
TABLE OF CONTENTS

Section	Page
EXECUTIVE SUMMARY.....	ES-1
Introduction	ES-1
Purpose of and Need for the Resource Management Plan	ES-5
Management Alternatives	ES-5
Alternative A (No Action Alternative)	ES-6
Alternative B	ES-6
Alternative C, Option 1	ES-7
Alternative C, Option 2	ES-8
Alternative D (Proposed RMP)	ES-8
Environmental Consequences	ES-11
Development of the Proposed RMP	ES-12
Comparison and Summary of Alternatives and Environmental Consequences.....	ES-12
Resources	ES-12
Resource Uses.....	ES-24
Special Designations.....	ES-29
Social and Economic.....	ES-31
1. INTRODUCTION	1-1
1.1 Introduction.....	1-1
1.2 Purpose of and Need for the Resource Management Plan.....	1-2
1.3 Description of the Planning Area.....	1-2
1.4 Planning Process	1-6
1.5 Scoping and Planning Issues	1-8
1.5.1 Scoping Process.....	1-9
1.5.2 Issue Identification.....	1-10
1.5.3 Issues Considered But Not Further Analyzed.....	1-11
1.6 Planning Criteria and Legislative Constraints.....	1-11
1.6.1 Relationship to BLM Policies, Plans, and Programs.....	1-13
1.7 Collaboration	1-19
1.7.1 Intergovernmental and Interagency Collaboration.....	1-19
1.7.2 Tribal Relationships and Indian Trust Assets	1-22
1.8 Consistency with Other Plans	1-22
1.9 Implementation and Monitoring of the Resource Management Plan.....	1-24
1.9.1 Introduction.....	1-24
1.9.2 Implementation Plan.....	1-24
1.9.3 Implementation Schedule	1-25
1.9.4 Linking Broad Scale Decisions to More Detailed Plans and Actions.	1-25
1.9.5 Compliance with NEPA.....	1-27
1.9.6 Consultation, Coordination and Collaboration	1-27
1.9.7 Adaptive Management.....	1-28
1.9.8 RMP Evaluation.....	1-32
1.9.9 Changing the RMP	1-32
1.9.10 Relationship to Other Agency Plans.....	1-33
1.10 Changes between the Draft RMP/EIS and Proposed RMP/Final EIS.....	1-33

TABLE OF CONTENTS *(continued)*

Section	Page
2. ALTERNATIVES	2-1
2.1 Overview.....	2-1
2.1.1 Introduction	2-1
2.1.2 How to Read This Chapter	2-1
2.2 Alternative Development Process	2-2
2.2.1 How Alternatives Were Developed	2-2
2.2.2 The Anatomy of an Alternative	2-4
2.2.3 Sustainable Development.....	2-5
2.3 Alternatives Considered but Eliminated from Detailed Analysis.....	2-6
2.4 Overview of Alternatives and Land Use Decisions.....	2-7
2.4.1 Alternative A (No Action or Current Management)	2-7
2.4.2 Alternative B	2-7
2.4.3 Alternative C - Option 1	2-8
2.4.4 Alternative C - Option 2	2-9
2.4.5 Alternative D (Proposed RMP)	2-9
2.5 Detailed Description of Alternatives	2-12
2.5.1 Introduction.....	2-12
2.5.2 Goals, Objectives and Actions by Alternative	2-13

LIST OF FIGURES

Figure	Page
ES-1 Winnemucca District RMP/EIS Administrative Boundary	ES-2
ES-2 Winnemucca District RMP/EIS Planning Area.....	ES-3
ES-3 Winnemucca District RMP/EIS Decision Area.....	ES-4
1-1 Winnemucca District RMP/EIS Administrative Area	1-3
1-2 Winnemucca District RMP/EIS Planning Area.....	1-4
1-3 Winnemucca District RMP/EIS Decision Area.....	1-5
1-4 BLM Planning Process.....	1-7

LIST OF TABLES

Table	Page
ES-1 Land Status within the WD Administrative Area	ES-1
ES-2 Summary of Effects on Minerals—Alternatives A, B, C, and D	ES-25
1-1 Land Status within the WD Administrative Area	1-6
1-2 BLM Planning Process.....	1-8
1-3 Amendments to the Sonoma-Gerlach and Paradise-Denio MFPs Considered for Implementation-Level Planning.....	1-13
1-4 Other Documents Considered for Implementation-Level Planning	1-14
1-5 Monitoring Indicators.....	1-30
2-1 Proposed Goals, Objectives, and Actions by Alternative	2-15

LIST OF ACRONYMS

Acronym or Abbreviation	Full Phrase
ACEC	area of critical environmental concern
AFY	acre-feet per year
AML	appropriate management level
AMP	allotment management plan
AMSL	above mean sea level
APHIS	Animal and Plant Health Inspection Service
APHIS-WS	Animal and Plant Health Inspection Service-Wildlife Services
AQ	air quality
ASPCA	American Society for the Prevention of Cruelty to Animals
ATV	all-terrain vehicle
AUM	animal unit month
BA	Biological Assessment
BCB	Backcountry Byways
BEA	Bureau of Economic Analysis
BIA	US Department of the Interior, Bureau of Indian Affairs
BLM	US Department of the Interior, Bureau of Land Management
BMPs	best management practices
BO	Biological Opinion
BPS	budget planning system
BRDHCET	Black Rock Desert High Rock Canyon Emigrant Trails
CA	common to all alternatives
CAA	Clean Air Act
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CH ₄	methane
CHP	cultural/historic/paleontological
CK	cave and karst resources
CNHT	California National Historic Trail
CNIDC	Central Nevada Interagency Dispatch Center
CO	carbon monoxide
CO ₂	carbon dioxide
CO _{2e}	carbon dioxide equivalents
CSP	concentrated solar power
CR	cultural resources
CWA	Clean Water Act
CWPP	Community Wildfire Protection Plan
CWMA	Cooperative Weed Management Area
DFC	desired future condition
DM	Departmental Manual
DOE	Department of Energy
DOI	Department of Interior
EA	environmental assessment
EIS	environmental impact statement
EO	Executive Order
EPA	US Environmental Protection Agency
ERMA	extensive recreation management area
ES	Executive Summary
ESA	Endangered Species Act of 1973

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
ES&R	emergency stabilization and rehabilitation
FERC	Federal Energy Regulatory Commission
FIP	Federal Implementation Plan
FLPMA	Federal Land Policy and Management Act
FLTFA	Federal Land Transaction Facilitation Act
FMU	Fire Management Unit
FMUD	final multiple use decision
FOFEM	First Order Fire Effects Model
FONSI	Finding of No Significant Impact
FPA	fire program analysis
FR	Federal Register
FRCC	fire regime condition class
FW	fish and wildlife
G	geology
GAWS	general aquatic wildlife survey
GHG	greenhouse gas
GIS	geographical information system
GWP	global warming potential as carbon dioxide equivalents
HA	herd area
HAP	hazardous air pollution
HMA	herd management area
HMAP	herd management area plan
HMP	habitat management plan
HUA	herd use area
HVH	high value habitat
IBLA	Interior Board of Land Appeals
IDT	interdisciplinary team
IMP	interim management policy or plan
IOP	interagency operation plan
IPC	integrated pest control
IPCC	Intergovernmental Panel on Climate Change
IPM	Integrated Pest Management
ISA	instant study area
ITAs	Indian Trust Assets
KGRA	known geothermal resource area
LCT	Lahontan cutthroat trout
LG	livestock grazing
LR	lands and realty
LUP	land use plan
LWC	lands with Wilderness characteristics
MACT	maximum available control technology
MBTA	Migratory Bird Treaty Act
MFP	management framework plan
MIST	minimum impact suppression tactics

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
MOU	memorandum of understanding
MR	mineral resources: leasable, locatable, salable
NAAQS	National Ambient Air Quality Standards
NAC	Nevada Administrative Code
NASA	National Aeronautics and Space Administration
NCA	National Conservation Area
NDEP	Nevada Division of Environmental Protection
NDOA	Nevada Department of Agriculture
NDOM	Nevada Division of Minerals
NDOT	Nevada Department of Transportation
NDOW	Nevada Department of Wildlife
NDVI	Normalized Difference Vegetation Index
NDWR	Nevada Division of Water Resources
NEPA	National Environmental Policy Act of 1969
NESHAPS	National Emission Standards for Hazardous Air Pollutants
NGO	non-government organizations
NHPA	National Historic Preservation Act
NHT	National Historic Trail
NOA	Notice of Availability
NOI	Notice of Intent
N ₂ O	Nitrous oxide
NO _x	Nitrogen oxides
NPS	National Park System
NRCS	US Department of Agriculture, Natural Resources Conservation Service
NRHP	National Register of Historic Places
NSR	new source review
NSO	no surface occupancy
Sierra Front/NW RAC	Sierra Front Northwestern Great Basin Resource Advisory Council
NWSRS	National Wild and Scenic River Systems
NV	Nevada
OCTA	Oregon-California Trail Association
OHV	off-highway vehicle
ORV	Outstanding Remarkable Value
PAH	polycyclic aromatic hydrocarbon
PCPI	per capita personal income
PD	Paradise-Denio
PE	chemical and biological control
PFC	proper functioning condition
pH	the symbol for the logarithm of the reciprocal of hydrogen ion concentration in gram atoms per liter, measuring the acidity or alkalinity of a solution
PL	public law
PM _{2.5}	particulate matter smaller than 2.5 microns in diameter
PM ₁₀	particulate matter smaller than 10 microns in diameter
PMU	population management unit
ppm	part per million

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
PR	paleontological resources
PRMP	Proposed Resource Management Plan
PS	public health and safety
PSD	prevention of significant deterioration
PV	photovoltaics
PVA	prospectively valuable area
PWR	Public Water Reserve
PYFC	Potential Fossil Yield Classification
R	recreation
R&PP	Recreation and Public Purposes Act
RAC	resource advisory council
RAS	Range Administration System
RAMS	risk assessment and mitigation strategy
RE	renewable energy
RFD	reasonably foreseeable development
RFDS	Reasonably Foreseeable Development Scenario
RFFA	reasonably foreseeable future action
RIP	range improvement project
RMIS	Recreation Management Information System
RMP	resource management plan
RMZ	recreation management zone
RNA	Research Natural Area
ROD	record of decision
ROG	reactive organic compounds
ROI	region of influence
ROS	Recreation Opportunity Spectrum
ROW	right-of-way
S	soils
SG	Sonoma-Gerlach SASEM Simple Approach Smoke Estimation Model
SHPO	State Historic Preservation Office
SIP	State Implementation Plan
SMA	Special Management Area
SNPLMA	Southern Nevada Public Land Management Act
SOG	standard operating guideline
SOP	standard operating procedure
SO _x	sulphur oxides
SRH	standards for rangeland health
SRMA	special recreation management area
SRP	special recreation permit
SSS	special status species
T&E	threatened and endangered
TA	transportation and access
TC	tribal consultation
TCP	traditional cultural property
TDS	total dissolved solids
TIP	Tribal Implementation Plan
TM	transportation and travel management

LIST OF ACRONYMS *(continued)*

Acronym or Abbreviation	Full Phrase
TMDL	total maximum daily load
TNEB	thriving natural ecological balance
TNR	temporary nonrenewable
TSP	total suspended particles
TSS	total suspended solids
US	United States
USC	United States Code
USDA	United States Department of Agriculture
USDI	United States Department of the Interior
USFS	United States Department of Agriculture, Forest Service
USFWS	US Department of the Interior, Fish and Wildlife Service
USGS	US Geological Survey
VF	vegetation forest and woodland products
VOC	volatile organic compounds
VR	vegetation rangelands
VRI	visual resource inventory
VRM	visual resource management
VRW	vegetation riparian and wetlands
VW	vegetation weeds
WA	wilderness area
WAFWA	Western Association of Fish and Wildlife Agencies
WAPT	Wildlife Action Plan Team
WD	Winnemucca District
WDM	wildlife damage management
WDO	Winnemucca District Office
WFDSS	Wildland Fire Decision Support System
WFM	wildland fire ecology management
WFRHBA	Wild Free Roaming Horses and Burros Act
WFSA	wildland fire situation analysis
WHB	wild horses and burros
WR	water resources
WSA	wilderness study area
WSR	wild and scenic river
WUG	Western Utility Group
WUI	wildland urban interface
WWV	watchable wildlife viewing site

