIS: April 2014-March 2015
- Draft RMP/EIS Available: April 2015
- Preparation of Preliminary RMP and Final EIS June 2015 to April 2016
- May 2016 Review
- September 2016: Record of Decision

# Lewistown Field Office Resource Management Planning Area



## Legend

- City
- Major River
- Interstate
- Highway
- County
- BIA - Indian Lands
- Bureau of Land Management
- Bureau of Reclamation
- Private
- State Lands
- US Fish and Wildlife Service
- US Forest Service
- National Park Service

No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual or aggregate use with other data. Original data were compiled from various sources. This information may not meet National Map Accuracy Standards. This product was developed through digital means and may be updated without notification.



0 2.5 5 10 15 Miles

# Lewistown Resource Management Plan

## Anticipated Planning Issues, management concerns and planning criteria

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### Anticipated Planning Issues and Management Concerns

*A planning issue is identified as a matter of controversy or dispute over resource management activities or land use that is well defined or topically discrete and entails alternatives between which to choose.*

*Management Concerns* are topics or points of dispute that involve a resource management activity or land use. While some management concerns overlap planning issues, a management concern is generally more important to an individual or a few individuals, as opposed to a planning issue, which has more widespread point of conflict. However, certain resource values (e.g., cultural resources) will still play pivotal roles in developing alternatives and reaching decisions regarding the major issues.

The planning issues and management concerns presented below are preliminary and based on the best information known to date. It is expected that additional issues may be identified during scoping. Preparation of the RMP will afford many opportunities for collaboration with local, state, federal and tribal governments as well as land management agencies, public interest groups, and public land users. As a result, these issues may need to be modified and refined to reflect public comments and concerns raised during formal scoping.

### Preliminary Planning Issues

The following sections identify planning issues based on RMP evaluations, new Bureau program guidance, and Lewistown Field Office staff input. For each issue identified, a planning question is presented, and information that will be considered in answering that question is identified. The questions and information will be refined during public scoping and throughout the planning process.

#### *Issue: Vegetation Management*

Past and current management activities, such as timber harvest, road construction, mining, recreation, and/or effects of activities on surrounding private lands continue to affect the natural function and condition of riparian areas, upland vegetation communities, and forested areas. Riparian and wetland habitats, including streams, springs, seeps and meadow areas, are of critical importance to fish and wildlife species. Healthy riparian, upland and forest communities have good species diversity and structural integrity, and are resilient following natural disturbances such as fire. They provide fish and wildlife habitat, soil stabilization, increased infiltration of precipitation, watershed protection, and enhance recreation and aesthetic values. The BLM Standards for Rangeland Health and Guidelines for Livestock Management for Montana, North Dakota, and South Dakota (ROD, August 1997) identified and incorporated five specific standards into the process for evaluating rangeland health. These standards include upland health, riparian health, water quality, air quality and habitat (biodiversity). The ROD relating to rangeland health and the subsequent standards will be incorporated into the LFO RMP.

#### *Planning Questions*

- How will BLM lands be managed to achieve, maintain, or improve riparian, upland and forest communities, with an emphasis on native species restoration?
- What rangeland, forest, woodland, wetland and riparian plant communities currently exist on the landscape and, in what amounts, and what are the desired plant communities?



- Which plant communities would be targeted for restoration activities, and where are they located?
- Which plant communities would be most affected by climate change, drought, and fire?

*Preliminary Planning Considerations*

- Comply with Executive Order 11990 for wetlands preservation
- Maintain, improve, and restore natural functions to benefit water storage groundwater recharge, water quality, and fish and wildlife values
- Design Best Management Practices (BMPs) to maintain or improve resource integrity
- Provide for the protection and restoration of native species
- Provide for multiple use and sustained yield of forage for wildlife and domestic livestock
- Coordinate with Montana Fish, Wildlife and Parks to assure that wildlife habitat is sustained
- Incorporate Montana Standards for Rangeland Health and Guidelines for Livestock Grazing Management

***Issue: Noxious Weeds and Invasive Species Management***

Noxious weeds and other invasive plant species can affect native plants, special status species, wildlife and livestock forage, water quality, and fire management. The BLM is responsible for controlling noxious weeds on public lands and coordinating with state, county, and private landowners to reduce the establishment of undesirable plant species by implementing integrated weed management. Areas of noxious weed infestation and invasive plants are being mapped and will be used in development of the RMP. The RMP will incorporate policies and strategies detailed in the Vegetation Treatments Using Herbicides on Bureau of Land Management Lands in Seventeen Western States EIS (Final Programmatic EIS, 2007). The RMP will also address additional practices or preventative measures to be applied to all resource activities and uses, such as the use of certified weed-free seed mixtures, feeds, and mulches for reclamation and restoration practices. The incorporation of the use of weed-free forage and the emphasis of restoration of disturbed areas, including specific seed mixes, will be included in all alternatives.

*Planning Questions*

- What actions and/or restrictions will be needed to maintain or improve natural resource values that have been affected by, or are susceptible to, noxious weeds and other undesirable plant species?
- Which plant communities are being degraded because of noxious weed or invasive species and where are they located?
- Which noxious weed and invasive species would receive highest priority for control and where are they located?
- Where in the planning area would be the highest priority for noxious weed and invasive species control?

*Preliminary Planning Considerations*

- Utilize the weed management guidelines and design features identified in the 2007 Vegetation Treatments using Herbicides on BLM Lands in 17 States EIS.
- Protect non-target and special status plant species during treatments
- Incorporate Montana Standards for Rangeland Health and Guidelines for Livestock Grazing Management
- Consider Integrated Weed Management Strategies for more effective control and eradication of undesirable plant species
- Comply with Executive Order 13112, Invasive Species (February 1999)
- Incorporate the Partners Against Weeds Strategy (PAWS) Plan

***Issue: Fish and Wildlife Habitat***

The planning area contains a diversity of important habitats for a variety of fish and wildlife species. Habitat quality has been modified as a result of roads, timber harvest, wildfire, fire suppression, recreation and grazing. Where public lands ownership patterns are highly fragmented, protection and/or improvement of fish and wildlife habitats is more challenging. The key to maintaining quality wildlife habitats is large blocks of diverse, healthy vegetation and plant communities. Fish habitats also require high water quality and good stream channel and riparian conditions.

#### *Planning Questions*

- How will uses and activities be managed to maintain and/or improve fish and wildlife habitats?
- What are the priority game and non-game species found in the planning, how are they distributed and what are their habitat requirements?
- Which native plant communities provide habitat to priority game and non-game wildlife and how are they distributed in the landscape?

#### *Preliminary Planning Considerations*

- Protect and restore fisheries habitat
- Protect native vegetative communities
- Protect and preserve genetic integrity
- Protect and maintain the intrinsic and recreational values associated with native and desirable non-native species
- Identify habitat conditions and needs in cooperation with Montana Fish, Wildlife and Parks, Montana Department of Environmental Quality, and other land management agencies, including U.S. Forest Service, U.S. Fish and Wildlife Service (FWS), Montana Department of Natural Resources and the Blackfoot Indian Reservation
- Coordinate with Montana Department of Fish, Wildlife and Parks to ensure that wildlife populations are compatible with land health objectives
- Protect important big game and upland game bird habitats
- Protect habitats for migratory birds
- Improve access to public lands that help meet state wildlife population objectives

#### ***Issue: Special Status Species***

Special status species include plant, fish, and animal species designated as Endangered, Threatened or Proposed under the Endangered Species Act (ESA), or as BLM Sensitive species, including Greater Sage Grouse. The planning area supports habitat for a number of federally listed and BLM Sensitive species. Habitats for special status species are affected by roads, timber sales, wildfire, grazing, recreation, and habitat fragmentation.

#### *Planning Questions*

- How will BLM manage uses and activities to ensure that activities affecting special status species are carried out in a way that is consistent with objectives for managing those species and their habitats at the appropriate spatial scale?
- What are the special status species within the planning area and what are their distribution, abundance, population condition, current threats and habitat requirements?
- How will species populations be inventoried and monitored?

#### *Preliminary Planning Considerations*

- Follow applicable Conservation Agreements, Strategy Plans, and Recovery plans
- Ensure that management actions protect BLM and State Sensitive species and do not contribute to a trend toward federal listing or cause a loss of viability to populations or species
- Ensure that management actions do not jeopardize the continued existence of federally listed Threatened or Endangered species, or result in the destruction or modification of critical habitat
- Incorporate Montana Standards for Rangeland Health and Guidelines for Livestock Grazing Management
- Incorporate planning criteria outlined in the Special Status Species Management Manual 6840
- Conservation measures described in the Greater Sage Grouse RMP amendment EA will be incorporated upon completion.

#### ***Issue: Recreation and Visitor Services***

Public lands provide for a wide array of recreation opportunities within varied settings. Outdoor recreation use levels in both developed and undeveloped recreation settings are increasing. Increased use creates an elevated

demand for facilities, user information, and access. The RMP should assist the BLM in providing access to the public lands and to ensure quality environmentally responsible outdoor recreational opportunities, experiences and benefits for the growing number of public land users.

#### *Planning Questions*

- How will resources be managed to enhance recreation experiences and quality of life?
- How will management of public lands affect the social and economic conditions of local economies?

#### *Preliminary Planning Considerations*

- Provide for and enhance recreation opportunities to accommodate use and reduce effects to other resources
- Incorporate appropriate guidance from *The BLM's Priorities for Recreation and Visitor Services, BLM Workplan Fiscal Years 2003-2007*
- Identify and map Special Recreation Management Area (SRMAs) and Extensive Recreation Management Areas (ERMAs)
- Consider those lands identified as SRMAs and ERMAs and those areas subject to special measures to protect resources or reduce land use conflicts
- Ensure that existing recreation facilities can be properly maintained prior to construction of new facilities

#### **Issue: Travel Management and Access**

Many tracts of public land, large and small, within the planning area have no legal access for the public. Population growth, rural and urban development, and increasing recreational activity have resulted in an increased need for access to public lands. If landowners are willing and funding is available, the BLM can negotiate and purchase easements for public access.

The Department of the Interior's Strategic Plan calls for ensuring environmentally sound public access to recreation sites on public lands. The goal of improving access to appropriate recreation opportunities is also one of the BLM's top priorities.

Motorized travel and transportation (All-Terrain Vehicle (ATV) and Off-Highway Vehicle (OHV)) use has grown in popularity in some areas. The BLM has prepared new manual guidance for Trails and Travel Management as well as the development of several strategies (i.e., the National Off-Highway Vehicle Management Strategy and National Mountain Bicycling Strategic Action Plan) for improving the way the road and trail systems are managed on public lands. These strategies provide a foundation for the development of a comprehensive travel management program.

#### *Planning Question*

- How will transportation and public access be managed to improve access, protect resources, reduce conflicts of use, and provide motorized and non-motorized recreation opportunities for public land visitors?

#### *Preliminary Planning Considerations*

- Comply with Section 205 of FLPMA
- Evaluate the type of, and need for, existing or proposed facilities
- Evaluate conflicts with existing or potential resource values and uses
- Consider cost benefits and the duration and assurance of title
- Comply with Executive Orders 11644 and 11989 (provide for public safety, minimize damage to soil, watershed, vegetation, and other public land resources, minimize harassment of wildlife or significant disruption of wildlife habitats, and minimize conflicts between OHV use and other existing or proposed recreational uses)
- Ensure compatibility of area OHV designations with designations and conditions on neighboring federal, state, county, and municipal subdivisions, taking into account safety, noise, and other related factors
- Incorporate appropriate guidance in *The BLM's Priorities for Recreation and Visitor Services, BLM Workplan Fiscal Years 2003-2007*
- Incorporate appropriate guidance from the BLM National Off-Highway Vehicle Management Strategy
- Incorporate appropriate guidance from the BLM National Mountain Bicycling Strategic Action Plan

- Incorporate appropriate guidance from the BLM Handbook for Trails and Travel Management

### ***Issue: Forest Management***

The planning area includes forest lands that provide wildlife habitat, watershed protection, recreational and aesthetic values, and forest products. Fire suppression and harvest activities of the past century, prolonged periods of drought, and historical harvesting methods have changed the pre-settlement character of tree species composition and stand densities. This has led to an increased fire risk in these areas and led to altered disturbance processes including insects and fire in many areas. Studies of timber vegetation type and structure and timber stand plots will be used to determine existing age, structure and composition of forest/woodland areas so that desired outcomes can be identified per the H-1601-1 Land Use Planning Handbook.