CHAPTER 1 – INTRODUCTION

1.1 INTRODUCTION

The United States (US) Department of the Interior (USDI), Bureau of Land Management (BLM), has prepared this Proposed Resource Management Plan (RMP) and Final Environmental Impact Statement (EIS) for managing public lands administered by the Winnemucca District (WD) located in northern Nevada. The management actions proposed in this RMP provide direction for managing public lands, and the EIS analyzes the environmental effects that could result from implementing the alternatives defined in this RMP. The affected lands are currently being managed under two land use plans: the Paradise-Denio Management Framework Plan (MFP) (BLM 1982a) and the Sonoma-Gerlach Management Framework Plan (MFP) (BLM 1982b), and a land use plan amendment (BLM 1999 that amended both MFPs for land tenure adjustments. In addition, a separate RMP (BLM 2004e) covering lands within the WD administrative boundary located in the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area (NCA) was developed following the enactment of the NCA legislation. The Sonoma-Gerlach MFP, completed in 1982, generally covers the south and far west side of the planning area. The Paradise-Denio MFP, completed in 1982, generally covers the north side of the planning area. The planning area is described below under Section 1.3, Description of the Planning Area. In 1999, both MFPs were updated with a lands amendment that established updated guidance for land tenure adjustments, including disposal and acquisition of public lands. In July 2004 a separate land use plan was approved providing guidance and direction for approximately 1.2 million acres of public lands within the WD administrative boundary for the NCA per the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Act of 2000. Other management direction includes compliance with applicable laws, Executive Orders (EOs), regulations, and BLM policy and guidance.

The land use planning process is the key tool that the BLM uses to define resource management and to designate public land uses in coordination with federal, tribal, state, and local government, land users, and interested members of the public. Generally, an RMP does not result in a wholesale change of management direction. Accordingly, this RMP incorporates new information and regulatory guidance that have come about since the MFPs and amendments. The focus of this RMP is to provide management direction by establishing goals and objectives for resource management and the measures to achieve these goals and objectives (management actions and allowable uses). The RMP will also focus on areas to resolve land use issues or conflicts. Current management direction that has proven effective and requires no change will be carried forward into this RMP, as well as through the analysis process.

The RMP is being prepared in compliance with BLM planning regulations and guidance issued under the authority of the Federal Land Policy and Management Act (FLPMA) of 1976 (43 US Code [USC] 1701 et seq.) and the BLM's Land Use Planning Handbook, H-1601-1 (BLM 2005a). An EIS is incorporated into this document to meet the requirements of the National Environmental Policy Act of 1969 (NEPA), Council on Environmental Quality (CEQ) regulations for implementing NEPA (40 Code of Federal Regulations [CFR] 1500-1508) (CEQ 1978), and requirements of the BLM's NEPA Handbook, H-1790-1 (BLM 1988).

1.2 PURPOSE OF AND NEED FOR THE RESOURCE MANAGEMENT PLAN

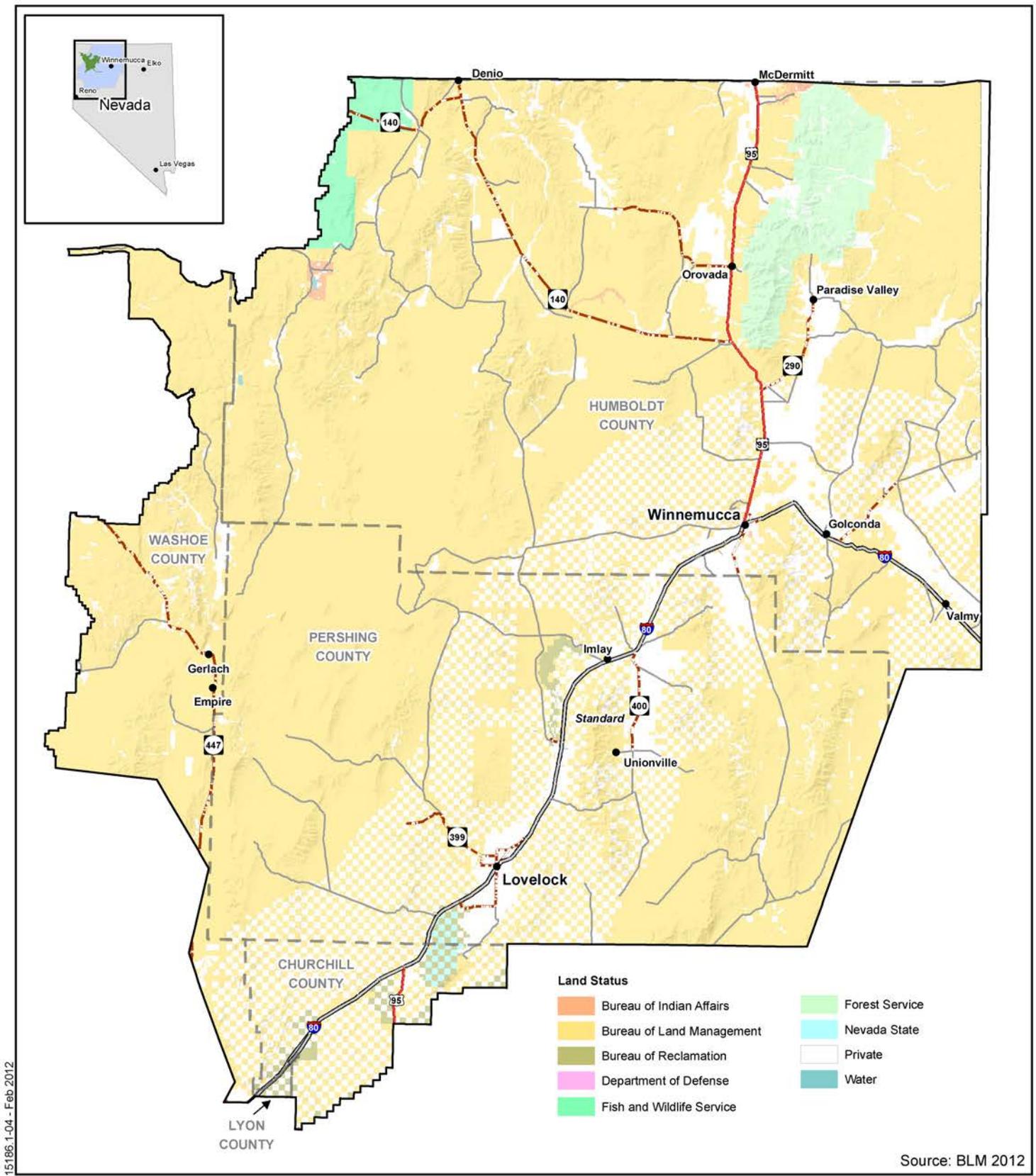
The purpose of the RMP is to provide a single, comprehensive land use plan that will guide management of the public lands and uses administered by the WD consistent with laws, regulations, policy and guidance. The RMP incorporates new information and data, addresses land use issues and conflicts, and specifies where and under what circumstances particular resources, activities, and uses will be managed on BLM-administered public lands. Public lands addressed in the RMP would be managed on the basis of multiple use and sustained yield, while preventing unnecessary or undue degradation of the lands, including the protection of natural and cultural resources, in accordance with FLPMA. The RMP generally does not include a description of how particular programs or projects would be implemented or prioritized; those decisions are deferred to implementation-level planning.

The Winnemucca RMP is needed because regulatory and resource conditions have changed, as well as public demands and uses, which warrant revisiting decisions in the 1982 MFPs and 1999 Lands Amendments. Many new laws, regulations, and policies have created additional public land management considerations. As a result, some of the decisions in the MFP and amendments are no longer valid or have been superseded by requirements that did not exist when they were prepared. Likewise, user demands and uses have evolved causing new impacts, requiring new management direction.

1.3 DESCRIPTION OF THE PLANNING AREA

The WD administrative boundary encompasses about 11.3 million acres and includes all of Humboldt and Pershing Counties and parts of Washoe, Lyon and Churchill Counties. This area includes all lands within the WD administrative boundary regardless of ownership and includes public lands within the NCA (Figure 1-1; Table 1-1). The BLM manages about 75 percent, or about 8.4 million acres, of public lands within this administrative boundary. The WD RMP planning area considered in this RMP encompasses about 7.2 million acres of public lands and does not include private lands, federal lands not administered by the BLM, Tribal Lands, or state lands. Public lands within the NCA are also not included in the planning area as they are managed under the Black Rock Desert High Rock Canyon Emigrant Trails NCA (BRDHRCECT NCA) RMP (Figure 1-2). Where program administrative boundaries overlap (e.g., grazing allotments, priority wildlife areas, herd management areas [HMAs]), public lands would be managed in full conformance with the BRDHRCECT NCA RMP and the WD RMP.

The BLM manages the surface and subsurface of federal lands under its jurisdiction and, in some cases, has administrative duties for mineral activities on lands managed by other federal agencies or on private split-estate lands. In addition, the WD administers certain resources and resource uses (such as grazing, wild horses, wildlife) on allotments and HMAs outside the WD administrative boundary through memorandums of understanding with other BLM administrative offices. For example, portions of the Bullhead Allotment and Little Owyhee Allotment are located within the administrative boundary of the Elko District. Although these areas extend beyond the WD administrative border, they are included in this RMP's decision area (Figure 1-3). The WD RMP's decision area therefore includes all lands identified within this RMP's planning area, as well as these outlying allotments.

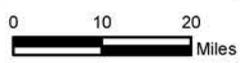


15186.1-04 - Feb 2012

Source: BLM 2012

Winnemucca District RMP/EIS Administrative Area

No Warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use 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.

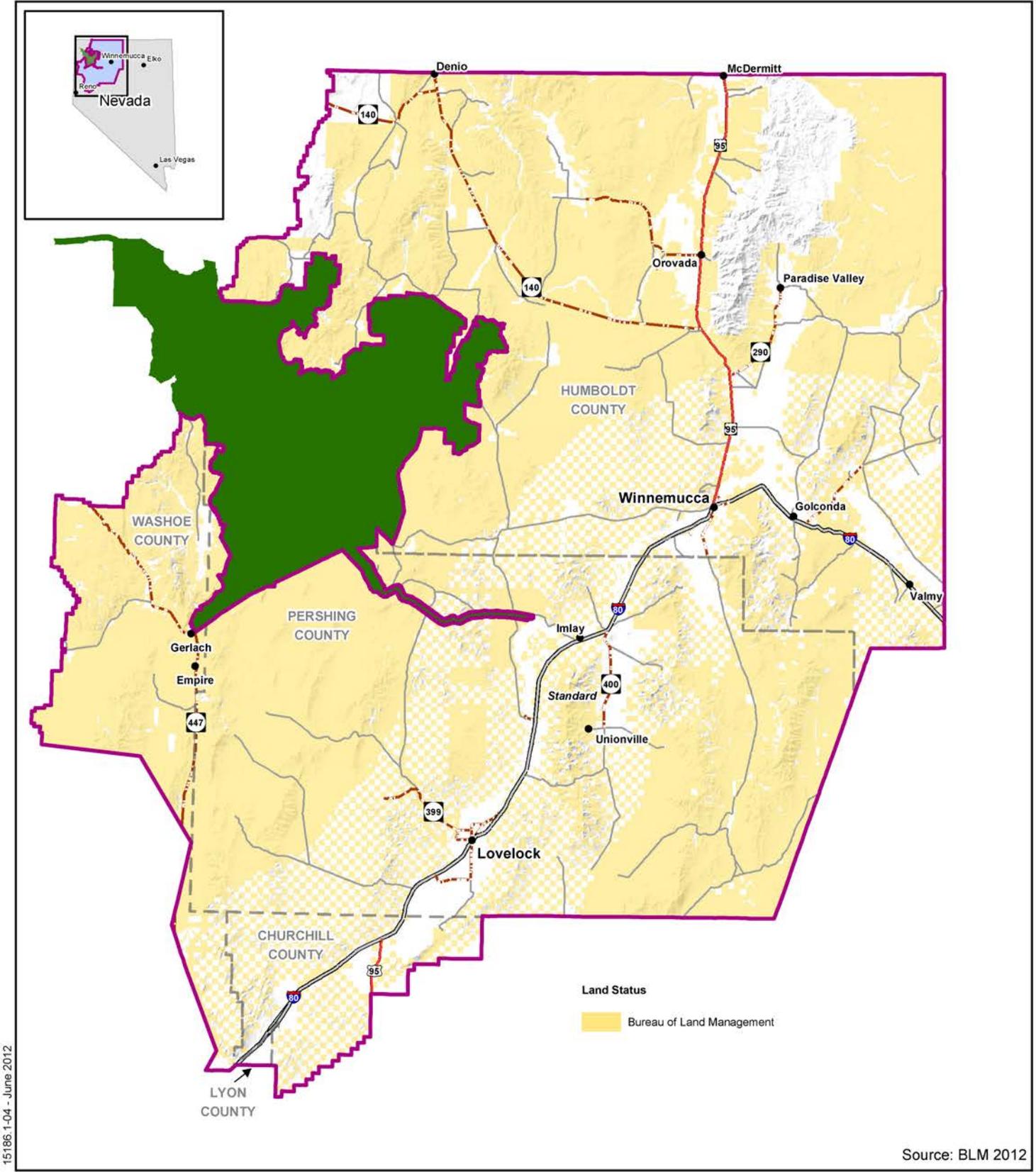


- Legend**
- BLM Winnemucca District Administrative Boundary
 - County Boundaries