#### *Planning Questions*

- How will healthy forest ecosystems be maintained or restored?
- Where and at what harvest levels will BLM provide for forest products?
- How should the BLM address demands for "other" or "special" forest products including commercially collecting native seeds and conservation seed collections?
- How will areas impacted by Mountain pine beetle be managed to salvage resources and limit fire danger?
- How will management of BLM lands affect the social and economic conditions of local economies?

#### *Preliminary Planning Considerations*

- Consider desired composition; access; public demand for forest products; effects of drought, insects, and disease; and wildlife habitat
- Use Inventory of Timber Production and Capability Classifications (TPCC); 1974 and 1992 Forest Inventories
- Follow President's Healthy Forests Initiative (August 2002) and National Fire Plan (2000)

### ***Issue: Wildland Urban Interface***

The planning area includes areas of expanding wildland urban interface. Within these areas, we will address opportunities to (1) identify broad treatment levels, (2) identify general restrictions on fire management practices (suppression and fuels management) if any are needed to protect other resource values, and (3) restore fire adapted ecosystems. The RMP will also address emergency stabilization and rehabilitation activities on landscapes and communities affected by wildland fire through the use of Community Wildfire Protection Plans (CWPP) as prescribed by requirements of the Healthy Forest Restoration Act and local fire management plans (FMP).

#### *Planning Questions*

- Where and what types of fuel management activities can be used to reduce fuel accumulations in the wildland urban interface, and promote and sustain a healthy ecosystem?
- How will management of BLM lands affect the social and economic resiliency and sustainability of local economies?

#### *Preliminary Planning Considerations*

- Emphasize fuel reduction projects on public lands within priority areas identified by the communities
- Coordinate closely with communities and other adjacent owners to ensure maximum effectiveness from joint fuel reduction activities
- Where possible, use local contractors, equipment and services to maximize the economic benefit to the community
- Incorporate guidance and direction defined in the Federal Fire Policy, the National Fire Plan (NFP) and associated policies and guidelines, including multi-agency collaboration for fire, fuels management and budgeting, and the Fire/Fuels Management Environmental Assessment Plan Amendment for the Montana/Dakotas (2003)

### ***Issue: Fire Management***

Vegetation fuel types in the Lewistown planning area can be described as grass, shrub and timber. Central Montana

typically burned with mixed severity fires and a fire return interval of 5 to 30 years (longer in the higher elevation forest types). The past 100 years of successful fire exclusion, advancement of succession in forest ecosystems, and extended fire return intervals in short-grass prairie and shrub lands have resulted in increased fuel loadings. When added to the significant outbreaks of insects and disease in forested areas, and increasing non-native plants in the grasslands, the result is higher potentials for increased fire size, frequency, intensity, and severity. The influx of people to the area will increase the probability of human-caused fires.

#### *Planning Questions*

- What should be the landscape level fire management goals and objectives?
- Where can fuel management activities be used to reduce fuel accumulations, and promote and sustain a healthy ecosystem?
- How can fire suppression actions be managed to minimize the adverse effects to public health and safety, private property and resources while providing for beneficial ecological processes?
- What is the appropriate management response to naturally occurring wildfire outside the wildland urban interface?

#### *Preliminary Planning Considerations*

- Follow National Fire Plan, 2000
- Follow Federal Wildland Fire Management Policy, 1995, reaffirmed and updated 2000
- Follow BLM Manual 9214
- Follow Interagency Standards for Fire and Aviation Operations
- Incorporate guidance and direction defined in the Fire Planning Manual (MS-9211) and Fire Planning Handbook (H-9211-1)

#### ***Issue: Livestock Grazing***

Livestock grazing in the Lewistown RMP planning area occurs within numerous intermingled allotments containing BLM and other federal lands, private, state and grazing district lands. Percentages of BLM public lands within these allotments range from less than 10 percent to 100 percent of an overall allotment area. The Lewistown Field Office currently authorizes grazing on 590 grazing allotments. There are approximately 66 unallocated parcels. The Butte Field Office administers grazing on approximately 14 allotments within this planning area. Allocations and adjustments will be evaluated within alternatives, as described in IM-2012-169, taking into consideration other resource values and forage demands within the planning area. Unallocated parcels will be evaluated for suitability of livestock grazing. Criteria for issuing grazing permits/leases or identifying parcels to remain unleased will be developed and incorporated into the Lewistown RMP.

The need to improve range condition; range management options when forage resources are affected by drought, insects or fire; the need to maintain and improve wildlife habitat through the modification of livestock grazing (permitted use and season of use); recreational uses; and the need to maintain the economic stability of the local livestock industry will be considered in the plan. In addition, the Lewistown RMP will address concerns regarding rangeland health, selective management categories for individual allotments and maintenance of social and economic factors in affected communities within the planning area.

#### *Planning Question*

- What lands will be available or not available for livestock grazing and how will livestock grazing be managed?

#### *Preliminary Planning Considerations*

- Conform with existing laws, regulations, and BLM policy pertaining to livestock grazing on public lands
- Incorporate Montana Standards for Rangeland Health and Guidelines for Livestock Grazing Management
- Consider ecological site inventory information
- Protect important biological resource functions that provide for soil stability, water quality, and healthy riparian and upland vegetation communities
- Provide for the protection and restoration of native species and potential natural communities
- Authorize use to minimize environmental impacts under the principles of multiple use and sustained yield

***Issue: Land Tenure Adjustments***

The workload and cost to manage small tracts of public lands within the planning area are high because of the scattered land ownership pattern. Many parcels of public land are less than 640 acres in size, have no legal access and contain limited management opportunities. Land tenure adjustments through purchase, exchange, and donation have the potential to provide greater efficiencies in management, reduced workload, and reduced costs. It also allows for the acquisition of parcels with high public resource values.

*Planning Question*

- What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency and increased public and natural resource benefits?

*Preliminary Planning Considerations*

- Comply with Federal Land Exchange Facilitation Act of 1988
- Comply with Sections 203 and 206 of FLPMA
- Improve public access opportunities to public lands and resources
- Improve administrative access opportunities to public lands and resources
- Maintain or enhance important resource values and uses
- Maintain or enhance local social and economic values
- Improve management efficiency and expand management opportunities through the elimination of isolated tracts and creation of “blocks” of public lands
- Review, and where appropriate, continue identification of lands for disposal

***Issue: Delineation of Right-of-Way Corridors and Sites***

The planning area contains a number of utility, transportation, and communication rights-of-way. The locations of some of these existing rights-of-way may or may not be suitable for expansion or development into utility corridors, communication sites, and/or wind energy sites. It is important to identify or delineate those corridors and sites in order to effectively manage the public lands and to minimize the impacts from the proliferation of separate rights-of-way.

*Planning Questions*

- What lands will be available for right-of-way corridors?
- What lands will be identified as right-of-way avoidance or exclusion areas based on resource values and requirements for right-of-way uses and commercial activities?

*Preliminary Planning Considerations*

- Public lands will generally be available for transportation, utility, and communication site rights-of-way, except: (1) where there is a need to protect other resource values; (2) areas specifically identified as avoidance and exclusion areas; or (3) where specifically prohibited by law or regulation
- Comply with Section 503 of FLPMA
- Incorporate the findings of the 1992 Western Regional Corridor Study, by the Western Utility Group
- Utilize existing/common rights-of-way to the extent possible, and minimize the proliferation of separate rights-of-way
- Identify public lands with existing right-of-way corridors that may or may not be suitable for additional rights-of-way
- Evaluate potential conflicts with existing or potential resource values and uses
- Consider Visual Resource Management (VRM) classifications

***Issue: Minerals and Energy Development***

The planning area has the potential for the development of solid minerals, fluid minerals, and energy. Mineral and energy development can affect a variety of other resources, although these effects can be reduced through carefully developed mitigations such as reclamation, hazardous materials management, avoidance areas, the use of Best Management Practices, and mineral withdrawals.

In addition to the mineral and energy development activities, there are concerns about abandoned mine lands and the hazard abatement associated with such activities. This ongoing process involves BLM and other federal and state agencies. The planning effort will identify or mention the following consistent with the goals and objectives for natural resources within the planning area (See Planning Handbook Appendix C, II, H):

- Areas open to leasing, subject to existing laws, regulations, and formal orders; and the terms and conditions of the standard lease form.
- Areas open to leasing, subject to moderate constraints such as seasonal and controlled surface use restrictions. These are areas where it has been determined that moderately restrictive lease stipulations may be required to mitigate impacts to other land uses or resource values.
- Areas open to leasing, subject to major constraints such as no-surface-occupancy stipulations on an area more than 40 acres in size or more than 0.25 mile in width. These are areas where it has been determined that highly restrictive lease stipulations are required to mitigate impacts to other lands or resource values. This category also includes areas where overlapping moderate constraints would severely limit development of fluid mineral resources.
- Areas closed to leasing. These are areas where it has been determined that other land uses or resource values cannot be adequately protected with even the most restrictive lease stipulations; appropriate protection can be ensured only by closing the lands to leasing. Identify whether such closures are discretionary or nondiscretionary; and if discretionary, provide the rationale.

The plan will identify, for each lease stipulation, the circumstances for granting an exception, waiver, or modification, as well as identify the general documentation requirements and any public notification associated with granting exceptions, waivers, or modifications.

The planning effort will clarify and determine whether the development decisions also apply to geophysical exploration and whether constraints identified in the land use plan for new leases also apply to areas currently under lease.

In addition, the plan will identify resource condition objectives that have been established and specific lease stipulations and general/typical conditions of approval and best management practices that will be employed to accomplish these objectives in areas open to leasing. In addition, long-term resource condition objectives will be identified for areas currently under development to guide reclamation activities prior to abandonment.

#### *Planning Questions*

- Under the principles of multiple use and sustained yield, how will mineral and energy development activities be managed to provide for products while preventing undue or unnecessary degradation to other natural resources?
- How will management of public lands affect the social and economic conditions established by mineral and energy development?
- How will management of subsurface minerals affect surface lands and resources?

#### *Preliminary Planning Considerations*

- Make public lands and federal minerals available for the exploration and development of energy and mineral resources while considering other resource values.
- Identify reasonable foreseeable development potential/scenarios, as appropriate.
- Identify best management practices, mitigation and conservation measures that are necessary to minimize effects of development
- Identify areas to be withdrawn or closed to protect non-mineral or energy resource values

### ***Issue: Special Designations***

The planning unit contains a number of special designations such as the Square Butte Wilderness Study Area, Blacktail Creek Paleontological Site Mineral Withdrawal, Outstanding Natural Areas (ONAs), and Areas of Critical Environmental Concern (ACECs) the Lewis and Clark National Historic Trail, the Nez Perce National Historic Trail and the Continental Divide National Scenic Trail. These special designations provide management direction specifically designed to protect the resource values for which the area was designated. There may be resources that are best protected by additional designations, and there may be designations that are no longer necessary. In addition, the streams and rivers in the Headwaters RMP area have not been evaluated under the Wild and Scenic River guidelines.

### ***Planning Questions***

- Where are special designations appropriate to protect unique resource values?
- What other rivers in the planning area are suitable for Wild & Scenic River status?
- What is the nature and purposes of the Nez Perce National Historic Trail, the Lewis and Clark National Historic Trail and the Continental Divide National Scenic Trail?
- What public land area will be established as National Trails Corridors?
- What management practices will occur to manage National Scenic and Historic Trails so as to safeguard the nature and purposes of the trails and in manner which protects the values for which they were designated?
- What allowable uses, management actions, and necessary restrictions should be established within the National Trails Corridors?
- How will other BLM programs and uses be managed within the National Trails Management Corridors?
- Are there any National Trails related lands within the Planning Area that should be acquired?
- What level of coordination will occur to ensure the National Trails Corridors edgematch with adjoining BLM Field Offices and other agencies that administer these corridors?