- Towns
- U.S. Highway
- U.S. Interstate
- County Road
- State Highway

Northwest Nevada

Figure 1-1

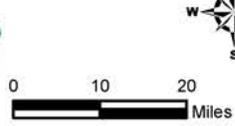


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Source: BLM 2012

Winnemucca District RMP/EIS Planning Area

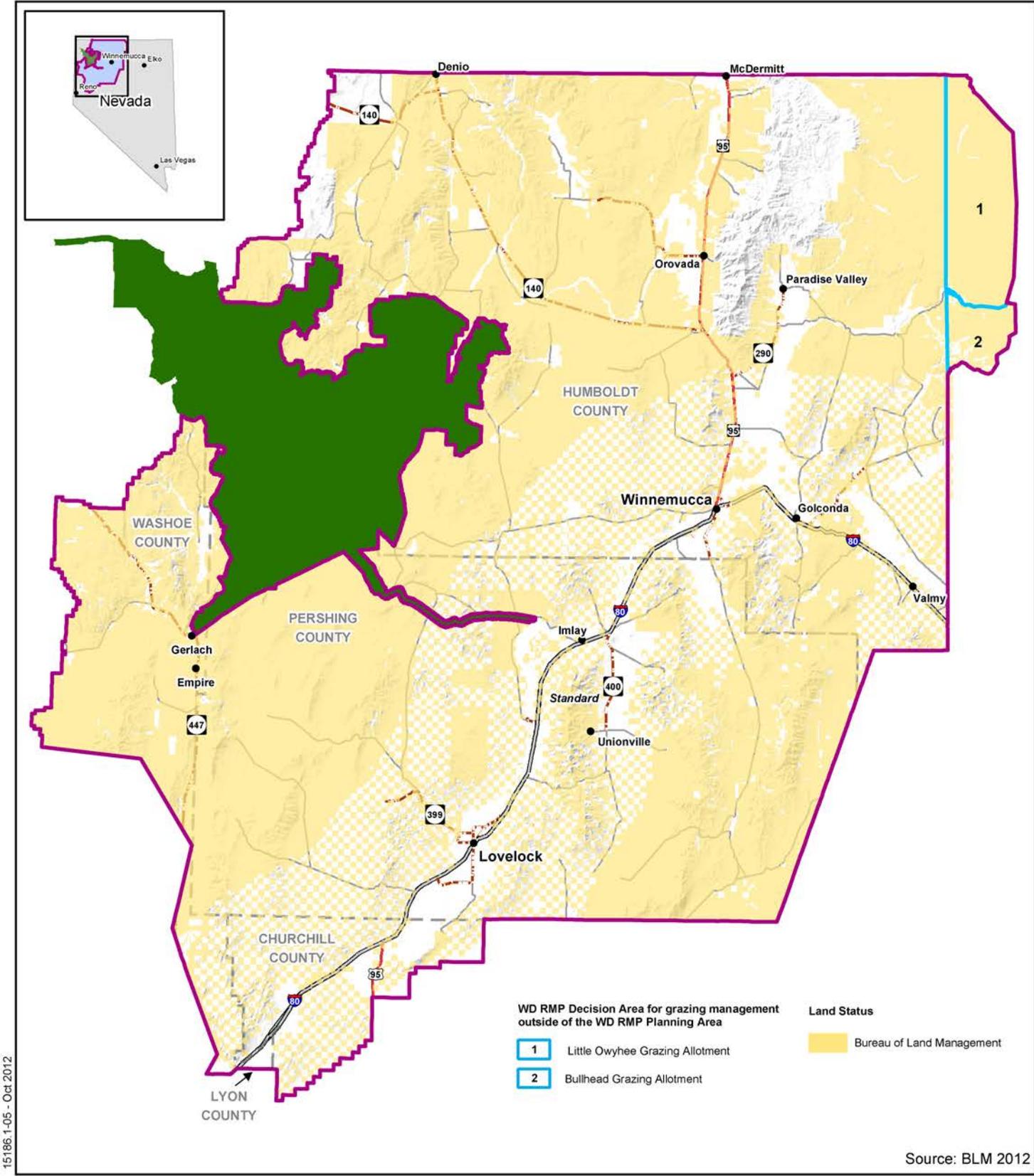
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Legend

- BLM Winnemucca RMP Planning Area
- Black Rock/High Rock NCA RMP Area
- County Boundaries
- Land Status
- Bureau of Land Management
- Towns
- U.S. Highway
- U.S. Interstate
- County Road
- State Highway

Northwest Nevada
Figure 1-2

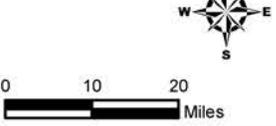


15186.1-05 - Oct 2012

Source: BLM 2012

Winnemucca District RMP/EIS Decision Area

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Legend

- BLM Winnemucca RMP Decision Area
- Black Rock/High Rock NCA RMP Area
- County Boundaries
- Towns
- U.S. Highway
- U.S. Interstate
- County Road
- State Highway

Northwest Nevada

Figure 1-3

Table 1-1
Land Status within the WD Administrative Area

Land Status	Acres	Percentage of Administrative Area
BLM	8,427,078*	74.70
Private	2,349,873	20.83
Bureau of Reclamation	82,444	0.73
US Forest Service	275,278	2.44
US Fish and Wildlife Service	107,460	0.95
Bureau of Indian Affairs	21,473	0.19
State of Nevada	16,426	0.15
Water Features	840	<0.01
Department of Defense	17	<0.01
Total	11,280,888**	100

*Includes NCA (1,222,838 acres), which is inside of the WD administrative boundary but outside of the planning area and decision area.

**Does not reflect land administered by WD outside of administrative boundary.

Source: BLM 2011

The geographic land status pattern of the planning area ranges from large continuous blocks of public land to small 40-acre blocks located in a checkerboard pattern with private land. Therefore, while RMP decisions do not apply to lands not administered by BLM, lands that are interspersed with BLM-managed public lands could be influenced or indirectly affected by BLM management actions.

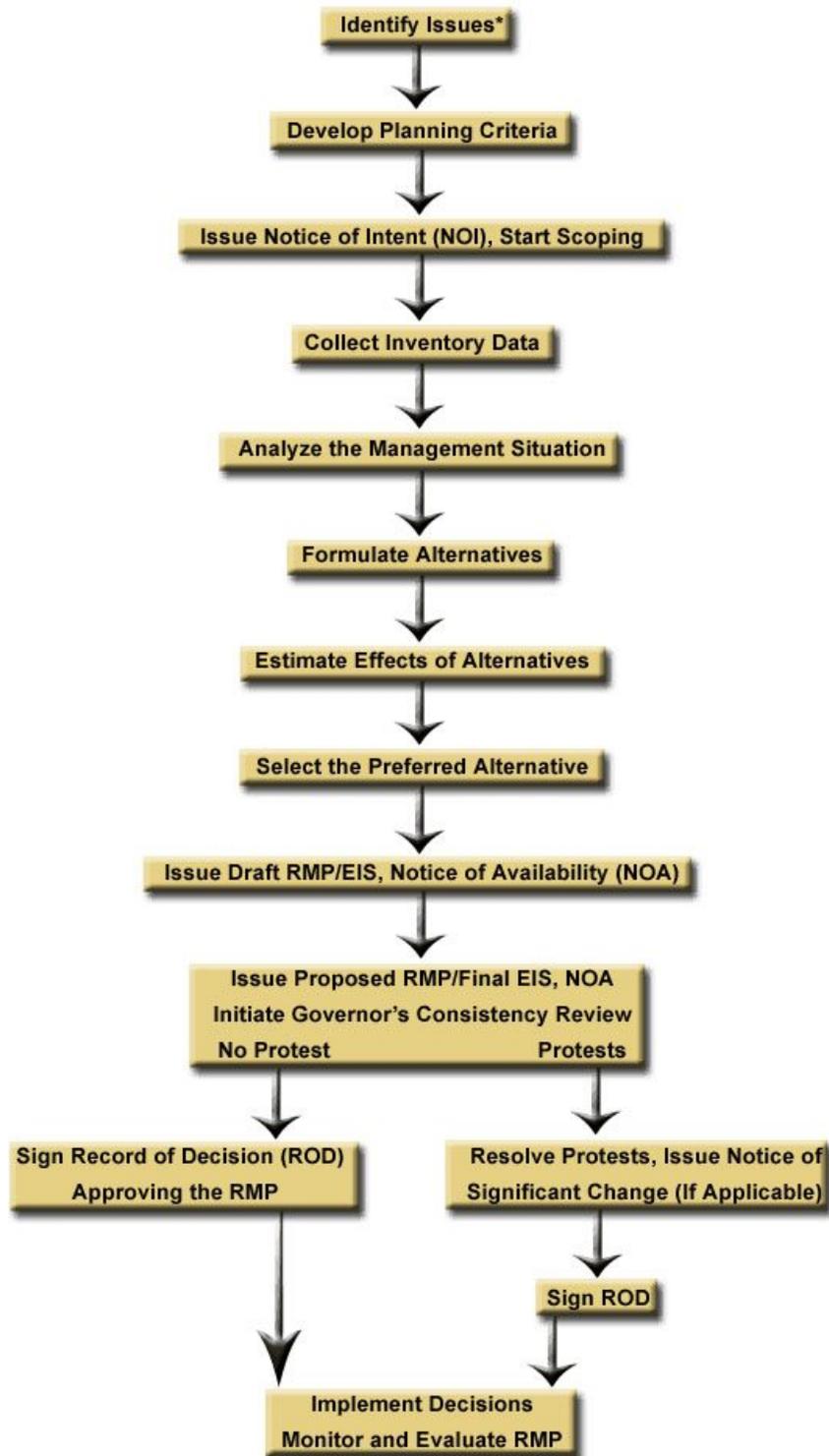
1.4 PLANNING PROCESS

An RMP guides the management of public lands in a particular area or administrative unit. RMPs are usually prepared to cover the lands administered by a BLM district or field office. An approved RMP with the record of decision (ROD) describes the following:

- Resource conditions, goals and objectives;
- Allowable resource uses and related levels of production or use to be maintained;
- Land areas to be managed for limited, restricted, or exclusive resource uses or for transfer from BLM administration;
- Program constraints and general management practices and protocols;
- General implementation schedule or sequences; and
- Intervals and standards for monitoring the RMP.

Preparation of an RMP involves interrelated steps, as illustrated below (Figure 1-4) and described in Table 1-2.

Figure 1-4 BLM Planning Process



*These steps may be revisited throughout the planning process.

Table 1-2
BLM Planning Process

BLM Planning Process Step	Description	Timeframe
Step 1—Identify planning issues	Issues and concerns are identified through a scoping process that includes the public, Indian tribes, other federal agencies, and state and local governments.	March to July 2005
Step 2—Develop planning criteria	Planning criteria are created to ensure decisions are made to address the issues pertinent to the planning effort. Planning criteria are derived from a variety of sources, including applicable laws and regulations, from existing management plans, from coordinating other agencies' programs, and from the results of public and agency scoping. The planning criteria may be updated and changed as planning proceeds.	March to July 2005
Step 3—Collect data and information	Data and information for the resources in the planning area are collected based on the planning criteria.	Ongoing
Step 4—Analyze management situation	Current resource management in the planning area is assessed.	March to April 2005
Step 5—Formulate alternatives	A range of reasonable management alternatives is developed to address issues identified during scoping.	April 2005 to January 2007
Step 6—Assess alternatives	The effects of each alternative are estimated.	January 2008
Step 7—Select preferred alternative	The alternative that best resolves planning issues is identified as the preferred alternative.	February 2008
Step 8—Select RMP	First, a draft RMP/EIS is issued and is made available to the public for a review and comment period of 90 days. After comments to the draft document have been received and analyzed, it is modified as necessary, and the Proposed RMP/Final EIS is published and made available for a protest period of 30 days. A ROD is signed to approve the RMP/EIS.	Draft RMP/EIS: June 2010 Proposed RMP/Final EIS: August 2013 <i>(you are here)</i> Approved RMP/ROD: estimated 2014
Step 9—Implementation Monitoring	Management measures outlined in the approved plan are implemented on the ground, and future monitoring is conducted to test their effectiveness. Changes are made as necessary to achieve desired results.	Ongoing after RMP approval

1.5 SCOPING AND PLANNING ISSUES

WD's policy is to provide opportunities for the public, various groups, other federal agencies, Native American tribal members, and state and local governments to participate meaningfully and substantively and to give input and comments to the BLM during the preparation of the RMP and

EIS. Early in the planning process, the BLM invited the public to help the BLM identify planning issues and concerns related to the management of BLM-administered lands and resources and uses in the planning area.

1.5.1 Scoping Process

FLPMA allows the public to comment on and participate in the formulation of the RMP. The formal scoping period began with the publication of the notice of intent in the *Federal Register* on March 25, 2005.¹ In March 2005, the BLM launched the WD RMP/EIS project Web site to serve as a clearinghouse for project information during the planning effort. The Web site, at www.nv.blm.gov/wdormp, provided a link for site visitors to submit comments about the project. Due to security issues and upgrades, the Web site was temporarily shut down in April 2005 and remained so through the end of the scoping period. The public was urged in public notices and during the scoping meetings to use other means to provide their comments. In the summer of 2006 the Winnemucca RMP public Web site was brought back online with a new Web address (www.nv.blm.gov/Winnemucca/RMP/) was active intermittently until 2007. A new Web address was created in June of 2010 (http://www.blm.gov/nv/st/en/fo/wfo/blm_information/rmp.html), and the site has been available to the public ever since.

The BLM sent a newsletter to interested parties on March 23, 2005, to inform them of the WD RMP planning effort, the location of four scoping open houses in May 2005, and the opportunity to comment. The newsletter was mailed to over 1,600 individuals on the distribution list compiled by the WD. Newspaper advertisements and news releases also were published to notify the public of the project, to announce the four scoping open houses, to request public comments, and to provide contact information. Scoping open houses were held in Winnemucca, Lovelock, Gerlach, and Reno, Nevada, on May 2, 3, 4, and 5, 2005, respectively. These open houses provided an opportunity for the public to receive information, to ask questions, and to provide input (Chapter 5 further discusses scoping and public collaboration).

In addition to the public open houses, the BLM gave presentations on the WD RMP planning effort to the following groups:

- Fallon Tribe on February 1, 2005;
- McDermitt Tribe on February 14, 2005;
- Humboldt County Commissioners on March 7, 2005;
- Pershing County Commissioners on March 16, 2005;
- Sierra Front-Northwestern Great Basin Resource Advisory Council (RAC) on April 28, 2005;
- City of Winnemucca on May 3, 2005;
- Humboldt County Development Authority on May 10, 2005; and
- Two Native American tribal meetings on May 24 and May 26, 2005.

¹ “Notice of Intent to Prepare a Resource Management Plan (RMP) and Associated Environmental Impact Statement (EIS) and Initiate the Public Scoping Process.” *Federal Register* 70, no. 57 (March 2005): 15348-15349.

The scoping period for receipt of public comments ended May 24, 2005. The BLM finalized analysis of the comments and completed a scoping summary report in July 2005 (BLM 2005b).

1.5.2 Issue Identification

Issue identification is the first step of the nine-step BLM planning process. A planning issue is a significant concern, need, resource use, or development and protection opportunity regarding resource management or uses on public lands that can be addressed in a variety of ways. The criteria used to identify issues include determining whether the effects:

1. Would approach or exceed standards or a threshold;
2. Would substantially change a resource;
3. Would be controversial;
4. Would offer a wide range of opportunities; or
5. Would cause disagreement regarding their environmental impact.

These issues drove the formulation of the RMP alternatives, and addressing them has resulted in a range of management options presented in four alternatives (Chapter 2). Each fully developed alternative represents a different land use plan that addresses or resolves the identified planning issues in different ways. While other concerns are addressed in the Proposed RMP, management related to them may or may not change by alternative.

After considering public scoping comments, the BLM identified nine major planning issue themes, as follows:

1. How will transportation and recreation be managed to improve public access, protect natural and cultural resources, reduce user conflicts, and provide a range of recreational opportunities, from developed/motorized to nonmotorized/wilderness experiences?
2. What opportunities exist to make adjustments to public land ownership that would result in greater management efficiency, appropriate and agreeable levels of public access, and increased public and natural resource benefits?
3. What actions or restrictions will be needed to maintain or improve natural resource values, reduce dangerous fuel loads, control and prevent noxious weeds and other undesirable plant species, and reduce risk of crossing ecological thresholds?
4. How will uses and land management activities be managed to maintain and improve terrestrial and aquatic habitats in a scattered land ownership pattern while maintaining multiple-use land management?
5. How will the BLM manage mining and other commercial uses (other than livestock grazing) on public lands while protecting natural and cultural resources? How will management of BLM lands affect the social and economic resiliency and sustainability of local economies?
6. How will the BLM manage livestock grazing on public lands while protecting, managing, restoring, and/or using natural and cultural resources?
7. Where are special designations appropriate to protect unique resources?

8. What are the appropriate management level and other management measures to protect natural and cultural resources while protecting the health and safety of the wild horse and burro populations? Where should herd management area boundaries be adjusted?
9. How can the BLM use proactive management, tribal consultation, and land tenure tools to identify, protect, and conserve cultural resources? How can these values be incorporated into other management activities?

1.5.3 Issues Considered But Not Further Analyzed

During scoping, several concerns were raised that are beyond the scope of this planning effort or represented questions on how the BLM would go about the planning process and implementation. There are several issues raised in scoping that are clearly of concern to the public but that are not under BLM jurisdiction. Where certain management is already dictated by law or regulation, new alternatives have not been developed, but management is instead applied as management common to all alternatives in the RMP. The Winnemucca RMP Scoping Report (BLM 2005b) discusses issues outside the scope of the RMP.

1.6 PLANNING CRITERIA AND LEGISLATIVE CONSTRAINTS

FLPMA is the primary authority for the BLM's management of public lands. This law provides the overarching policy by which public lands will be managed and establishes provisions for land use planning, land acquisition and disposition, administration, range management, rights-of-way, designated management areas, and the repeal of certain laws and statutes. NEPA provides the basic national charter for environmental responsibility and requires the consideration of public input and information in the decision making process for federal actions. In concert, these two laws provide comprehensive guidance for administration of all BLM activities.

Planning criteria are the standards, rules, and guidelines that help to guide data collection, alternative formulation, and alternative selection in the RMP-development process. In conjunction with the planning issues, planning criteria assure the planning process is focused. The criteria guides planning and provide a basis for judging the responsiveness of the planning options.

Preliminary planning criteria were developed prior to public scoping meetings to set the focus for the Winnemucca RMP and to guide decision making by topic. These preliminary planning criteria were included in the initial newsletter, displayed at the four public open houses held during the first week of May 2005, and posted on the project Web site for public comment during the 60-day scoping period. The public was encouraged to comment on and to suggest additions to these criteria at the meetings and through correspondence with the BLM. Although no specific criterion differing from those above were suggested by the public during scoping, many comments supported the method provided by these principles to evaluate the issues. The public encouraged the BLM to use criteria and standards for as many decisions as possible, making it easier to manage site-specific activities during implementation-level management phases.

1. The RMP will comply with FLPMA and all other applicable laws, regulations, and policies. Decisions in the plan will be consistent with the existing plans and policies of adjacent local, state, tribal, and federal agencies to the extent allowed by federal law, regulations, and policy.

2. Impacts of the RMP will be analyzed in an EIS developed in accordance with regulations at 43 CFR 1610 and 40 CFR 1500 and the Departmental Manual (DM) 516 DM 1-8. The scope of analysis will be consistent with the level of analysis in approved plans and in accordance with BLM standards and program guidance.
3. The RMP will recognize the state's responsibility to manage wildlife populations and waters of the State of Nevada.
4. Management of migratory birds within the planning area will be consistent with the Migratory Bird Treaty Act (MBTA). Migratory birds are protected and managed under the MBTA of 1918, as amended (16 USC 703 et seq.) and EO 13186. Under the MBTA, nests with eggs or young of migratory birds may not be harmed, nor may migratory birds be killed. EO 13186 directs federal agencies to promote the conservation of migratory bird populations.
5. The RMP will comply with US Fish and Wildlife Service (USFWS) National Bald Eagle Management Guidelines (USFWS 2007) and the Post-Delisting Monitoring Plan (USFWS 2009) for the bald eagle where it is appropriate².
6. The RMP will recognize valid existing rights.
7. Lands covered in the RMP will be public surface and split-estate lands managed by BLM. No decisions will be made in the RMP related to the management of lands not administered by the BLM.
8. The RMP will be developed cooperatively and collaboratively with the State of Nevada, tribal governments, county and municipal governments, other federal agencies, the Sierra Front-Northwestern Great Basin RAC, and other interested groups, agencies and individuals.
9. RMP development will include government-to-government consultation with Native American Indian Tribes in conformance with the requirements of Section 202(c)(9) of the FLPMA; Section 101(d)(6) of the National Historic Preservation Act; the American Indian Religions Freedom Act; Treaty Rights where applicable; EO 13007 (Indian Sacred Sites); EO 13084 (Consultation and Coordination with Indian Tribal Governments); EO 12898 (Environmental Justice); BLM Handbook H-8160-1; BLM Nevada Instruction Memorandum NV-2005-008; and other applicable laws, regulations, and policies.
10. The RMP will incorporate standards and guidelines for rangeland health developed in accordance with regulations in 43 CFR Subpart 4180 and approved by the Secretary of the Interior, and will incorporate valid and relevant management decisions from previous BLM plans.
11. Management of energy and nonenergy mineral resources will be consistent with the acts of Congress relating to the Domestic Minerals Program Extension Act of 1953, the Mining and Minerals Policy Act of 1970, the Federal Land Policy and Management Act of 1976, the National Materials and Minerals Policy, Research and Development Act of 1980, and the Energy Policy Act of 2005, and the 43 CFR 3100, 3200, 3600, 3800 regulations.

² The WD does not currently conduct bald eagle monitoring, as no foraging, nesting, wintering, or roosting areas have been identified within the planning area, and species occurrence is rare (Section 3.2.10).