### ***Preliminary Planning Considerations***

- Comply with FLPMA, Sections 201 and 202
- Evaluate all rivers and streams in the planning area for eligibility under the Wild & Scenic Rivers Act. Complete a study recommending which eligible rivers are suitable for inclusion in the National Wild and Scenic River System, in accordance with BLM manual 8351, Wild and Scenic River Policy
- Comply with Interim Management Policy for Lands Under Wilderness Review, BLM Handbook 8550-1
- Evaluate any new areas which may be suitable for designation as Areas of Critical Environmental Concern
- Identify lands with wilderness characteristics
- Comply with the National Trails System Act, in accordance with BLM Manual 6280, National Scenic and Historic Trail policy

### **Management Concerns**

#### ***Management Concern: Air Quality***

The RMP will summarize all relevant background air quality and climate information associated with the planning area and identify all potentially affected Class I areas as well as actions that could be taken to protect these areas. The plan will identify area-wide criteria or restrictions that would be applied to any activity authorized by the field offices to ensure compliance with all local, state, federal, or tribal air quality standards and implementation plans. Authorized activities include, but are not limited to, fuels management and energy development.

### *Preliminary Planning Considerations*

- Comply with NEPA requirements to analyze and disclose impacts to air resources including ambient air quality and air quality related values.
- Comply with procedures in the Memorandum of Understanding among the U.S. Department of Agriculture, U.S. Department of the Interior and U.S. Environmental Protection Agency, regarding air quality analysis and mitigation for federal oil and gas decisions through the NEPA process which was signed on July 23, 2011.
- Incorporate a strategy for addressing BLM requirements under general conformity (40 CFR part 93, subpart B)

### ***Management Concern: Water Quality/Quantity***

Standard procedures regarding permitting practices required by federal and Montana State laws will be identified in the RMP. The BLM will work closely with Montana Department of Environmental Quality (DEQ), Montana Fish, Wildlife and Parks, plus tribal, federal and local laws regarding water quality planning and management. Data to be examined will include, but are not limited to, the Montana DEQ's identified impaired streams (303(d)), Montana's Streamside Management Zone Law, riparian condition, water rights, land jurisdiction, water quality, and water quantity data. The Lewistown RMP will identify and consider: Best Management Practices (BMPs) that the State of Montana and its cooperators (including the BLM and the U.S. Forest Service) have developed and distributed for use by federal land managers, including particular BMPs developed for watersheds as a result of the 303(d)/Total Maximum Daily Load process; Standards for Rangeland Health Assessments; BMPs for Grazing; and existing Memorandums of Understanding (MOUs) with the State of Montana.

### ***Management Concern: Soil Resources***

Soils will be managed to maintain or improve soil health and productivity and minimize impacts to soil resources through the actions of management activities. Best Management Practices, mitigation measures and reclamation will be implemented at the site-specific activity/project level to prevent or reduce soil erosion, compaction and return soil productivity; especially, for soils with severe erosion susceptibility, sparse vegetation, shallow depths and on steep slopes. If soil impacts cannot be mitigated or effectively controlled then the activity/project could be relocated or denied.

The RMP will utilize available soil data to make informed decisions for a variety of resources and resource uses. State Soil Geographical Data (STATSGO) and Soil Survey Geographical Data (SSURGO) are available for all counties in the planning area.

### ***Management Concern: Cultural Resources***

The planning area contains many significant prehistoric, historic, and cultural areas. Recreational activities, unintentional trespass, theft, erosion, and vandalism are all sources of cultural resource degradation. Protection of cultural resource sites may include-identification, evaluation, monitoring, stabilization, and interpretation.

### *Planning Questions*

- How will cultural resources needing proactive management, protection, and use be identified?
- How will sacred sites and traditional cultural places that need protection be identified?

### *Preliminary Planning Considerations*

- Consult with Tribal Governments and State Historic Preservation Office
- Identify and protect cultural resources and traditional cultural properties
- Protect, preserve, and enhance sites eligible or listed on the National Register of Historic Places

### ***Management Concern: Tribal Treaty Rights and Trust Responsibilities***

Sacred sites, cultural landscapes, traditional cultural use areas, and other trust resources within the planning unit require inventory, consultation, and protection to meet our trust responsibilities. Treaties ratified by the U.S. Congress and federally recognized tribes confer special legal rights to use public land. Effective consultation and coordination is the key to achieving management goals for both the tribes and the BLM.

### *Planning Question*

- Are potential effects to trust resources and treaty rights adequately addressed?

- What plants and animals in the planning area are typically used for traditional and/or treaty use purposes?
- How are sacred sites, cultural landscapes, traditional cultural uses identified and protected?

*Preliminary Planning Considerations*

- Consult with Tribal Governments
- Identify and manage trust resources
- Comply with treaty rights for all associated management activities and uses

***Management Concern: Tribal Interests***

Under all alternatives, BLM would continue to notify and consult with appropriate American Indian tribes on BLM authorized actions. Consultation and coordination would be conducted on a government-to-government basis with federally recognized tribes. Management of public lands would accommodate the exercise of rights provided by treaties or law that are applicable to the planning area. BLM would coordinate with the appropriate entities within tribal government on issues under its jurisdiction to determine appropriate protocols that provide for treaty uses of public lands.

*Planning Questions*

- Who are the tribes likely to be affected? What is their recent history and likely area of interest?
- What (if any) landscape-scale issues that should be identified and addressed at the land-use planning stage?
- Are there any historic and/or religious concerns that will need to be appropriately addressed under Section 106 of the NHPA?
- What are other resource concerns that would be of interest (water, vegetation, etc.)?
- Are there likely to be environmental justice issues?
- Will climate change impacts and adaptation be an issue of concern for tribes?
- Does the tribe have a Tribal Historic Preservation Officer?
- What plants and animals in the planning area are typically used for traditional and/or treaty use purposes?
- How are sacred sites, cultural landscapes, traditional cultural uses identified and protected?

*Preliminary Planning Considerations*

- Consult with Tribal Governments
- Identify and collect information to adequately address planning issues and questions.

***Management Concern: Paleontological and Cave and Karst Resources***

The planning area contains documented paleontological localities, as well as the potential for other cave and paleontological resources throughout the field office. These resources are only beginning to be understood and identified. Recreational activities, natural erosion, unintentional trespass, theft, and vandalism are all sources of resource degradation. Protection and management of these sites and caves includes identification, stabilization, and enhancement to maintain significant scientific, educational, and recreational values.

*Planning Question*

- How will the BLM manage paleontological and cave resources?

*Preliminary Planning Considerations*

- Identify and protect significant cave resources pursuant to 43 CFR Part 37
- Identify, protect, and manage caves and paleontological sites to maintain or enhance significant scientific, educational, wildlife and recreational values
- Inventory and monitor paleontological resources using scientific principles and expertise in accordance with 16 U.S.C. 470aaa-1.

***Management Concern: Visual Resource Management (VRM)***

Range management, forestry, fuels management activities, and rights-of-way for utility, transportation and communication facilities are the primary actions affecting visual resources in the Lewistown Field Office planning

area. The BLM is responsible for ensuring that the scenic values of public lands are considered in all proposed actions that may affect visual quality. The BLM manages the visual resource by identifying visual resource values, establishing objectives for managing those values, and taking action to achieve the visual management objectives.

#### *Planning Questions*

- Where are the different visual resource values within the planning area, and to what degree should they be protected?
- How will the impacts to the visual resource inventory values (Scenic Quality, Sensitivity and Distance Zones), be assessed individually and quantified?
- Are there any visual values that are of a scarce nature and how would this be determined and managed for protection?
- How will the impact on the human appreciation/ use/ experience of the scenic resource be accounted for within the impact analysis of visual resources?

#### *Preliminary Planning Considerations*

- Follow guidance described in BLM Manual Section 8400, Visual Resource Management
- Follow guidance described in BLM Handbook H-8410-1, Visual Resource Inventory Guidelines and Visual Resource Inventory Data Standard Report
- Complete a Visual Resource Inventory for the planning area and then identify Visual Resource Management Classes

#### ***Management Concern: Social and Economic Sustainability of Local Communities***

High economic priorities for the local communities of central Montana are agriculture, ranching as a way of life, recreation, and tourism on public lands. Commercial outfitting, guide businesses, and recreational hunting associated with deer, antelope and upland game birds are also factors influencing the local economy. Forest health concerns, including emphasis towards fuels management in the wildland/urban/rural interface, continue to increase the importance of extracting timber products from public lands, thus creating jobs within local communities.

#### *Planning Question*

- How will management of BLM lands affect the social and economic conditions of local economies?
- How will management of BLM lands affect the resiliency and sustainability of local economies?

#### *Preliminary Planning Considerations*

- Promote social and economic diversification in central Montana
- Recognize the increasing demand for resources on public lands
- Recognize that economies of local communities are dependent on goods and services derived from public lands
- Social scientific data and methods will be integrated into the entire planning process, from preparing the pre-plan to implementation and monitoring.

## Preliminary Planning Criteria

The BLM planning regulations (43 CFR 1610.4-2) require the development of planning criteria to guide preparation of the resource management plan. Planning criteria are the constraints or ground rules that guide and direct the preparation of the plans. Planning criteria guide the development of the RMP, ensure that it is tailored to the identified issues, and help to avoid unnecessary data collection and analysis. Planning criteria also streamline the plan preparation; establish standards, rules, and measures to be used; guide and direct the resolution of issues through the planning process; and indicate factors and data that must be considered in making decisions. Planning criteria are based on applicable laws and regulations, agency guidance, the result of consultation and coordination with the public, other federal, state and local agencies, and Native American tribes.

The following preliminary criteria were developed and will be reviewed by the public during scoping; they will be included in the Federal Register Notice. After public comment analysis, the final planning criteria will be approved and distributed to all interested parties collaborating in the planning process.

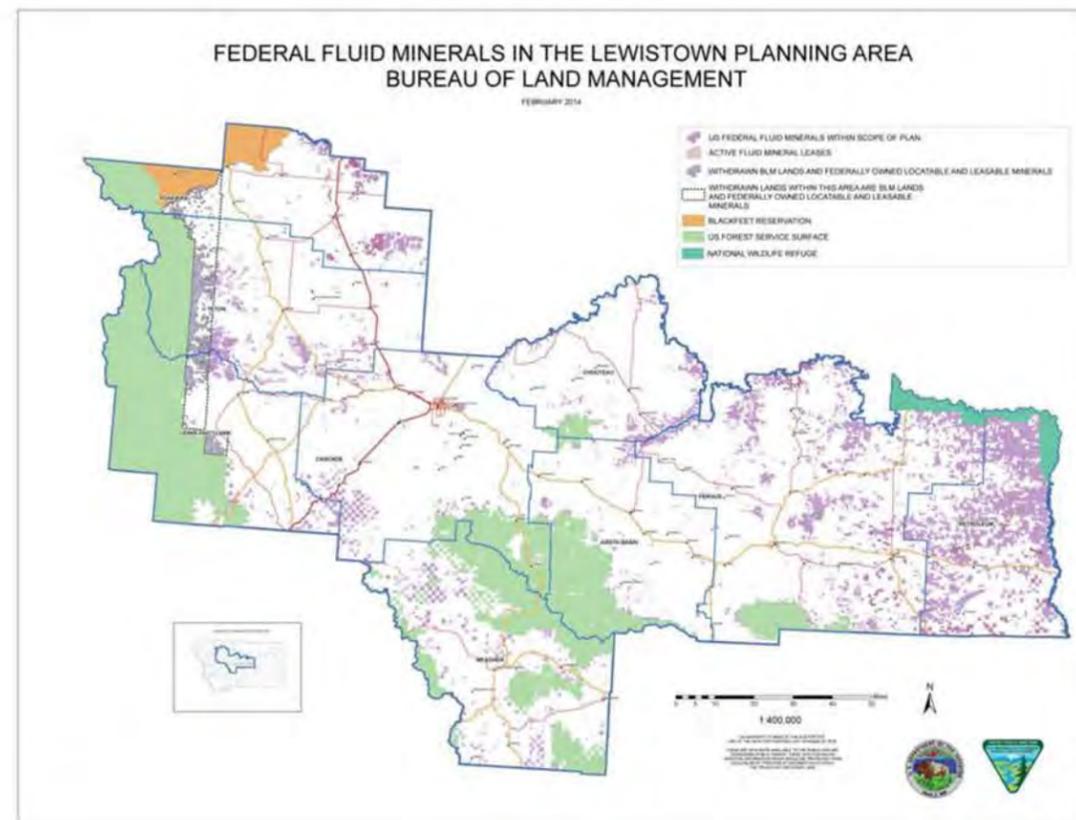
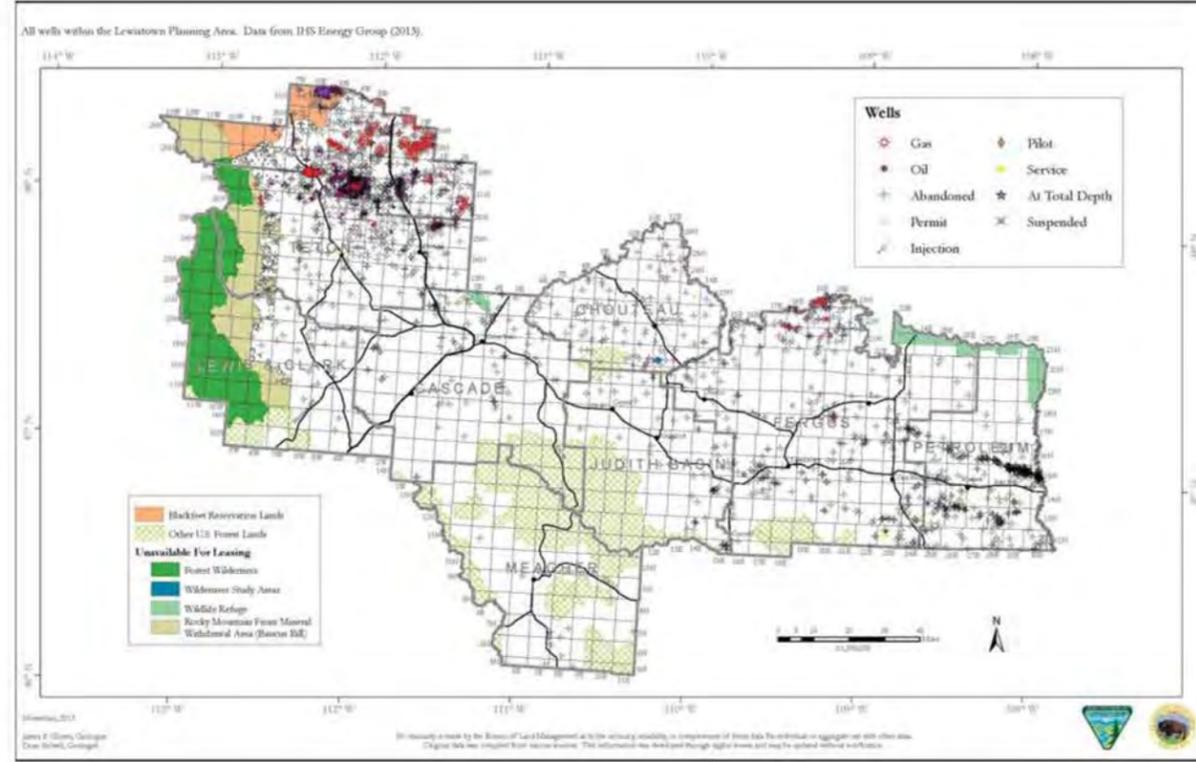
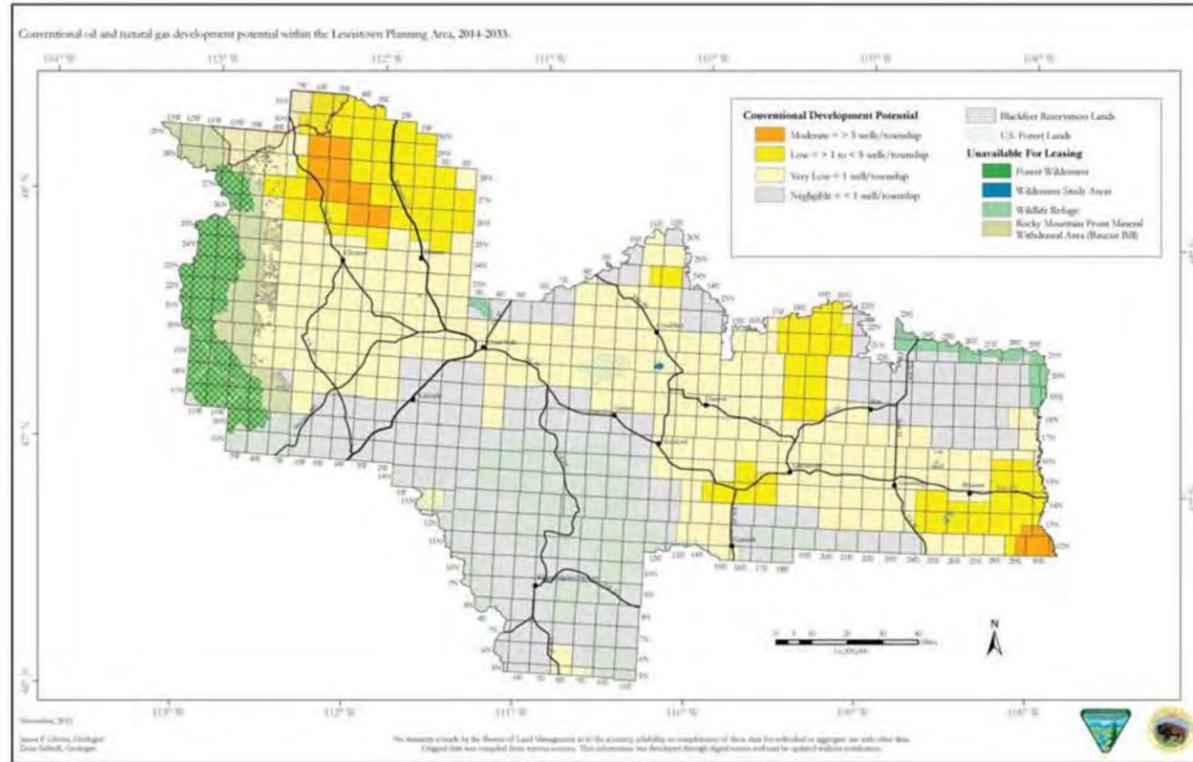
1. The plan will be completed in compliance with the Federal Land Policy and Management Act (FLPMA) and all other applicable laws.
2. The planning process will include an environmental impact statement that will comply with the National Environmental Policy Act (NEPA) standards.
3. The plan will establish new guidance and identify existing guidance upon which the BLM will rely in managing public lands within the Lewistown Field Office and the Butte Field Office (for the northern portion of Lewis and Clark County).
4. The RMP/EIS will incorporate by reference the *Standards for Rangeland Health and Guidelines for Livestock Grazing Management*; the *Off-Highway Vehicle EIS and Plan Amendment for Montana, North Dakota, and Portions of South Dakota*; the *Montana/Dakotas Statewide Fire Management Plan*; *Best Management Practices for Forestry in Montana*; the *Montana Streamside Management Zone Law and Rules*, and the *Vegetation Treatments Using Herbicides FEIS*.
5. The RMP/EIS will incorporate by reference all prior Wilderness Study Area findings that affect public lands in the planning area.
6. The planning process will include early consultation meetings with FWS during the development of the plan.
7. Native American Consultation and Coordination – the Blackfeet Indian Reservation is adjacent to the planning area (Pondera County). Also, other tribes located in Montana, North and South Dakota, and Wyoming will be contacted early during the scoping process to determine what level of participation they would like to have during the RMP process. Early consultation and close coordination will take place to see that the tribes' needs are considered, analyzed, and that the BLM fulfills its trust responsibilities.
8. Early consultation will be conducted with the State Historic Preservation Office (SHPO) on any potential effect of the plan on cultural resources under provisions of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470f) and under the National Programmatic Agreement. Relevant/interested tribal governments and the SHPO should be invited as cooperating agencies.
9. The plan will result in determinations as required by special program and resource specific guidance as described in BLM Manual 6280 – Management of National Scenic and Historic Trails and Trails under Study or Recommended as Suitable for Congressional Designation.
10. The plan will incorporate the requirements of the BLM Handbook H-1624-1, *Planning for Fluid Minerals and/or updated manual/policy guidance*).
11. The RMP/EIS will incorporate the requirements of the interagency reference guide entitled Reasonably Foreseeable Development Scenarios and Cumulative Effects Analysis developed by the Rocky Mountain Federal Leadership Forum on NEPA, Oil and Gas, and Air Quality.
12. The plan will recognize the State's responsibility to manage wildlife populations, including uses such as hunting and fishing, within the planning area.
13. To the extent possible, goals and objectives in the plan for plants and wildlife (including Special Status Species) will incorporate or respond to goals and objectives from established recovery plans, conservation strategies, strategic plans, etc.
14. Decisions in the plan will strive to be compatible with the existing plans and policies of adjacent local, state, tribal, and federal agencies as long as the decisions are in conformance with legal mandates on

management of public lands.

15. The scope of analysis will be consistent with the level of analysis in approved plans and in accordance with Bureau-wide standards and program guidance.
16. Geospatial data will be automated within a Geographic Information System (GIS) to facilitate discussions of the affected environment, alternative formulation, analysis of environmental consequences, and display of the results.
17. Resource allocations must be reasonable and achievable within available technological and budgetary constraints.
18. Best Management Practices (BMPs) for oil and gas, road drainage, grazing, Water Quality BMPs for Montana Forests, fire rehab, fire management, wind energy, power lines, and sage grouse conservation will be added.
19. The BLM will coordinate with the Lewis and Clark National Historic Trail, Nez Perce National Historic Trail and the Continental Divide National Scenic Trail Administrators during the land use planning process regarding the establishment of the National Trail Management Corridors.



# Fluid Minerals



For more information visit the fluid minerals pages at: <http://blm.gov>





# Grizzly Bear

DESCRIPTION OF THE MANAGEMENT ZONES (From NCDE Draft Grizzly Bear Conservation Strategy April 2013)

The area within which grizzly bear management will be directed by this Conservation Strategy and associated management plans covers 27,338,696 acres (110,636 sq km) in central and western Montana. This large area is divided into a Priority Conservation Area (PCA) and three management zones (Figure below). In general, habitat management is implemented on public lands (State, Tribal, and/or Federal) whereas population management is implemented on all lands (State, Tribal, Federal, and/or private). Management direction for the PCA and adjacent management zones within the NCDE is described below:

For Planning Area, almost all lands are in the PCA and Zone 1 and there would be little change from current management.

Priority Conservation Area (PCA) (5,712,862 acres; 23,119 sq km) will be managed as a source area where the objective is continual occupancy by grizzly bears and maintenance of habitat conditions that are compatible with a stable to increasing grizzly bear population. This is the area where the most conservative habitat protections apply. Here, large blocks of secure habitat would be maintained and no net increases in motorized route densities, developed sites, or livestock allotments would be allowed on Federal lands. Attractant storage rules would be implemented on Federal, Tribal, and most State lands.