12. Determinations for nonlocatable mineral development will be based on mineral, geothermal, and oil and gas potential within the planning area. Reasonable foreseeable development scenarios for fluid minerals will be developed in accordance with BLM Handbook H-1624-1 (BLM 1990).
13. Soil and vegetation correlations, maps, and the included information from Natural Resource Conservation Service (NRCS) Soil Surveys and range site descriptions will be used to evaluate ecological conditions and the fundamentals of rangeland health.
14. Fire management objectives will be consistent with the 2001 Federal Wildland Fire Policy, as updated; the National Fire Plan; the Healthy Forest Restoration Act; and other policies.
15. The RMP/EIS will be consistent with Homeland Security policies.
16. All proposed management actions will be based on current scientific information, research, and technology, and on inventory and monitoring information.
17. The RMP will recognize lifestyles and concerns of area residents and stakeholders. Analysis of economic matters will comply with established acceptable standards and environmental justice factors will be considered using analytical parameters recommended by the US Environmental Protection Agency (EPA 1998a).
18. Lands identified for disposal prior to July 25, 2000, will be further identified for disposal under the Federal Land Transaction Facilitation Act.
19. Lands identified for acquisition will be consistent with FLPMA Section 205, existing policy and regulation and, when applicable, with the Southern Nevada Public Land Management Act.
20. Adaptive management principles will be adopted as appropriate.

1.6.1 Relationship to BLM Policies, Plans, and Programs

Since the development and approval of the MFPs (BLM 1982a, 1982b), BLM has processed one land use plan amendment to provide additional land management direction, specifically for land tenure adjustments. The MFPs were also amended to include energy transmission, geothermal energy development, and wind energy development. After the issuance of the final RMP ROD, guidance will be put into practice on the ground through implementation planning as directed by BLM policy and program-specific guidance. Tables 1-3 and 1-4 identify approved MFP amendments incorporated into the existing land use plans and other BLM guidance considered at the implementation-level planning stages. These plan amendments and guidance documents provide a perspective of the many management considerations pertinent to the planning area.

Table 1-3
Amendments to the Sonoma-Gerlach and Paradise-Denio MFPs
Considered for Implementation-Level Planning

Amendments
<ul style="list-style-type: none"> • Paradise-Denio and Sonoma-Gerlach Management Framework Plan Approved Lands Amendment and Decision Record (BLM 1999); • Programmatic EIS, Designation of Energy Corridors on Federal Land in the 11 Western States (BLM and DOE 2008);

Table 1-3
Amendments to the Sonoma-Gerlach and Paradise-Denio MFPs
Considered for Implementation-Level Planning

Amendments
<ul style="list-style-type: none"> • Approved Resource Management Plan Amendments/ROD for Designation of Energy Corridors on Bureau of Land Management Administered Lands in the 11 Western States (BLM 2009c); • Final Programmatic EIS on Wind Energy Development on BLM-Administered Lands in the Western United States (BLM 2005c); • ROD, Implementation of a Wind Energy Development Program and Associated Land Use Plan Amendments (BLM 2005g); • ROD and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (BLM and US Forest Service [USFS] 2008); • ROD and Final EIS for the Ruby Pipeline Project (BLM 2010; Federal Energy Regulatory Commission [FERC] 2010).

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • National Scenic and Historic Trail Administration – Manual #6250 (2012); • Management of National Scenic and Trails Under Study or Recommended as Suitable for Congressional Designation – Manual #6280 (2012); • Aquatic Resource Management – Manual #6720 (1991); • Management of Wilderness Study Areas – Manual #6330 (July 2012); • Considering Lands with Wilderness Characteristics in the BLM Land Use Planning Process – Manual #6320 (March 2012); • Special Status Species Management – Manual #6840 (2008); • Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009); • Pine Forest Recreation Area Management Plan (1992); • Pine Forest Recreation Plan Activity Plan for Pine Forest Recreation Area (2001); • Pine Forest Allotment Evaluation Summary (2004); • Winnemucca District Office (WDO) Fire Management Plan (2004); • Protecting People and Natural Resources: A Cohesive Fuels Treatment Strategy (February 2006); • A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy (August 2001);

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Strategy Implementation Plan (December 2006); • Water Canyon Management Plan (1997); • Water Canyon Implementation Plan Amendment (2005); • Wetland Riparian Initiative (1990); • WDO Forestry Plan Amendment and Environmental Assessment (EA) (2003); • Healthy Forest Initiative (Ongoing); • EA for the Normal Year Fire Rehabilitation Plan EA (2004); • Programmatic EA – Integrated Weed Management on Bureau of Land Management Lands (1998); • EA – Herbicide Application for Control of Noxious Weeds (1999); • EA - Integrated Weed Management (2002); • EA for the Buffalo Hills Complex Wild Horse Capture Plan (2004); • Calico Complex Gather Plan and EA/Finding of No Significant Impact (FONSI) (2004); • Augusta Mountains Gather Plan and EA/FONSI (2003); • Blue Wing/Seven Troughs Complex Gather Plan and EA/FONSI (2005); • Jackson Mountains Gather Plan and EA/FONSI (2002); • Little Owyhee/Snowstorms Gather Plan and EA/FONSI (2004); • McGee Mountain Gather Plan and EA/FONSI (2005); • ROD, Vegetation Treatment on BLM Lands in Thirteen Western States (1991); • Final Vegetation Treatments Using Herbicides Programmatic EIS—Western United States (2007); • Oil Shale and Tar Sands Programmatic EIS—Colorado, Utah, and Wyoming (2007); • West-Wide Energy Corridor Final Programmatic EIS—Western United States (2008); • Record of Decision and Resource Management Plan Amendments for Geothermal Leasing in the Western United States (2008); • Nevada Statewide Wilderness Report (1991); • Bloody Shins Mountain Bike Trail (2001); • Final Environmental Impact Statement: Wilderness Recommendations for Nevada Contiguous Lands (1990); • Geothermal Resources Leasing Programmatic EA (2002);

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • Geothermal Leasing EA for Low Sensitivity Application (2001); • A Recreation Area Management Plan for Lovelock Cave Backcountry Byway (1999); • Nomination for Lovelock Cave Backcountry Byway (1994); • Stillwater Range Woodland Harvest Management Plan, USDI/BLM, Winnemucca, Nevada (1978); • Biological Assessment for the Normal Year Fire Rehabilitation Plan (2004); • EA Washburn Creek Lahontan Cutthroat Trout Habitat Enhancement Project (2003); • Lovelock Cave Cultural Resources Management Plan (1986); • Oil & Gas Leasing EA (2005); • Riser Creek EA (2003); • Gerlach Green Energy Geothermal Exploration EA (2006); • Golden Phoenix Minerals Inc. Ashdown Project Sylvia Mine EA (2006); • Kramer Hill Quartzite Quarry EA (2007); • National Fire Plan: Review and Update of the 1995 Federal Wildland Fire Management Policy (USDI et al. 2001); • National Fire Plan: Federal Wildland Fire Management Policy (USDI and USDA 1995); • National Management Strategy for Motorized Off-highway Vehicle (OHV) Use on Public Lands (BLM 2001); • WDO Forestry Plan (2003); • Blue Mountain Geothermal Exploration EA (2006); • Jersey Valley Geothermal Exploration EA (2007); • Aquatic Habitat Management Plan; Mahogany Creek Revised (1975); • Aquatic Habitat Management Plan; North Fork, Little Humboldt River (1982); • Big Game Habitat Management Plan (HMP) (1993); • Disaster Peak HMP (1969); • Fox Mountain—Granite Range HMP (1970, revised 1989); • Jackson Mountains Wildlife HMP (1979, revised 1981); • Little Owyhee/Snowstorms HMP (1987); • Montana-Double H Wildlife Habitat Area, Bighorn Sheep HMP (1990);

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • Osgood Mountains Area of Critical Environmental Concern (ACEC) HMP(no date; circa 1990); • Owyhee Desert HMP (1976); • Pine Forest HMP (1969, revised 1981); • Sage Hen Flat Meadow HMP (1973); • Soldier Meadows Desert Dace HMP (1983); • Sonoma Creek Aquatic HMP (1985); • Sonoma Mountain HMP (1975); • Greater Sage-Grouse Conservation Plan for Nevada and Eastern California (2004); • Stillwater Range HMP (1986); • Instruction Memorandum Number 2010-071: Gunnison and Greater Sage-Grouse Management Considerations for Energy Development (2010); • Abel Creek Allotment Final Multiple Use Decision (FMUD) (1997); • Alder Creek Allotment FMUD (1994); • Antelope Allotment FMUD (1998); • Asa Moore Allotment FMUD (2001); • Bottle Creek Allotment FMUD (2000); • Buffalo Allotment FMUD (1996); • Buffalo Hills Allotment FMUD (1993); • Bullhead Allotment FMUD (1997); • Buttermilk Allotment FMUD (2001); • Clear Creek Allotment FMUD (2000); • Coyote Hills Allotment FMUD (1994); • Crowley Creek Allotment FMUD (1998); • Deer Creek Allotment FMUD (1998); • Dolly Hayden Allotment FMUD (2000); • Double H Allotment FMUD (1995); • Dyke Hot Allotment FMUD (1995); • Flat Creek, Willow Creek, and Upper Quinn River Allotment FMUDs (1995);

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • Fort Scott Allotment FMUD (1997); • Goldbanks Allotment FMUD (2001); • Granite Allotment FMUD (1991); • Hanson Creek Allotment FMUD (1997); • Happy Creek Allotment FMUD (1997); • Hole in the Wall, Jersey Valley , and Home Station Gap Allotment FMUDs (1997); • Horse Creek Allotment FMUD (1984); • Hot Springs Peak Allotment Multiple Use Decision EA (2004); • Hot Springs Peak Allotment FMUD (2005); • Indian Creek Allotment FMUD (1993); • Jackson Mountain Allotment FMUD (1994; Stipulation in 1998); • Jordan Meadows Allotment FMUD (1995); • Klondike Allotment FMUD (1998); • Leadville Allotment FMUD (1994); • Little Horse Creek Allotment FMUD (1990); • Little Owyhee Allotment FMUD (1999); • Long Canyon Allotment FMUD (1995); • Martin Creek Allotment FMUD (1996); • Mullinix Allotment FMUD (1998); • Paiute Meadows Allotment FMUD (2003); • Paradise Hill Allotment FMUD (2000); • Pole Canyon Allotment FMUD (2000); • Provo Allotment FMUD (2000); • Pueblo Mountain Allotment FMUD (1999); • Pumpnickel Allotment FMUD (1996); • Rebel Creek Allotment FMUD (1998); • Rock Creek Allotment FMUD (1997);

Table 1-4
Other Documents Considered for
Implementation-Level Planning

BLM Policy and Program Guidance
<ul style="list-style-type: none"> • Rodeo Creek Allotment FMUD (1997); • Singus Allotment FMUD (1999); • Soldier Meadows Multiple Use Management EA (2003); • Soldier Meadows Allotment FMUD (2004); • Solid Silver Allotment FMUD (1991); • South Rochester Allotment FMUD (1998); • Spring Creek Allotment FMUD (2000); • UC Allotment FMUD (1998); • Washburn Allotment FMUD (1994); • Wilder-Quinn Allotment FMUD (1998); • William Stock Allotment FMUD (2000); • Nevada Wilderness Study Notebook (2001); • NGP Blue Mountain LLC, Blue Mountain Geothermal EA (year); • Santa Rose Cooperative Fuels Treatment Project EA (2010); • Western Lithium EA (2010); • Newmont Gold Vista 7 Pit Expansion EA (2011); • Humboldt County, Winnemucca Mountain Hiking and Biking Trail EA (2011); • TGP Dixie Development Company, New York Canyon Exploration EA (2010); and • Coeur Rochester, Inc., Plan Amendment 8 EA (2010).

1.7 COLLABORATION

1.7.1 Intergovernmental and Interagency Collaboration

The BLM has collaborated with numerous agencies, municipalities, and tribes throughout the preparation of this RMP. The benefits of enhanced collaboration among agencies in the preparation of NEPA analyses include disclosing relevant information early in the analytical process, applying available technical expertise and staff support, avoiding duplication with other federal, state, tribal, and local procedures, and establishing a mechanism for addressing intergovernmental issues.