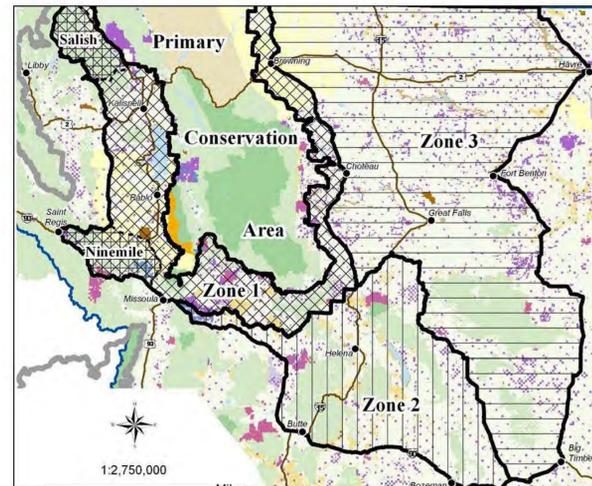
## Management Zone 1 (4,808,719 acres; 19,460 sq km)

The objective in Zone 1 is continual occupancy by grizzly bears but at expected lower densities than inside the PCA. Here, habitat protections will focus on managing motorized route densities within levels specified in current Federal and Tribal land use plans because these are known to be compatible with a stable to increasing grizzly bear population. Attractant storage rules would be implemented on Federal, Tribal, and most State lands.

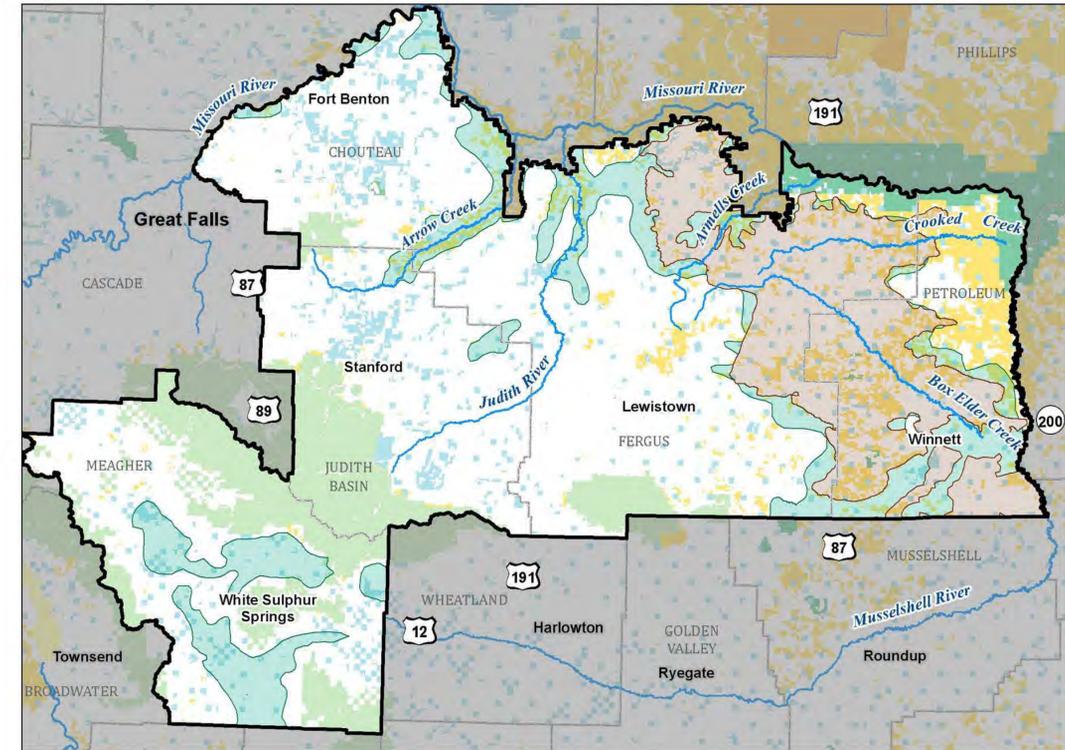
**Management Zone 2** (4,658,932 acres; 18,854 sq km), the objective is to maintain existing resource management and recreational opportunities and allow agencies to respond to demonstrated conflicts (as defined in the nuisance bear management section) with appropriate management actions. Public lands in Zone 2 will be managed to provide the opportunity for grizzly bears, particularly males which are more likely to disperse long distances, to move between the NCDE and adjacent ecosystems (i.e., the Greater Yellowstone ecosystem or the Bitterroot ecosystem) via current direction in USFS and BLM Resource Management Plans.

Here, the management emphasis will be on conflict prevention and response. Attractant storage rules would be implemented on most Federal and State lands. Grizzly bears would not be captured and removed unless there are conflicts that can only be solved by capture and relocation or removal of the offending bear. MFWP would manage grizzly bear hunting opportunities in these areas in the foreseeable future to be compatible with grizzly bear occupancy, albeit at lower densities than in the PCA or Zone 1.

**Management Zone 3** (12,158,183 acres; 49,202 sq km) primarily consists of areas where grizzly bears do not have enough suitable habitat for long-term survival and occupancy. Grizzly bear occupancy will not be actively discouraged. Management emphasis will be on conflict response. Grizzly bears will not be captured and removed just because they occur in Zone 3, nor will they be captured and removed from Zone 3 unless there are conflicts that can only be resolved by capture and relocation or removal of the offending bear. Regulated grizzly bear hunting would be allowed.



# Greater Sage-Grouse



## Lewistown Resource Management Plan Revision



# Lands & Realty Definitions

**Right-of-Way:** Means the public lands BLM authorizes a holder to use or occupy under a grant (i.e., road, pipeline, power line, fiber optics line, etc.).

**Avoidance Area:** An area identified through resource management planning to be avoided by may be available for Right-of-Way location with special stipulations.

**Exclusion Area:** An area identified through resource management planning that is not available for Right-of-Way location under any conditions.

**Grant:** Means any authorization or instrument (e.g., easement, lease, license, or permit) BLM issues under Title V of the Federal Land Policy and Management Act 43 USC 1761 et. seq., and those authorizations and instruments BLM and its predecessors issued for like purposes before October 21, 1976 under then existing statutory authority. It does not include authorizations issued under the Mineral Leasing Act (43 USC 185).

For more detail on BLM's Lands and Realty Program please visit: <http://blm.gov>



# Lewistown Field Office Special Designations

**Area of Critical Environmental Concern (ACEC)**

- To be designated as an ACEC, an area must meet **relevance** and **importance**
- Relevance** (Must contain one or more of the following):
  - A significant historic, cultural, or scenic value
- Importance** (Characterized by one or more of the following):
  - Has more than locally significant qualities
  - Has qualities or circumstances that make it fragile, sensitive, rare, irreplaceable, exemplary, unique, endangered, threatened, or vulnerable to adverse change
  - Has been recognized as warranting protection in order to satisfy national priority concerns or to carry out the mandates of FLPMA
  - Has qualities which warrant highlighting in order to satisfy public or management concerns about safety and public welfare
  - Poses a significant threat to human life and safety or to property

- Legend**
- City
  - Lewis and Clark National Historic Trail
  - Nez Perce National Historic Trail
  - Continental Divide National Scenic Trail
  - Major River
  - Interstate
  - Highway
  - County
  - Outstanding Natural Area
  - ACEC
  - ERMA
  - SRMA
  - Wilderness Study Areas
  - BIA - Indian Lands
  - Bureau of Land Management
  - Bureau of Reclamation
  - Private
  - State Lands
  - US Fish and Wildlife Service
  - US Forest Service
  - National Park Service

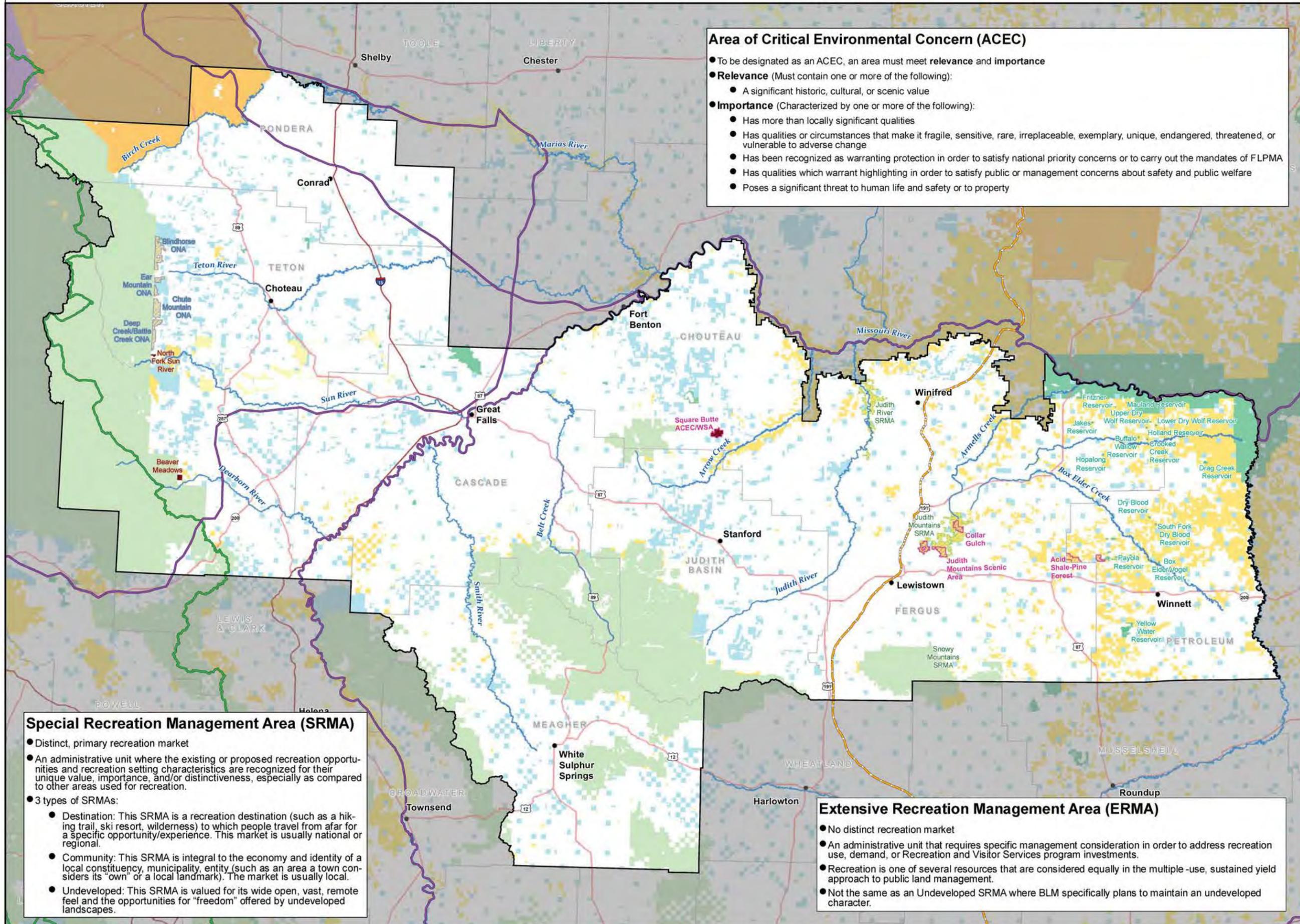
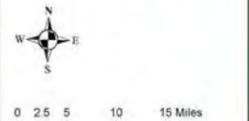
**Special Recreation Management Area (SRMA)**

- Distinct, primary recreation market
- An administrative unit where the existing or proposed recreation opportunities and recreation setting characteristics are recognized for their unique value, importance, and/or distinctiveness, especially as compared to other areas used for recreation.
- 3 types of SRMAs:
  - Destination:** This SRMA is a recreation destination (such as a hiking trail, ski resort, wilderness) to which people travel from afar for a specific opportunity/experience. This market is usually national or regional.
  - Community:** This SRMA is integral to the economy and identity of a local constituency, municipality, entity (such as an area a town considers its "own" or a local landmark). The market is usually local.
  - Undeveloped:** This SRMA is valued for its wide open, vast, remote feel and the opportunities for "freedom" offered by undeveloped landscapes.

**Extensive Recreation Management Area (ERMA)**

- No distinct recreation market
- An administrative unit that requires specific management consideration in order to address recreation use, demand, or Recreation and Visitor Services program investments.
- Recreation is one of several resources that are considered equally in the multiple-use, sustained yield approach to public land management.
- Not the same as an Undeveloped SRMA where BLM specifically plans to maintain an undeveloped character.

No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual or aggregate use with other data. Original data were compiled from various sources. This information may not meet National Map Accuracy Standards. This product was developed through digital means and may be updated without notification.



# Recreation and Special Designations

- What recreation opportunities would you like to see?
  - ⇒ Dispersed recreation? Designated campsites? Trail systems?
- What types of recreation interest you?
  - ⇒ Motorized? What kind? Where?
  - ⇒ Non-motorized? What kind? Where?
- Do you think there are areas that deserve additional protection or require special management? Why?
- What recreation conflicts are occurring on public land?





UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

Release  
**6-129**

Date  
**03/15/2012**

MANUAL TRANSMITTAL SHEET

**Subject**

**6310—Conducting Wilderness Characteristics Inventory on BLM Lands (Public)**

- 1. Explanation of Materials Transmitted:** This manual contains the Bureau of Land Management's (BLM) policy and guidance for conducting wilderness characteristics inventories under Section 201 of the Federal Land Policy and Management Act of 1976 (FLPMA). This policy does not address Wilderness areas designated by Congress or Wilderness Study Areas (WSAs) pending before Congress.
- 2. Reports Required: None**
- 3. Materials Superseded: This manual supersedes BLM Manual Section 6301**
- 4. Filing Instructions: File as directed below**

**REMOVE**

**All 6301 (Rel. 6-126  
(Total 29 Sheets))**

**INSERT**

**6310  
(Total: 31 Sheets)**

/s/

**Robert V. Abbey  
Director**

**6310-CONDUCTING WILDERNESS CHARACTERISTICS INVENTORY ON BLM  
LANDS**

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## 6310-CONDUCTING WILDERNESS CHARACTERISTICS INVENTORY ON BLM LANDS

**.01 Purpose.** This policy contains the Bureau of Land Management's (BLM) guidance and general procedures for conducting wilderness characteristics inventories under Section 201 of the Federal Land Policy and Management Act of 1976 (FLPMA) and supersedes all previous guidance on this topic. Managing the wilderness resource is part of the BLM's multiple use mission. Lands with wilderness characteristics provide a range of uses and benefits in addition to their value as settings for solitude or primitive and unconfined recreation. This policy does not address Wilderness areas designated by Congress or Wilderness Study Areas (WSAs) pending before Congress.

**.02 Objective.** This Manual establishes BLM policy for identifying lands with wilderness characteristics.

**.03 Authority.** Principal authorities affecting the inventory of public lands for wilderness characteristics are:

- A. FLPMA, 43 U.S.C. 1701 *et seq.*, exclusive of 43 U.S.C. 1782.
- B. Wilderness Act of 1964, 16 U.S.C. 1131, *et seq.*

### **.04 Responsibilities.**

A. The Director shall:

- 1. Coordinate with State Directors in conducting wilderness characteristics inventories.

B. State Directors shall:

- 1. Implement policy and provide statewide program coordination and guidance for conducting wilderness characteristics inventories.
- 2. Provide program development, technical management assistance, and support to District and Field Offices as required for conducting lands with wilderness characteristics inventory.

C. District Managers and Field Managers shall:

- 1. Review and document relevant data, including citizen-submitted information, for conducting and maintaining the wilderness characteristics inventory on a continuing basis.
- 2. Determine and document which inventory areas or portions of inventory areas possess or lack wilderness characteristics.
- 3. Maintain a permanent documentation file for inventoried areas.
- 4. Coordinate with other Federal agencies in conducting wilderness characteristics inventories.

**.05 References.** Principal references for this Manual are:

- A. FLPMA, 43 U.S.C. 1701, *et seq.*
- B. Wilderness Act, 16 U.S.C. 1131 *et seq.*
- C. BLM Regulations, 43 CFR Part 1600.

**.06 Policy.**

A. **Maintaining the Inventory.** Section 201 of FLPMA requires the BLM to maintain on a continuing basis an inventory of all public lands and their resources and other values, which includes wilderness characteristics. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of public lands. Regardless of past inventory, the BLM must maintain and update as necessary, its inventory of wilderness resources on public lands. In some circumstances conditions relating to wilderness characteristics may have changed over time, and an area that was once determined to lack wilderness characteristics may now possess them. The BLM will determine when it is necessary to update its wilderness characteristics inventory. Under the following circumstances, the BLM will consider whether to update a wilderness characteristics inventory or conduct a wilderness characteristics inventory for the first time:

1. The public or the BLM identifies wilderness characteristics as an issue during the National Environmental Policy Act (NEPA) process.
2. The BLM is undertaking a land use planning process.
3. The BLM has new information concerning resource conditions, including wilderness characteristics information submitted by the public that meets the BLM's minimum standard described in the Wilderness Characteristics Inventory Process section of this policy.
4. A project that may impact wilderness characteristics is undergoing NEPA analysis.
5. The BLM acquires additional lands.

There also may be other circumstances in which BLM will find it appropriate to update its wilderness characteristics inventory.

The primary function of an inventory is to determine the presence or absence of wilderness characteristics. Keeping an inventory current requires gathering information and ensuring that all inventories have permanent files. It is essential that an adequate record of the inventory and subsequent updates be maintained to ensure proper documentation of inventory findings, including relevant narratives, maps, photographs, new information, and any other relevant information.

**B. Wilderness Characteristics Inventory Process.** A wilderness characteristics inventory is the process of determining the presence or absence of wilderness characteristics. The BLM must document existing conditions as opposed to potential future conditions. The BLM may conduct the inventory using available information (e.g., existing maps, photos, records related to range projects, monitoring data) and will field check the information as necessary. This wilderness characteristics inventory process directive does not mean that the BLM must conduct a completely new inventory and disregard the inventory information that it already has for a particular area. Rather, the BLM must ensure that its inventory is maintained.

1. Documentation and Minimum Standards for Review of New Information.

- a. When new information regarding wilderness characteristics is received, the BLM will document the submitted materials including:
  - i. date of submission;
  - ii. name of proponent;
  - iii. name of proposal and/or area identified by the proponent;
  - iv. BLM District(s) and Field Office(s) affected;
  - v. type of material submitted (e.g., narrative, map, photo); and
  - vi. whether or not the public information meets the minimum standard for further review by the BLM.
- b. The minimum standard that new information must meet in order for the BLM to consider the information during a wilderness characteristics inventory process requires a submission of the following information to the BLM:
  - i. a map of sufficient detail to determine specific boundaries of the area in question;
  - ii. a detailed narrative that describes the wilderness characteristics of the area and documents how that information substantially differs from the information in the BLM inventory of the area's wilderness characteristics; and
  - iii. photographic documentation.

2. Evaluation of New Information.

When new information regarding wilderness characteristics meets the minimum standard for further review, as soon as practicable, the BLM shall evaluate the information regarding the validity of proposed boundaries of the area(s), the existence of wilderness inventory roads and other boundary features, the size of the

area(s), and the presence or absence of wilderness characteristics. This evaluation may be based on relevant information available in the office (prior BLM inventories, interdisciplinary team knowledge, aerial photographs, field observations, maps, etc.). Field checking may also be needed. The BLM will compare existing data with the submitted information, determine if the conclusion reached in previous BLM inventories remains valid, determine whether the area qualifies as lands with wilderness characteristics, and document its findings. The BLM will document the rationale for the findings, make the findings available to the public, and retain a record of the evaluation and the findings as evidence of the BLM's consideration.

3. Identification of Lands Requiring Inventory.

- a. Identification of a specific area where inventory is needed requires a combined review of existing land status and available route inventory data. Where acquired lands are inventoried, the area inventoried may be larger than the acquired lands because of the need to look at contiguous roadless Federal lands.
- b. Each area will be assigned a unique identifier using a two-letter state code, office code, and an inventory area number, e.g. NV-030-051. Where possible, numbers assigned should build on the original inventory.
- c. The Permanent Documentation File for each area will be updated or developed as appropriate (Appendix A).
- d. Split estate lands are excluded from the requirements for wilderness characteristics inventory.

4. Completing the Inventory.

- a. Necessary forms for each area will be completed (see Appendix B: Inventory Area Evaluation, Appendix C: Route Analysis, and Appendix D: Photo Log). The forms in Appendices B, C, and D should be adequate for most wilderness characteristics inventories, but minor modifications may be made to meet Field Office needs as long as primary criteria and definitions remain unchanged. In order to complete the inventory, District or Field Managers must document wilderness characteristics inventories according to attached Appendices A-D as applicable.

**C. Wilderness Characteristics.**

1. Wilderness Characteristics Inventory Unit Boundary Delineation. The boundary of the wilderness characteristics inventory unit must be established. Where possible, BLM offices should use existing wilderness characteristics inventory units for maintaining the inventory. The boundary is generally based on the presence of wilderness inventory roads (see Appendix C to determine if a route meets the

wilderness inventory road definition), and can also be based on property lines between lands in Federal ownership and other ownerships or developed rights of way. Other inventory unit boundaries may occasionally be identified.

2. Analysis of Wilderness Characteristics. The inventory will evaluate wilderness characteristics as defined in Section 2(c) of the Wilderness Act and incorporated in FLPMA. In order for an area to qualify as lands with wilderness characteristics, it must possess sufficient size, naturalness, and outstanding opportunities for either solitude or primitive and unconfined recreation. In addition, it may also possess supplemental values. There may be some circumstances under which an inventory of the entire area is not required. For example, if a proposed project would only cross a small corner of an inventory unit and would be confined to previously disturbed land that is an unnatural condition, a full inventory may not be necessary.

a. Size.

- i. Determine if the size criteria will be satisfied for areas by meeting one of the following situations and circumstances:
  - 1) Roadless areas with over 5,000 acres of contiguous BLM lands. State or private lands are not included in making this acreage determination.
  - 2) Roadless areas of less than 5,000 acres of contiguous BLM lands where any one of the following apply:
    - a) They are contiguous with lands which have been formally determined to have wilderness or potential wilderness values, or any Federal lands managed for the protection of wilderness characteristics. Such lands include:
      - (1) designated Wilderness,
      - (2) BLM Wilderness Study Areas,
      - (3) U.S. Fish and Wildlife Service areas Proposed for Wilderness Designation,
      - (4) U.S. Forest Service (FS) Wilderness Study Areas or areas of Recommended Wilderness, and
      - (5) National Park Service (NPS) areas Recommended or Proposed for Designation.

They do not include NPS areas merely considered “Eligible for Wilderness Study,” nor do they include FS Roadless Areas unless they

are also designated as “Recommended Wilderness” through a Forest Plan Revision.

- b) It is demonstrated that the area is of sufficient size as to make practicable its preservation and use in an unimpaired condition.
  - c) Any roadless island of the public lands.
- ii. Determine whether or not at least one of the size criteria are met by lands within the inventory unit and document in writing the rationale for arriving at this determination.

Note: If an inventory area does not meet at least one of the size criteria, it does not contain wilderness characteristics. Further inventory activity to document naturalness, outstanding opportunities for solitude or a primitive and unconfined type of recreation, and supplemental values is unnecessary. The findings must be documented.

b. Naturalness.