On February 16, 2005, the BLM mailed letters to the following local, state, federal, and tribal representatives inviting them to participate as cooperating agencies for the Winnemucca RMP:

- US Fish and Wildlife Service (USFWS);
- Natural Resource Conservation Service (NRCS);
- US Forest Service (USFS);
- Nevada Department of Wildlife (NDOW);
- Burns Paiute Tribe;
- Cedarville Rancheria;
- Confederated Tribes of Warm Springs Reservation;
- Fallon Paiute-Shoshone Tribe;
- Fort Bidwell Indian Community;
- Fort McDermitt Paiute and Shoshone Tribe;
- Nevada Department of Agriculture (NDOA);
- Nevada Natural Heritage Program;
- State Historic Preservation Office (SHPO);
- Humboldt County;
- Washoe County;
- Pershing County;
- Churchill County;
- Lyon County;
- City of Winnemucca;
- Alturas Indian Rancheria;
- Battle Mountain Band;
- Klamath Indian Tribe;
- Lovelock Paiute Tribe;
- Pit River Tribe;
- Pyramid Lake Paiute Tribe;
- Reno-Sparks Indian Colony;
- Shoshone-Bannock Tribes of Fort Hall;
- Shoshone-Paiute Tribes of the Duck Valley;
- Summit Lake Paiute Tribe;
- Susanville Indian Rancheria;
- Washoe Tribe;
- Winnemucca Tribe;
- Inter-Tribal Council of Nevada.

Nine agencies (Humboldt County, City of Winnemucca, Washoe County, Pershing County, NDOW, N-2 Grazing Board, NDOA, Bureau of Reclamation, and USFWS) accepted the offer to participate in the BLM WD planning process as cooperating agencies. These agencies will “work with the BLM, sharing knowledge and resources, to achieve desired outcomes for public lands and communities within statutory and regulatory frameworks” (BLM 2005a).

To initiate the collaborative planning process, on March 25, 2005 BLM mailed letters inviting the aforementioned federal, state, local, and tribal organizations to the four scoping open houses held during the first week of May. Each of these organizations was also included on the original distribution list to receive the newsletter.

The BLM gave presentations on the WD RMP planning effort to numerous groups over the course of several meetings:

- Combined Cooperator Meeting on July 13, 2005;
- NDOW on July 27, 2005;
- Pyramid Lake Tribe on August 25, 2005;

- Humboldt County Commissioners on September 19, 2005;
- Combined Cooperator Meeting on February 22, 2006;
- Battle Mountain Band on March 21, 2006;
- Humboldt County Commissioners on April 4, 2006;
- Washoe County on April 6, 2006;
- USFWS on May 9, 2006;
- NDOW on June 1, 2006;
- Fallon Tribe on June 20, 2006;
- NDOA and N-2 Grazing Board on June 21, 2006;
- NDOW on August 7, 2006;
- Meeting with Churchill County and Fallon Naval Air Station on October 25, 2006;
- Fort McDermitt Paiute Tribe on December 15, 2006;
- Fort McDermitt Paiute and Shoshone Tribes in September and December 2010;
- Native American Consultation Meeting in July 2012; and
- Combined Cooperator Meeting – December 2011.

A RAC is a committee established by the Secretary of Interior to provide advice or recommendations to BLM management (BLM 2005a). A RAC is generally composed of 15 members of the public representing different facets. The Sierra Front-Northwestern Great Basin RAC includes a panel of mixed expertise ranging from natural resources and Native American culture to mining, transportation, and politics. The group is facilitated by the public affairs officer from the BLM. In March 2005, five new members were incorporated into the WD RAC to replace previous members. The first meeting with the new RAC was held on April 28, 2005 at the WDO. After a presentation of the RMP process highlighting the components and issues of the planning area, preliminary planning criteria, and project status, the RAC elected to form a subgroup to provide assistance and input. The RAC subgroup is expected to meet at a frequency appropriate to meet the needs of the RMP. The RAC subgroup assisted in developing the alternatives at the following meetings:

- Fernley, Nevada on July 11, 2005;
- BLM Carson City District Office on July 29, 2005;
- WDO from September 17-18, 2005;
- WDO from November 11-13, 2005;
- WDO from January 17-18, 2006;
- WDO on March 15, 2006;
- WDO from June 8-9, 2006;

- WDO on November 30, 2006;
- WDO on January 11, 2008.

BLM continued collaboration among cooperating agencies, the RAC subgroup, and Tribal governments during the preparation of the Proposed RMP. Following issuance of the Draft RMP/EIS, the WD hosted a cooperating agency meeting on December 1, 2011 inviting all cooperating agencies to meet and follow-up individual meetings for cooperators who missed the combined meeting. The purpose of the meeting was to provide agencies with the status of the planning effort, an overview of public comments, and distribute preliminary proposed management actions for review and comment. The BLM also provided the RAC subgroup with the opportunity to review the preliminary proposed management actions for the RMP because they were instrumental in providing information for development of the Draft RMP/EIS. The BLM has continued coordination with Tribal governments through the Native American consultation process. The BLM would also coordinate with the National Park Service, National Trails Intermountain Regional Office, with obtaining data applicable to the revised National Trails feasibility study.

1.7.2 Tribal Relationships and Indian Trust Assets

The unique political relationship between the US government and federally recognized Indian tribes is defined by treaties, statutes, executive orders, judicial decisions, and agreements. This relationship has created a special federal trust responsibility, involving the legal commitments and obligations of the US toward Indian tribes, Indian lands, tribal trust resources, and the exercise of tribal rights. These trust responsibilities supersede any and all actions taken by the BLM.

Indian trust assets means lands, natural resources, money or other assets held by the US government in trust or restricted against alienation for Indian tribes and individual Indians. Trust is a formal, legally defined, property-based relationship that depends on the existence of three elements: (1) a trust asset (lands, resources, money, etc.); (2) a beneficial owner (the Indian tribe or individual Indian allottee); and (3) a trustee (the Secretary of the Interior). Many things and ideas that are commonly represented in terms of “trust” obligations are not actually part of the government’s trust responsibility toward Indians. Cultural resources on BLM-administered lands are not Indian trust assets. Sacred sites on BLM-administered lands are not Indian trust assets. Human remains and cultural items subject to NAGPRA are not Indian trust assets. The BLM is legally required to notify the tribes of all federal actions on federal land. For non-emergency actions, the BLM is required to provide a 30 day window in which the tribes can institute consultation on the action.

1.8 CONSISTENCY WITH OTHER PLANS

BLM planning regulations require that BLM RMPs developed under FLPMA be consistent with resource-related plans of other federal, state, local, and tribal governments to the extent those plans are consistent with federal laws and regulations applicable to public lands (CFR § 1610.3.3-2(a)(2011). Plans formulated by federal, state, local, and tribal governments that relate to management of lands and resources have been reviewed and considered in this Proposed RMP/Final EIS. These plans include the following:

- Churchill County Master Plan Update (2005);
- Humboldt County Master Plan (2002);

- Humboldt County Master Plan Open Space Element Amendment (2003);
- Lander County Master Plan (1997);
- Lyon County Master Plan (1990);
- Pershing County Master Plan (2002);
- Pershing County Natural Resources and Federal or State Land Use Natural Resources Management Plan (2010)
- Washoe County Comprehensive Plan (1994);
- Nevada Division of State Lands, Nevada Statewide Policy Plan for Public Lands (1985);
- Nevada Division of State Lands, Lands Identified for Public Acquisition (1999);
- Nevada Division of State Lands, Nevada Natural Resources Status Report (2002);
- State of Nevada Drought Plan (1993);
- Nevada’s 2003 Statewide Comprehensive Outdoor Recreation Plan—Assessment and Policy Plan (2003);
- Nevada BLM Statewide Wilderness Report (1991);
- Statewide Wildfire Management Plan (developing);
- Nevada Comprehensive Preservation Plan (2004);
- Nevada’s Coordinated Invasive Weed Strategy (2000);
- RMP for the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area and Associated Wilderness and Other Contiguous Lands in Nevada (2004);
- Carson City Field Office Consolidated RMP (2001);
- Shoshone-Eureka Planning Area, RMP (1987, as amended);
- Stillwater National Wildlife Refuge Comprehensive Conservation Plan (2002);
- Final Programmatic EIS on Wind Energy Development on BLM-Administered Lands in the Western United States (2005);
- ROD and RMP Amendments for Geothermal Leasing in the Western United States (2008);
- West-Wide Energy Corridor Final Programmatic EIS—Western United States (2008);
- Proposed Southeastern Oregon Resource Management Plan and Final Environmental Statement (2001);
- Nevada Wildlife Action Plan (June 2006);
- NDOW Nevada Elk Species Management Plan (1997);
- First Edition Greater Sage-Grouse Conservation Plan for the Bi-State Plan Area of Nevada and Eastern California (June 2004);
- Western Association of Fish and Wildlife Agencies – Greater Sage-Grouse Comprehensive Conservation Strategy (December 2006)

- Eagle Lake Field Office RMP (2007);
- National Oil and Hazardous Substances Pollution Contingency Plan (40 CFR 300) (1994, revised 2007);
- Comprehensive Management and Use Plan/Final EIS, California National Historic Trail (1999).

1.9 IMPLEMENTATION AND MONITORING OF THE RESOURCE MANAGEMENT PLAN

1.9.1 Introduction

The WD RMP would provide broad direction for managing the decision area. Implementation of the RMP would involve completion of several tasks, some of which are completed when the plan is adopted, while others would continue over the 20-year life of the plan. This section provides a framework to guide implementation of the planning decisions contained in the RMP, and future actions that may occur as a result of this plan. Implementation of future actions would often require additional site-specific planning to implement the broad guidance contained in the RMP. This chapter also contains information on the process to maintain the RMP in the future as additional information becomes available and changes in conditions or resource uses change.

Implementation of the RMP would begin when the Nevada BLM State Director signs the ROD for the RMP. Decisions in the RMP would be tied to the BLM budgeting process. An implementation schedule would be developed after the ROD is signed, providing for the systematic accomplishment of decisions in the approved RMP. During implementation of the RMP, additional documentation may be required to comply with NEPA.

Implementation of the RMP would be monitored, and the RMP would be evaluated periodically. Revisions or amendments to the RMP may be necessary to accommodate changes in resource needs, policies, or regulations. Other decisions would be issued after the ROD is signed, in order to fully implement the RMP.

1.9.2 Implementation Plan

An Implementation Plan would be completed after the ROD is signed and the RMP is adopted. The purpose of the Implementation Plan is to outline the priority tasks and resources needed during the first 3 to 5 years after the RMP is adopted. The Implementation Plan would contain a schedule for the development of priority activity plans identified in the RMP, including the Transportation and Travel Management Plan and the Recreation Activity Management Plan.

The Implementation Plan would also contain the following:

- Results of the consistency review of existing BLM activity plans;
- Cost estimates for the first five years of implementation of the RMP;
- Strategies for funding implementation of the RMP; and
- A schedule of implementation actions.

During development of the Implementation Plan, several workshops would be conducted to educate the BLM staff and external parties about the RMP, how it would be implemented and to encourage partnerships to improve the efficiency of implementation efforts and cost-effectiveness.

1.9.3 Implementation Schedule

Implementation of decisions made through this planning process would occur in several phases. Although the use of the word “phase” implies sequential steps, some of the phases may be implemented concurrently. These phases include:

Pending/Ongoing: Generally, any ongoing, short-term activity would not be changed as a result of the RMP decisions. Short-term activities where NEPA analysis has been completed and decisions are pending would be screened to ensure they are consistent with the decisions in the RMP prior to implementation.

Short-term: Actions where implementation would begin in the immediate future (i.e., within the first several years) are included in this category. These include development of the priority activity plans. The monitoring and adaptive management process would also begin during the short-term phase to include establishment of coordination efforts and priorities for monitoring and research programs.