- i. Affected Primarily by the Forces of Nature. Determine if the area appears to be in a natural condition.
  - 1) The area must appear to have been affected primarily by the forces of nature, and any work of human beings must be substantially unnoticeable. Examples of human-made features that may be considered substantially unnoticeable in certain cases are: trails, trail signs, bridges, fire breaks, pit toilets, fisheries enhancement facilities, fire rings, historic properties, archaeological resources, hitching posts, snow gauges, water quantity and quality measuring devices, research monitoring markers and devices, minor radio repeater sites, air quality monitoring devices, fencing, spring developments, barely visible linear disturbances, and stock ponds.
- ii. Describing Human Impacts. Document noticeable human impacts within the area. If several minor impacts exist, summarize their cumulative effect on the area’s degree of apparent naturalness.
  - 1) The review of human impacts will assess the presence or absence of apparent naturalness (i.e., do the works of humans appear to be substantially unnoticeable to the average visitor?). There is an important difference between an area’s natural integrity and its apparent naturalness as explained below.
    - a) Natural integrity refers to the presence or absence of ecosystems that are relatively unaffected by modern human activities.

- b) Apparent naturalness refers to whether or not an area looks natural to the average visitor who is not familiar with the biological composition of natural ecosystems versus human-affected ecosystems.
- 2) Caution should be used in assessing the effect of relatively minor human impacts on naturalness. Some human works are acceptable so long as they are substantially unnoticeable. Avoid an overly strict approach to assessing naturalness. For example, the presence of a water trough is a relatively minor human impact on naturalness, and may be considered substantially unnoticeable.
- iii. Outside Human Impacts. Human impacts outside the area will not normally be considered in assessing naturalness of an area. If, however, a major outside impact exists, it should be noted in the overall inventory area description and evaluated for its direct effects on the area.
  - iv. Determination and Documentation. Determine whether or not the naturalness criterion is met and document in writing the rationale for arriving at the determination.

Note: If an inventory area does not meet the naturalness criterion, it does not contain wilderness characteristics. Further inventory activity to document outstanding opportunities for solitude or a primitive and unconfined type of recreation or supplemental values is unnecessary. Document the findings.

- c. Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation. Determine if the area has outstanding opportunities for solitude or a primitive and unconfined type of recreation. The word “or” in this sentence means that an area only has to possess one or the other. The area does not have to possess outstanding opportunities for both elements, nor does it need to have outstanding opportunities on every acre, even when an area is contiguous to lands with identified wilderness characteristics. In most cases, the two opportunities can be expected to go hand-in-hand. An outstanding opportunity for solitude, however, may be present in an area offering only limited primitive recreation potential. Also, an area may be so attractive for primitive recreation that it would be difficult to maintain an opportunity for solitude.

Each area must be assessed on its own merits or in combination with any contiguous lands described in the Analysis of Wilderness Characteristics section of this policy as to whether an outstanding opportunity exists. Do not disqualify an area based on a finding that outstanding opportunities exist in only a portion of the area. Do not compare the lands in question with other parcels. Do not use any type of rating system or scale—whether numerical, alphabetical, or qualitative—in making the assessment. Use professional judgment in determining whether

outstanding opportunities exist in each area and document in writing the rationale for arriving at the determination.

- i. Solitude. Determine whether or not the area has outstanding opportunities for solitude.
  - 1) In making this determination, consider factors that influence solitude only as they affect a visitor's opportunity to avoid the sights, sounds, and evidence of other people in the area. Only consider the impacts of sights and sounds from outside the inventory area on the opportunity for solitude if these impacts are pervasive and omnipresent.
  - 2) Factors or elements influencing solitude may include size, configuration, topographic and vegetative screening, and ability of the visitor to find seclusion. It is the combination of these and similar elements upon which an overall solitude determination will be made. It may be difficult, for example, to avoid the sights and sounds of people in some areas unless the area is relatively large. Outstanding opportunities for solitude can be found in areas lacking vegetation or topographic screening. A small area could also provide opportunities for solitude if, due to topography or vegetation, visitors can screen themselves from one another.
- ii. Primitive and Unconfined Recreation.
  - 1) Determine whether or not the area offers an outstanding opportunity for a primitive and unconfined type of recreation. In making this determination, consider those activities that provide dispersed, undeveloped recreation which do not require facilities, motor vehicles, motorized equipment, or mechanized transport.
  - 2) Some examples of primitive and unconfined types of recreation include hiking; backpacking; fishing; hunting; spelunking; horseback riding; climbing; river running; cross-country skiing; snowshoeing; dog sledding; photography; bird watching; canoeing; kayaking; sailing; and sightseeing for botanical, zoological, or geological features.
  - 3) An area may possess outstanding opportunities for a primitive and unconfined type of recreation through either the diversity in primitive and unconfined recreational activities possible in the area or the outstanding quality of one opportunity. Other factors to consider include:
    - a) Present visitor use of an area is not necessary in evaluating this criterion. Determine whether an outstanding opportunity is present, regardless of the amount of use.

- b) A trail system or convenient access is not essential for an outstanding opportunity for primitive and unconfined recreation. The absence of these facilities may increase opportunities for primitive and unconfined recreation.
- c) The presence of water is not essential for an outstanding primitive recreation opportunity.
- d) The presence of “challenge” and “risk” are appropriate considerations, but not essential for an outstanding primitive recreation opportunity to exist in an area.

Note: If an inventory area does not meet the solitude criterion and does not meet the primitive and unconfined recreation criterion, it does not contain wilderness characteristics. Further inventory activities to document supplemental values are unnecessary. If the area meets the primitive recreation and/or solitude criteria as well as the size and naturalness criteria, it does contain wilderness characteristics. Document in writing the rationale for arriving at the determination.

- d. Supplemental Values. If size, naturalness, and outstanding opportunities criteria are met, then determine if the area contains ecological, geological, or other features of scientific, educational, scenic, or historical value. Supplemental values are not required to be present in order for an area to be identified as lands with wilderness characteristics, but their presence should be documented where they exist.
3. Boundary Delineation. Define the area with wilderness characteristics to exclude wilderness inventory roads and other substantially noticeable human-caused impacts (Appendix C provides a framework for determining whether a route is a road for the purposes of wilderness characteristics inventory). Minor impacts rarely require an adjustment. Where there are several minor impacts, they should be evaluated for their cumulative effect on an area’s apparent naturalness. The defined area of lands with wilderness characteristics must meet the previously described criteria for size, naturalness, and outstanding opportunities for solitude or primitive and unconfined recreation.
- a. Lands located between individual human impacts should not be automatically excluded from the area.
  - b. When establishing the boundary, do not create a setback or buffer from the physical edge of the imprint of man.
  - c. Developed rights-of-way (ROW) are treated like other impacts, and the boundary should be drawn to exclude those ROWs.

- d. Undeveloped ROWs and similar undeveloped possessory interests (e.g., mineral leases) are not treated as impacts to wilderness characteristics because these rights may never be developed.
- e. An area can have wilderness characteristics even though every acre within the area may not meet all the criteria. The boundary should be determined largely on the basis of wilderness inventory roads and naturalness rather than being constricted on the basis of opportunity for solitude or primitive and unconfined recreation. The location of boundaries should primarily be set to exclude the unnatural portions of the area.

Note: Inventory areas that meet the size, naturalness, and the outstanding solitude and/or the outstanding primitive and unconfined recreation criteria are lands with wilderness characteristics.

### .07 Glossary.

Following are definitions for terms used in this policy. Also see definitions for terms used in Section 103 of FLPMA, BLM planning regulations at 43 CFR 1601.0-5, the wilderness regulations at 43 CFR 6301.5, and the Wilderness Act. This glossary does not supersede those definitions or those in other laws or regulations.

Apparent Naturalness: See naturalness.

Boundaries: Inventory unit boundaries are normally formed by wilderness inventory roads, property lines, developed rights-of-way, or other substantially noticeable imprints of human activity. Dead-end roads (i.e., “cherry stem roads”) may extend into the unit and are excluded from the unit, which will modify the unit boundary.

Contiguous: Lands or legal subdivisions having a common boundary. Lands either bisected by wilderness inventory roads or having only a common corner are not contiguous. A checkerboard land pattern does not contain contiguous lands.

Island: An area of land surrounded by water.

Land Use Plan: A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of the FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. As used in this policy, Land Use Plan also includes Integrated Activity Plans used in the National Petroleum Reserve – Alaska.

Naturalness: The degree to which an area generally appears to have been affected primarily by the forces of nature with the imprint of people’s work substantially unnoticeable. It is not synonymous with “natural integrity.”

Natural Integrity: The presence of ecosystems that are relatively unaffected by modern human activities.

Opportunity: A situation or condition favorable for attainment of a goal.

Outstanding: 1. Standing out among others of its kind; conspicuous; prominent; 2. Superior to others of its kind; distinguished; excellent.

Primitive and Unconfined Recreation: Non-motorized, non-mechanized (except as provided by law), and undeveloped types of recreational activities.

Primitive Route: Any transportation linear feature located within areas that have been identified as having wilderness characteristics and not meeting the wilderness inventory road definition.

Road: For the purpose of inventorying wilderness characteristics only, the BLM will continue to base the “road” definition on FLPMA’s legislative history. The language below is from the House of Representatives Committee Report 94-1163, page 17, dated May 15, 1976, on what became FLPMA.

“The word ‘roadless’ refers to the absence of roads that have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.”

The BLM will refer to routes that meet the above definition as wilderness inventory roads. The BLM previously adopted and will continue to use sub-definitions of certain words and phrases in the BLM wilderness inventory road definition stated above. Routes that have been improved and maintained by mechanical means to insure relatively regular and continuous use are wilderness inventory roads.

- a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.
- b. Mechanical means – Use of hand or power machinery or tools.
- c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources; access roads to maintained recreation sites or facilities; or access roads to mining claims.

A route that was established or has been maintained solely by the passage of vehicles would not be considered a road for the purposes of wilderness inventory, even if it is used on a relatively regular and continuous basis. Vehicle routes constructed by mechanical means but that are no longer being maintained by mechanical methods are not wilderness inventory roads. Sole use of hands and feet to move rocks or dirt without the use of tools or machinery does not meet the definition of “mechanical means.” Wilderness inventory roads need not be “maintained” on a

regular basis but rather “maintained” when road conditions warrant actions to keep it in a usable condition. A dead-end (cherry-stem) road can form the boundary of an inventory area and does not by itself disqualify an area from being considered “roadless.”

A route, or a segment of a route, which was mechanically improved to permit the passage of vehicles, but which to date has not needed any further mechanical improvement or maintenance to facilitate the relatively regular and continuous passage of vehicles, can be a road in those circumstances where the road would be maintained if the need were to arise.

While the purpose of a route is not a deciding factor to consider in determining whether a route is a road for wilderness inventory purposes, it does provide context in which to consider the criteria for a road determination. For example, the purpose of the route provides context when the BLM considers whether maintenance of the route insures relatively regular and continuous use and whether maintenance, that may so far have been unnecessary to insure the use, would occur when the need arises.

Route: Roads, primitive roads, and trails that are part of the transportation system.

Setback: A buffer or border, including “zone of influence.”

Solitude: The state of being alone or remote from others; isolation. A lonely or secluded place.

Supplemental Values: Ecological, geological, or other features of scientific, educational, scenic, or historical value. These values may be present in an area with wilderness characteristics, but they are not required.

Transportation System: The transportation systems represent the sum of the BLM’s recognized inventory of linear features (roads, primitive roads, and trails) formally recognized and approved as part of the BLM’s transportation network.

Untrammeled: Unhindered and free from modern human control or manipulation.

Wilderness: An area defined in Section 2(c) of the Wilderness Act, and included in the National Wilderness Preservation System.

Wilderness Characteristics: These attributes include the area’s size, its apparent naturalness, and outstanding opportunities for solitude or a primitive and unconfined type of recreation. They may also include supplemental values. Lands with wilderness characteristics are those lands that have been inventoried and determined by the BLM to contain wilderness characteristics as defined in section 2(c) of the Wilderness Act.

Wilderness Inventory Road: See road.

Wilderness Study Area: Areas with wilderness characteristics identified and designated through the inventory and study processes authorized by Section 603 of FLPMA, and, prior to 2003, through the planning process authorized by Section 202 of FLPMA.

**.08 Acronyms.**

BLM – Bureau of Land Management

CFR – Code of Federal Regulations

FLPMA – Federal Land Policy and Management Act of 1976

FS – U.S. Forest Service

NEPA – National Environmental Policy Act of 1969

NPS – National Park Service

ROW – Right-of-way

U.S.C. – United States Code

WSA – Wilderness Study Area

**WILDERNESS CHARACTERISTICS INVENTORY**  
**APPENDIX A – PERMANENT DOCUMENTATION FILE**

The permanent documentation file should include the following:

1. **Inventory Area Evaluation:** Appendix B.
2. **Route Analysis:** Appendix C.
3. **Inventory Maps:** Inventory maps used in conducting and documenting findings of wilderness characteristics inventories must be retained. Maps should depict the area's unique identifier, boundary, and any photo points.
4. **Photo Documentation:** Documentation could include a descriptive log and photographs (Appendix D).
5. **Supporting Documentation:** Include additional notes, forms, and documents.

**WILDERNESS CHARACTERISTICS INVENTORY**  
**APPENDIX B – INVENTORY AREA EVALUATION**

**Evaluation of Current Conditions:**

1) Document and review any existing BLM wilderness characteristics inventory findings on file regarding the presence or absence of individual wilderness characteristics, using Form 1, below.

2) Consider relevant information regarding current conditions available in the office. Identify and describe any changes to the existing inventory information. Use interdisciplinary team knowledge, aerial photographs, field observations, maps, etc. and document the findings on Form 2, below. Document current conditions regarding wilderness characteristics, as opposed to potential future conditions.

Conduct field reviews as necessary to verify information and to ascertain current conditions. Reach conclusions on current conditions including boundaries, size of areas and presence or absence of wilderness characteristics. Fully explain the basis for each conclusion on Form 2, including any critical differences between BLM and citizen information.

Document the findings regarding current conditions for each inventoried area. Describe how the present conditions are similar to, or have changed from, the conditions documented in the original wilderness characteristics inventory. Document the findings on Form 2 for each inventory area. Cite to or attach data considered, including photographs, maps, GIS layers, field trip notes, project files, etc.

**FORM 1**

**Documentation of BLM Wilderness Characteristics Inventory Findings from Previous Inventory on Record**

**1. Is there existing BLM wilderness characteristics inventory information on all or part of this area?**

No \_\_\_\_\_ (Go to Form 2) Yes \_\_\_\_\_ (If yes, and if more than one area is within the area, list the unique identifiers for those areas.):

a) Inventory Source: \_\_\_\_\_

b) Inventory Area Unique Identifier(s): \_\_\_\_\_

c) Map Name(s)/Number(s): \_\_\_\_\_

d) BLM District(s)/Field Office(s): \_\_\_\_\_

**2. BLM Inventory Findings on Record:**

Existing inventory information regarding wilderness characteristics (if more than one BLM inventory area is associated with the area, list each area and answer each question individually for each inventory area):

Inventory Source: \_\_\_\_\_

Area Unique Identifier	Sufficient Size? Yes/No (acres)	Naturalness? Yes/No	Outstanding Solitude? Yes/No	Outstanding Primitive & Unconfined Recreation? Yes/No	Supplemental Values? Yes/No



**FORM 2**

**Current Conditions: Presence or Absence of Wilderness Characteristics**

Area Unique Identifier \_\_\_\_\_ Acreage \_\_\_\_\_  
(If the inventory area consists of subunits, list the acreage of each and evaluate each separately).

In completing steps (1)-(5), use additional space as necessary.

(1) Is the area of sufficient size? (If the area meets one of the exceptions to the size criterion, check "Yes" and describe the exception in the space provided below),

Yes \_\_\_\_\_ No \_\_\_\_\_

Note: If "No" is checked the area does not have wilderness characteristics; check "NA" for the remaining questions below.

Description (describe the boundaries of the area--wilderness inventory roads, property lines, etc.): \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(2) Does the area appear to be natural?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_

Note: If "No" is checked the area does not have wilderness characteristics; check "NA" for the remaining questions below.

Description (include land ownership, location, topography, vegetation, and summary of major human uses/activities): \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(3) Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for solitude?

Yes \_\_\_\_\_

No \_\_\_\_\_

N/A \_\_\_\_\_

Description (describe the area's outstanding opportunities for solitude):

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(4) Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for primitive and unconfined recreation?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_

Note: If "No" is checked for both 3 and 4 the area does not have wilderness characteristics; check "NA" for question 5.

Description (describe the area's outstanding opportunities for primitive and unconfined recreation):

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(5) Does the area have supplemental values (ecological, geological, or other features of scientific, educational, scenic or historical value)?

Yes \_\_\_\_\_ No \_\_\_\_\_ N/A \_\_\_\_\_

Description:

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**Name:** \_\_\_\_\_

**Title:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**WILDERNESS CHARACTERISTICS INVENTORY**

**APPENDIX C – ROUTE ANALYSIS<sup>1</sup>**

*(Factors to consider when determining whether a route is a road<sup>2</sup> for wilderness characteristics inventory purposes.)*

Wilderness Characteristics Inventory Area Unique Identifier: \_\_\_\_\_

Route or Route Segment<sup>3</sup> Name and/or Identifier: \_\_\_\_\_  
(Include Transportation Plan Identifier, if known, and include route number supplied by citizen information, when available.)

**I. LOCATION:** Refer to attached map \_\_\_\_\_ and BLM corporate data (GIS). List photo point references (where applicable) or reference attached photo log:

Describe: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**II. ROUTE CONTEXT**

**A. Current Purpose<sup>4</sup> (if any) of Route:** (Examples: Rangeland/Livestock Improvements (stock tank, developed spring, reservoir, fence, corral), Inholdings (ranch, farmhouse), Mine

<sup>1</sup> This form documents information that constitutes an inventory finding on wilderness characteristics. It does not represent a formal land use allocation or a final agency decision subject to administrative remedies under either 43 CFR parts 4 or 1610.5-3.

<sup>2</sup> Road: An access route which has been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.

b. Mechanical means – Use of hand or power machinery or tools.

c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintained recreation sites or facilities, or access roads to mining claims.

<sup>3</sup> If a portion of a route is found to meet the wilderness inventory road criteria (see Part III) and the remainder does not meet these criteria (e.g., a cherrystem road with a primitive route continuing beyond a certain point), identify each segment and explain the rationale for the separate findings under pertinent criteria.

Site, Concentrated Use Site (camp site), Recreation, Utilities (transmission line, telephone, pipeline), Administrative (project maintenance, communication site, vegetation treatment)).

Describe: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**B. Right-of-Way (ROW):**

1. Is there a ROW associated with this route?

Yes \_\_\_ No \_\_\_ Unknown \_\_\_

2. If yes, what is the stated purpose of the ROW? \_\_\_\_\_  
\_\_\_\_\_

3. Is the ROW still being used for this purpose?

Yes \_\_\_ No \_\_\_ Unknown or N/A \_\_\_

Explain: \_\_\_\_\_  
\_\_\_\_\_

**III. WILDERNESS INVENTORY ROAD CRITERIA**

**A. Evidence of construction or improvement using mechanical means:**

Yes \_\_\_ (if either A.1 *or* A.2 is checked "yes" below) No \_\_\_ (if both A.1 *and* A.2 are checked "no" below)

1. Construction: (Is there evidence that the route or route segment was originally constructed using mechanical means?) Yes \_\_\_ No \_\_\_

Examples: Paved \_\_\_ Bladed \_\_\_ Graveled \_\_\_ Roadside Berms \_\_\_ Cut/Fill \_\_\_ Other \_\_\_

Describe: \_\_\_\_\_  
\_\_\_\_\_

<sup>4</sup> The purpose of a route is not a deciding factor in determining whether a route is a road for wilderness characteristics inventory purposes. The purpose of a route does provide context for factors on which such a determination may be based, particularly the question of whether maintenance of the route ensures relatively regular and continuous use. The purpose also helps to determine whether maintenance that may so far have been unnecessary to ensure such use would be approved by BLM when the need arises.



2. Improvements: (Is there evidence of improvements using mechanical means to facilitate access?) Yes \_\_\_ No \_\_\_ If "yes": by Hand Tools \_\_\_ by Machine \_\_\_

Examples: Culverts \_\_\_ Hardened Stream Crossings \_\_\_ Bridges \_\_\_ Drainage \_\_\_ Barriers \_\_\_ Other \_\_\_

Describe: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

B. Maintenance: (Is there evidence of maintenance that would ensure *relatively* regular and continuous use?): Yes \_\_\_ (if either B.1 or B.2 is checked "yes" below) No \_\_\_ (if both B.1 and B.2 are checked "no" below)

1. Is there Evidence or Documentation of Maintenance using hand tools or machinery? Yes \_\_\_ No \_\_\_ If "yes": by Hand Tools \_\_\_ by Machine \_\_\_

Explain: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. If the route or route segment is in good<sup>5</sup> condition, but there is no evidence of maintenance, would mechanical maintenance with hand tools or machines be approved by BLM to meet the purpose(s) of the route in the event this route became impassable? Yes \_\_\_ No \_\_\_

Explain: \_\_\_\_\_  
\_\_\_\_\_

<sup>5</sup> Good condition would be a condition that ensures regular and continuous use relative to the purposes of the route. Consider whether the route can be clearly followed in the field over its entire course and whether all or any portion of the route contains any impediments to travel.



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C. Relatively regular and continuous use: (Does the route or route segment ensure relatively regular and continuous use?) Yes \_\_\_\_ No \_\_\_\_

Describe evidence (e.g., direct, vehicles or vehicle tracks observed, or indirect, evidence of use associated with purpose of the route such as maintenance of facility that route accesses) and other rationale for whether use has occurred and will continue to occur on a *relatively* regular basis (i.e., regular and continuous use relative to the purpose(s) of the route).<sup>6</sup>

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IV. CONCLUSION:

Does the route or route segment<sup>7</sup> meet the definition of a wilderness inventory road (i.e., are items III.A *and* III.B *and* III.C all checked yes)?

Yes \_\_\_\_ = Wilderness Inventory Road inventory purposes      No \_\_\_\_ = Not a road for wilderness

Explanation<sup>8</sup>: \_\_\_\_\_

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Evaluator(s): \_\_\_\_\_ Date: \_\_\_\_\_

<sup>6</sup> Include estimate of travel rates for the stated purposes, e.g., trips/day or week or month or season or year or even multiple years in some facility maintenance cases.

<sup>7</sup> If part of the route meets the wilderness inventory road definition and the remainder does not, describe the segment meeting the definition and any remaining portion not meeting the definition and why.

<sup>8</sup> Describe and explain rationale for any discrepancies with citizen proposals.





fold

fold



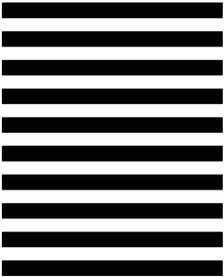
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## Scoping Meeting Roster

March 4	March 6	March 13	March 18	April 1	April 3
#1 White Sulphur Spr.	#2 Winifred	#3 Winnett	#4 Great Falls	#5 Lewistown	#6 Choteau
Dan Brunkhorst	Dan Brunkhorst	Dan Brunkhorst	Dan Brunkhorst	Dan Brunkhorst	Dan Brunkhorst
Geoff Beyersdorf	Geoff Beyersdorf	Geoff Beyersdorf	Geoff Beyersdorf	Geoff Beyersdorf	Geoff Beyersdorf
Rich Byron	Deb Tucek	Deb Tucek	Steve Smith	Rich Byron	Zane Fulbright
Zane Fulbright	Dale Manchester	Matt Comer	Deb Tucek	Deb Tucek	Steve Smith
Kelly McGill	Chad Krause	Kelly McGill	Jonathan Moor	Jonathan Moor	Kelly McGill
	Zane Fulbright	Steve Knox	Matt Comer	Matt Comer	Matt Comer
	Adam Carr	Robert Thompson	Kelly McGill	Kelly McGill	Corey Meier
	Robert Thompson			Steve Knox	
	Steve Knox			Adam Carr	