Long-Term: This phase includes actions that need to be implemented over the life of the plan (up to 20 years). In addition to ongoing regulatory requirements, a major part of this effort would include site-specific project and activity planning needed to implement the RMP but not specifically outlined in the plan. The monitoring/adaptive management strategy would continue to be implemented throughout the life of the plan, which may lead to changes in the plan through an amendment or revision process that considers information collected during implementation. This process is discussed in more detail in the sections that follow.

In the adaptive management process, evaluation of information collected may result in changes in time frames for implementation. Data may indicate a need to accelerate a protective management action or an action could be delayed because impacts are less (or more) than originally anticipated.

1.9.4 Linking Broad Scale Decisions to More Detailed Plans and Actions

The RMP provides general direction and guidance for the entire planning area and makes some specific implementation decisions. However, most management actions necessary to achieve broad-scale objectives, such as developing an effective Transportation and Travel Management Plan or a Recreation Area Management Plan would require further planning and additional decisions. Additional planning would:

- Validate, refine or add-to information concerning current and historical resource conditions;
- Address site-specific issues not appropriately addressed at the broad level scale;
- Prioritize implementation actions consistent with achievement of management goals and objectives;
- Guide the type, location and sequence of appropriate management activities; and
- Identify specific monitoring and research needs.

The additional detailed plans and actions would “step-down” broad-scale objectives and decisions in the RMP to site-specific actions. This step-down process would be designed to ensure that RMP goals, objectives and decisions are applied to on-the-ground management in a manner consistent with the RMP.

Where RMP decisions do not adequately provide the detail needed to manage resources and uses, activity plans may be used to supplement the RMP (i.e., planning specific to a particular resource program such as a Fire Management Plan or a Special Recreation Management Plan). Activity planning is an intermediate step between the broad level planning and the specific details of project development. These plans would fill a need to provide specific program guidance, while allowing the flexibility to adjust management decisions over the life of the RMP without requiring an RMP amendment.

The RMP identifies activity plans that should be completed in the first several years following adoption of the RMP. The highest priority plans include:

- **Transportation and Travel Management Plan:** This plan would identify the priorities and costs associated with management of the BLM road system to meet the requirements of the RMP, identify the initial on-the-ground transportation sign needs and define the guidelines to be used for changing road condition or maintenance and signage levels. Though historically focused on motor vehicle use, comprehensive travel management also encompasses all forms of transportation including travel by foot, horseback, bicycle, motorcycle and OHV. Because of the explosive growth of OHV use on public lands in the Winnemucca District a high priority pro-active district wide OHV management plan would be pursued. This coordinated OHV management policy would provide for inventory, development, design, designation and monitoring of OHV routes, increased enforcement of regulations, and a greater emphasis on user education. Appendix J provides the proposed Travel Management Plan criteria for subsequent road and trail selection, identification, and designations in ‘Limited’ OHV areas.
- **Recreation Area Management Planning:** These recreation activity plans would be established for each of the proposed Recreation Management Zones (RMZs). Within these plans thresholds for resource conditions would be set and if reached would trigger corrective recreation management actions. In addition, if the prescribed setting character (see Appendix C) is different from existing setting characteristics, then these plans would address how this shift would be achieved. These plans would also provide guidance for implementing the Resource Monitoring System, Public Outreach Facilities, Recreation Site Development, Visitor Management, Camping Designations and special recreation permit (SRP) administration.
- **Areas of Critical Environmental Concern (ACEC) Management Plan:** These plans would identify specific management actions for each ACEC designated in the RMP ROD. The ACEC management plans would further address how activities would be managed within each ACEC.

Implementation of specific, on-the-ground management actions such as development of a campground or maintenance of a road may require detailed project plans. These plans would be consistent with the RMP and applicable activity plans.

1.9.5 Compliance with NEPA

The RMP includes goals, objectives and decisions that were subjected to environmental analysis as required by NEPA during the preparation of the RMP. Subsequent planning at the project or activity plan level would require additional NEPA analysis in most cases and rarely an amendment to the RMP. The BLM would continue to conduct site-specific inventories and perform the appropriate level of NEPA analysis as part of the planning and decision making processes described above. Management changes resulting from the adaptive management process could also require NEPA analysis. Changes beyond the scope of the land use plan that are deemed desirable in the adaptive management process, may result in a plan amendment.

1.9.6 Consultation, Coordination and Collaboration

This plan and all implementation plans would be prepared in close coordination and collaboration with other federal agencies, state, tribal, and local governments, the public, and other interested parties. Collaborative approaches to implementation are necessary to assure success. While the BLM retains the responsibility and authority for land management decisions, these decisions are more meaningful, effective and enduring if made in a collaborative and open process. Therefore, close working relationships among management and regulatory agencies need to be developed and maintained. In addition, others outside of the BLM (State and local agencies, universities, volunteers, etc.) should be involved in subsequent analysis, monitoring, evaluation, research, and adaptive management processes.

The ability of the RAC subgroup to provide high quality input into the planning process was essential to the timely completion of the Proposed RMP. The continuing involvement of the RAC would assure that management decisions are made in a collaborative manner. Continuing opportunities for public participation may include, among other things:

- Regular involvement of a RAC sanctioned group similar to the planning subgroup to provide the RAC with recommendations relating to the management of the planning area;
- Volunteer partnerships or assistance agreements with other agencies to complete assessments, establish baseline data, monitor, and recommend management actions as a result of these processes; and
- Working groups, agreements and memorandums of understanding with State and Tribal governments.

The successful collaborative planning work of the RAC Subgroup provides a model for how a similar group could help BLM to better manage the many diverse and sometimes conflicting uses in the WD.

Therefore, BLM would periodically ask the RAC to form collaborative subgroups, as needed with a suggested composition of six to eight members representing State, local and Tribal governments, and constituencies, groups and individuals with interest in the public land management in the WD. Subgroups would work with BLM to gain an in-depth understanding of management of the area and give input and recommendations in the development of implementation plans. The BLM would also ask the RAC to specify any interests they feel should always be represented on the subgroup (i.e.,

ranching, recreation, SRPs, OHV enthusiasts, etc.), and the length of terms of subgroup members (e.g., staggered 2- or 3-year terms).

Individual members of the subgroup would serve as information conduits between BLM and the groups and interests they represent, which would greatly enhance community involvement in management of the WD. As a whole, the subgroup's purpose would be to provide detailed information and recommendations to the parent RAC concerning management of the area. The subgroup would not be an oversight or advisory group. The advisory function would remain where it currently is and where it belongs: solely within the authority and purpose of the parent RAC. The subgroup would be a collaborative group and as such would be an invaluable asset to BLM, the RAC and the general public.

This general interest group may be supplemented by smaller focused workgroups established by the RAC to provide recommendations on short-term projects and technical issues of limited interest to such a broadly based group.

1.9.7 Adaptive Management

The RMP would be implemented using an adaptive management process. Under adaptive management, decisions, plans and proposed activities are treated as working hypotheses rather than final solutions to management of resources and uses. For the purposes of this plan, adaptive management would represent a process that tests, evaluates and adjusts the assumptions, objectives, actions, and subsequent on-the-ground results from the implementation of RMP decisions. Used effectively, adaptive management would provide resource managers with the flexibility to respond quickly and effectively to changing resource and user conditions. Changes in management actions would be based on site-specific resource monitoring and evaluation.

The intent of adaptive management is to allow future management actions, as applied through resource management guidelines, to fully incorporate the knowledge and experience gained up to that time from monitoring, evaluation and experimentation. However, adaptive management does not relieve managers of their responsibilities to consider the effects on the human environment of actions proposed under the guise of adaptive management. Managers would still be required to comply with the provisions of NEPA and other applicable laws, regulations and policies before such actions are applied. Certain actions proposed to apply adaptive management techniques may require amendment to the RMP before they could be employed.

Guidelines assure that constraints established in the RMP are consistently applied when management methods and practices are used to meet plan objectives. Examples of guidelines are the livestock grazing guidelines required by CFR 43 §4180, Land Health Standards. Guidelines would be developed for all programs and uses. Guidelines that already exist for many programs and uses would be adopted as is when reviews show them to be applicable to the Planning Area. New site-specific guidelines would also be developed as necessary.

The adaptive management process is a continuous cycle that includes the following four phases:

- **Planning:** Management guidelines, actions, and objectives are developed. Monitoring techniques and adjustment thresholds are designed based upon available information, past monitoring information and current scientific information.

- **Implementation:** Objectives, guidelines, actions and constraints developed and identified during planning processes at all scales are applied as on-the-ground management.
- **Monitoring:** Monitoring includes all efforts to document the current state of implementation, the resulting resource conditions as measured through indicators, and the effectiveness of the implementation strategy. Monitoring is designed to tier from existing data and techniques, be outcome based, technically feasible, affordable, and operationally attainable. Two types of monitoring would occur:
 - **Implementation monitoring:** Determines whether the decisions and proposed actions developed during planning are actually being implemented.
 - **Effectiveness monitoring:** Determines whether implemented decisions and actions have changed resource condition indicators. If so, determines whether the changes in the indicators are consistent with meeting the objectives.

The credibility of an adaptive management process rests in part on the routine application of an outside check on the use of technical and scientific information, including monitoring. Independent reviews can provide verification that plans, evaluations and changes in management strategy are consistent with current scientific concepts.

When additional monitoring is required to fill information gaps, standardized monitoring techniques would be used where available before new techniques are developed. The BLM staff of the WD would be responsible for developing a monitoring strategy and adaptive management protocols and ensuring that documentation is sufficient to facilitate feedback into the adaptive management process.

Evaluation:

- **Modification Evaluation:** The part of the process through which specific objectives, actions, monitoring thresholds, and even resource condition indicators may be modified to better meet the goals of the plan.
- **Timing Evaluation:** Determines the need for and time frames during which changes to planning, implementation and monitoring should occur.

The BLM staff would also be responsible for ensuring that monitoring results and other new information is compiled and evaluated in accordance with the two evaluation phases discussed above.

Monitoring

Monitoring would determine whether or not planning objectives are being met and ensure that BLM meets the commitments made in the plan. The information developed through monitoring would feed the evaluation process that may alter decisions or the timing of decisions, change implementation or maintain current management direction.

The key step in developing a monitoring strategy is to define the questions that must be answered to evaluate the attainment of broad-scale management goals and objectives in the RMP. These questions would be used to focus monitoring on appropriate issues and avoid gathering irrelevant information. Focused monitoring also helps to keep costs within agency budgets.

The first step is to select key monitoring elements and indicators that can be effectively sampled and can provide desired data at a reasonable cost. An example of such indicators is provided in Table 1-5. A standard set of core data elements would be collected. Core data, including data necessary to evaluate achievement of the applicable Land Health Standards, are the minimum set of variables to be collected at all scales. Standardized measurement and reporting protocols would be determined because the need for consistency is essential. Where possible, monitoring protocols would be designed to integrate existing monitoring efforts and would address multiple questions. Also, the design would have the flexibility to add data elements required to answer new questions raised during subsequent site-specific planning.

Table 1-5
Monitoring Indicators

Major Uses and Resources	Indicators to be Monitored
Land Health	<ul style="list-style-type: none"> • Amount of Ground Cover • Evidence of Erosion • Vegetation Composition, Vigor and Structure • Riparian Functional Condition • Achievement of Water Quality Standards • Population and Habitat Diversity and Viability • Special Status Species Viability • Levels of Invasive Species
Transportation	<ul style="list-style-type: none"> • Road Condition • Numbers of Vehicle Accidents • Numbers of Search and Rescue Incidents • Erosion/Resource Damage Associated with Roads
OHV Use	<ul style="list-style-type: none"> • Occurrences of New Tracks
Cultural Resources	<ul style="list-style-type: none"> • Evidence of Looting/Vandalism • Changes in Site Integrity • Erosion of Trail Traces
Paleontological Resources	<ul style="list-style-type: none"> • Evidence of Looting/Vandalism • Changes in Site Integrity
ACECs	<ul style="list-style-type: none"> • Land Health Indicators • Cultural Resources Indicators
Livestock Grazing	<ul style="list-style-type: none"> • Land Health Indicators
Wild Horses & Burros	<ul style="list-style-type: none"> • Population Levels • Demographics • Herd Health • Land Health Indicators
Wildland Fire	<ul style="list-style-type: none"> • Fuel Characteristics • Burn Area Recovery • Rehabilitation Success • Fire Regime Condition Class

**Table 1-5
Monitoring Indicators**

Major Uses and Resources	Indicators to be Monitored
Fish & Wildlife	<ul style="list-style-type: none"> • Population Numbers/Trends • Impacts on Habitat
Special Status Species	<ul style="list-style-type: none"> • Land Health Indicators • Fish and Wildlife Indicators • Species Distribution
Visual Resources	<ul style="list-style-type: none"> • Changes in Visual Quality • Changes to Visual Intrusions/Contrast • Uses Comply with VRM Class
Water Resources	<ul style="list-style-type: none"> • Land Health Indicators
Lands & Realty	<ul style="list-style-type: none"> • Compliance with Stipulations • Numbers of Trespass Incidents • Access to Public Lands
Mineral and Energy Resource Uses	<ul style="list-style-type: none"> • Compliance with Stipulations
Vegetation and Soil Resources	<ul style="list-style-type: none"> • Land Health Indicators
Recreation	<ul style="list-style-type: none"> • Evidence of Litter, Garbage, Excrement • Vandalism • Area of Impact • SRP Stipulation Requirements • Surface Permeability • Loss of Vegetation
Sustainable Development	<ul style="list-style-type: none"> • Engagement • Well-being of People • Well-being of the Environment • Well-being of the Economy

Determining the specific monitoring approach for any question requires knowledge of detailed information on existing conditions. A monitoring strategy must also identify the techniques needed to acquire a complete picture of the structure and pattern of a resource (i.e., remote sensing, sample-based studies, modeling).

A monitoring system requires the development and use of indicators and thresholds based on guidelines. Thresholds are measurable indicators of when a change in management needs to be made. For example, the specific amount of resource impacts that would be tolerated before a campsite would be closed to public use and rehabilitated is a threshold. The development of indicators and thresholds would occur during the early part of plan implementation. Until these measures are in place, evaluations may not be completed. Indicators and thresholds would be periodically evaluated to assure that they remain appropriate for the Planning Area.

1.9.8 RMP Evaluation

Plan evaluations are a type of mechanism that review implementation of the RMP at several levels to see whether management goals and objectives are being met and determine whether management direction is sound. An evaluation examines management actions to determine whether they are consistent with thresholds established for the achievement of the objectives. If they are not, an evaluation identifies the reasons. The conclusions are then used to make recommendations on whether to continue current management guidelines, to make changes in management practices to meet plan goals and objectives, or to amend the plan objectives or decision to better meet the capabilities of the land and the intent of the legislation.

Reviews of the evaluation process would be periodically scheduled to ensure that:

- Monitoring data is gathered sufficiently in advance to be used effectively in the evaluation process.
- Evaluations are conducted at intervals that allow for adjustments to be made in management direction before crises develop.

RMP Evaluations made too frequently would not detect changes in ecosystems because cost-effective monitoring systems cannot detect changes at this scale. On the other hand, if plan evaluations are delayed for too long or are not conducted at all, irreversible changes may take place without detection. RMP evaluations would be conducted every five years to assess the progress toward achieving broad-scale objectives and desired future conditions.

The evaluation process would review progress toward RMP implementation as well as new, scientific research, monitoring data, and other information on changed resource or social circumstances that needs to be considered in future management. The evaluation may conclude:

- Management actions are moving resources toward the desired objectives. In this case, management actions are affirmed and may not need to be adjusted.
- Further research needs to be initiated or that actions must be adjusted to more efficiently achieve objectives of the Plan. If new information or research demonstrates better ways to achieve plan objectives, changes in activity planning and project implementation may be made.
- The objectives should be altered based on the new information. If the new information indicates that plan objectives should be reconsidered, a plan amendment may be required that would reexamine desired future conditions and ways to reach those conditions.

1.9.9 Changing the RMP

This RMP is expected to remain in place for up to 20 years. During that period, the BLM anticipates that occasional changes to the RMP would be needed because of new information, changes in resource uses, new legislation or other factors. All changes to the RMP would be documented in a manner that allows future tracking of any changes to the plan. Changes to the RMP fall into two categories:

- **RMP maintenance:** The process of modifying the text or maps of the RMP to correct clerical and technical errors or implement minor changes in wording or mapping. Maintenance actions would not change the intent of goals, objectives or decisions. Maintenance would be limited to minor corrections to improve clarity of the text, update textual or map information that changes over time or eliminate errors. Maintenance actions are not subject to the requirements of NEPA and do not require public involvement.
- **RMP Amendment:** Changes to the RMP that modify the intent of goals, objectives or decisions or add new decisions require amending the plan. Amendments may be the result of periodic evaluations that recommend changes to the plan, external factors including new legislation, changes in BLM policy, or proposals from external parties. The amendment process includes public involvement, coordination and environmental analysis similar to that used in the preparation of the original RMP. The level of environmental analysis would be appropriate to the level of potential impacts expected to be caused by the proposed amendment and could include preparation of an EIS.

1.9.10 Relationship to Other Agency Plans

Local, State, other federal agencies, and Indian Tribes in the immediate region routinely prepare plans that establish goals and direction for land use, economic development or resource management within their jurisdictions. Many of these plans bear directly on or are significantly affected by BLM plans for managing public lands. During implementation of the RMP, BLM would coordinate and consult with such agencies and Tribes to assure consistency with other approved plans to the extent these other plans are in compliance with federal laws, regulations and policies. The principles of community-based planning would be employed where timing, mutual interest and the availability of resources are appropriate to address economic, ecologic and land use issues of mutual concern.

1.10 CHANGES BETWEEN THE DRAFT RMP/EIS AND PROPOSED RMP/FINAL EIS

As a result of public comment and internal BLM review, the BLM's Preferred Alternative, identified as Alternative D as presented in the May 2010 Draft RMP/EIS has been modified and is now considered the Proposed RMP for managing BLM-administered public lands within the RMP's decision area. The Proposed RMP is a refinement of Alternative D from the Draft RMP/EIS or may include management actions proposed from other alternatives, with consideration given to public comments, corrections, and rewording for clarification of purpose and intent. The Draft RMP/EIS was available for a 90-day comment period, plus a 30 day extension, ending on October 25, 2010. Four Draft RMP/EIS public meetings were held July 16-29, 2010.

In March 2010, the USFWS published its listing decision for the greater sage-grouse as "Warranted but Precluded." The USFWS has identified the principal regulatory mechanism for the BLM as conservation measures in RMPs. Based on the identified threats to the greater sage-grouse and the USFWS timeline for making a listing decision on this species, the BLM has launched a new planning strategy to incorporate conservation objectives and management actions into RMPs in order to conserve greater sage-grouse habitat and avoid a potential listing under the Endangered Species Act (ESA). The planning strategy will evaluate the adequacy of BLM RMPs and address, as necessary, revisions and amendments throughout the range of the greater sage-grouse (with the exception of the bi-state population in California and Nevada and the Washington state population segment,

which will be addressed through other planning efforts). The WD has incorporated goals, objectives, management action, and use restrictions in order to protect or conserve sage-grouse habitat (See Fish and Wildlife and Special Status Species sections in Table 2-1). However, based on the results of the Great Basin Region – National Greater Sage-Grouse Planning Strategy and associated EIS, the WD RMP may be amended in the future to incorporate changes to sage-grouse management.

The BLM considered all substantive comments and used many of them to assist in making changes or clarifications to the Proposed RMP/Final EIS. Other factors contributed to the development of the Proposed Alternative. These include changes in policy and guidance, especially with respect to sage-grouse habitat, and input and special expertise provided by cooperating agencies.

Modifications to Alternative D focused on addressing public comments, while continuing to meet the BLM’s legal and regulatory mandates. Chapter 5 of the Proposed RMP/Final EIS contains a summary of the public comment process and the comments received on the Draft RMP/EIS. Comment letters received during the 120-day comment period and the BLM’s responses are in Appendix M.

Changes in this Proposed RMP/Final EIS from the Draft RMP/EIS generally include the following:

- Revisions or adjustments to Alternative D (the Proposed RMP);
- Additions, corrections, and clarifications to Chapter 3, Affected Environment;
- Clarifications to better explain the purpose and intent of management proposed in the Draft RMP/EIS or the environmental consequences;
- Incorporation of new information;
- Revisions to Chapter 4, Environmental Consequences, to make corrections and reflect changes in management direction (Proposed RMP) and subsequent impact analysis;
- Additions to Chapter 5, Consultation and Coordination, to describe the public comment process on the Draft RMP/EIS;
- Additions to Chapter 6, References, to include additional references cited in the document;
- Minor corrections, such as typographical errors; and
- Revisions and clarifications of the cumulative impact analysis.

The BLM made the following notable changes from the Draft RMP/EIS to the Proposed RMP/Final EIS (by resource and resource use):

- Air Quality – Improved Climate Change section (See Chapter 3).
- Geology – Supplemented and modified proposed management actions and use restrictions (See Table 2-1).
- Water Resources – Supplemented and modified management of Priority Watersheds (See - D-WR 1.4 and D-WR 1.4.1 in Table 2-1).
- Vegetation – Forests/Woodland Products – Clarified section. Two actions were added or moved (VR. 1.3.1 and VR 1.N) from Vegetation Rangeland to Vegetation Forest/Woodland

products. Two actions have been added to Vegetation – Forests/Woodlands (D-VF 1.3N and D-VF 2.1N) (See Table 2-1).

- Vegetation – Rangeland – Clarified management of forbs (D-VR 1.N and D-VR 1.1.N) and reorganized shrub sections.
- Fish and Wildlife – Supplemented and modified management of Priority Habitat areas (See D-FW 1.1 and D-FW 1.2 in Table 2-1), modified mitigation measures to protect wildlife habitat, migration corridors and protect seasonal use areas. (See CA-FW 1.2 in Table 2-1).
- Special Status Species – Supplemented and modified management relating to population management units (See D-SSS 1.2.1 and D-SSS 1.2.N in Table 2-1). Modified sensitive plant section including white bark pine to clarify management (See CA-SSS 4N in Table 2-1).
- Tribal Consultation – Identified lands proposed suitable for disposal in response to Pyramid Lake Paiute Tribe and the Summit Lake Paiute Tribe.
- Wild Horse and Burro – Modified WHB management. Identified the Tobin HMA as a non-reproducing HMA.
- Wildland Fire Ecology – Included ES&R from vegetation rangeland into Wildland Fire management section. Modified or clarified fire suppression priorities.
- Visual Resources – Improved Tables 4-15, 4-16, 4-17, and 4-18 to make them easier to read and understand.
- Minerals – Modified fluid minerals stipulations, redefined areas open, closed, or open with constraints for mineral development.
- Lands and Realty – Revised lands proposed suitable for disposal (See figure 2-66), included rights of way avoidance area stipulations (See appendix O). Subject to Congressional approval - identified public lands adjacent to Summit Lake Paiute Tribe and Pyramid Lake Tribe as eligible to be transferred either to BIA or the tribe.
- ACECs – Made factual corrections to the ACEC Nomination Report – Appendix F.
- Wild and Scenic Rivers – Modified the alternatives, clarified the affected environment and environmental consequences sections to improve the analysis.
- Lands with Wilderness Characteristics – Identified Warm Springs (18,149 acres) as an area containing wilderness characteristics.
- National Historic Trails – Modified alternatives to clarify management of National Historic Trails.
- Social and Economic – Updated tables and other relevant data.
- Sustainable Development – Removed management action that conflicts with BLM policy (See D-SD1.1, item G).
- Supplemented, improved, and modified the cumulative impact analysis with the inclusion of graphs.
- Made factual corrections to figures – Figures 2-1, 2-21, 2-29, 2-33, 2-37, and 2-53.
- Supplemented or modified some Fluid Mineral stipulations.

The detailed description of the Proposed RMP is included in Chapter 2, Table 2-1. The environmental consequences of implementing the Proposed RMP and alternatives are described in Chapter 4.