U.S. Department of the Interior
Bureau of Land Management

September 2025

Greater Sage-Grouse Rangewide Planning

Changes to Proposed Resource Management Plan Amendments for Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming

The Bureau of Land Management's mission is to sustain the health, diversity, and productivity of public lands for the use and enjoyment of present and future generations.

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United States Department of the Interior
BUREAU OF LAND MANAGEMENT
National Headquarters
Washington, DC 20240
https://www.blm.gov

Dear Reader:

The Bureau of Land Management (BLM) proposes to change management actions for the Greater Sage-grouse Rangewide Planning Proposed Resource Management Plan Amendment (RMPA), released on November 15, 2024. The updated management actions and significant changes to the Proposed RMPAs for BLM managed lands in Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming are presented in this document for your review and comment. **This is a narrow comment period focused specifically on the significant changes made since the Proposed RMPA was released. Comments that do not address the proposed changes outlined in this document will not be considered substantive.** These changes were made in response to issues raised during the protest period and governor's consistency review process, and to ensure that this planning effort complies with the BLM's most current policy. This document details the proposed changes that are subject to a 30-day public comment period consistent with 43 CFR 1610.5-1(b); 43 CFR 1610.2. Comments may be submitted through the BLM's National NEPA Register at: https://eplanning.blm.gov/eplanning-ui/project/2016719/510, or by mail to BLM Anchorage District Office, Attn: Stephanie Rice, 4700 BLM Rd, Anchorage, AK 99507. To facilitate analysis of comments and information submitted, we strongly encourage you to submit comments in an electronic format.

The BLM has carefully reviewed each of these proposed changes to determine if they would result in significant effects outside the range of effects analyzed in the Proposed RMPA/Final Environmental Impact Statement (EIS). The BLM has determined that the analysis described in the Proposed RMPA/Final EIS is inclusive of the effects that would occur because of the changed management actions and supplemental analysis under the National Environmental Policy Act is not needed. After the close of the 30-day comment period, the BLM will review comments, identify substantive comments relevant to the proposed changes, and make updates, if necessary, prior to issuing a Record of Decision and Approved RMPA for Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming.

Thank you for your continued interest in the Greater Sage-grouse Rangewide Planning RMP Amendment.

Sincerely,

W. J. Groffy

Bill Groffy
Acting Director
Bureau of Land Management

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Background

The Environmental Protection Agency (EPA) published the Notice of Availability (NOA) for the Draft Resource Management Plan Amendment (RMPA)/Draft Environmental Impact Statement (EIS) on March 15, 2024, which initiated a 90-day public comment period. The EPA published the NOA for the Proposed RMPA and Final EIS on November 15, 2024, which initiated a 30-day BLM protest period and 60-day Governor's consistency review period. The BLM received 60 unique protest letter submissions and published the protest resolution report on January 10, 2025. The BLM received Governor's consistency reviews from multiple states which identified issues with the Proposed RMPA and Final EIS. The BLM determined that modifying elements of the Proposed RMPAs for multiple states was necessary to respond to feedback received from various states during the governor's consistency review process and to ensure these plans comply with the BLM's most current policy.

The BLM has determined that it will clarify and make changes to the adaptive management language in the Proposed RMPAs for Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming to better align with state policies and programs to manage sage-grouse populations. The BLM has removed the designation for Priority Habitat Management Areas (PHMA) with limited exceptions as a distinct subset of PHMAs to improve consistency with state and local plans. All habitat management areas that were designated as PHMA with limited exceptions will now be designated as PHMA and will be subject to the management actions and direction for PHMA in the Proposed RMPAs for Idaho, Montana/Dakotas, Nevada/California, and Wyoming. The Nevada/California and Idaho Proposed RMPAs changed the seasonal habitat benchmark for perennial grass height during nesting/early brood rearing from a quantitative standard to a qualitative standard to account for habitat variability across the states. The habitat management area boundaries for the Utah Proposed RMPA will be updated to more closely align with the State of Utah Greater Sage-Grouse Conservation Plan (2019) and minimize sage-grouse habitat management areas outside of the State of Utah's Sage-Grouse Management Areas. The Nevada Proposed RMPA will change the allocation for major rights of way in general habitat management areas from avoidance to open to align more closely with how GHMA is managed in BLM California.

The BLM has carefully reviewed each of these proposed changes to determine if they would result in significant effects outside the range of effects analyzed in the Proposed RMPA/Final Environmental Impact Statement (EIS). The BLM has determined that the analysis described in the Proposed RMPA/Final EIS is inclusive of the effects that would occur because of these changed management actions and supplemental analysis under the National Environmental Policy Act is not needed.

Updated Adaptive Management Language

The following adaptive management language will be changed in the Proposed RMPAs for Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming to improve consistent rangewide adaptive management. The BLM has closely coordinated with the Western Governors Association Sage-grouse Conservation Task Force (Task Force) to better align the BLM's adaptive management process with state policies and programs to manage sage-grouse populations. States expressed a need to clarify how state adaptive management approaches would be incorporated into the BLM's adaptive management process, and several states expressed concern with using the targeted annual warning system (TAWS) model and a desire to use models maintained and controlled by state wildlife agencies for sage-grouse population calculations. The BLM worked closely with the Task Force to develop an adaptive management approach that recognizes state governments' authority to manage sage-grouse populations while remaining

consistent with the BLM's adaptive management process in the Oregon and Colorado Approved RMPAs. In order to resolve issues raised in the Wyoming governor's consistency review, the Wyoming Proposed RMP Amendment will incorporate the State's adaptive management approach outlined in Wyoming Executive Order 2019-3 (WY EO 2019-3). The language below is proposed to be included in Table 1, *PHMA Allocations and Management Direction,* in the Approved RMPAs for Idaho, Montana/Dakotas, Nevada/California, Utah, and Wyoming, and in the last appendix of each applicable Approved RMPA.[1]

UPDATED ADAPTIVE MANAGEMENT LANGUAGE FOR TABLE 1, PHMA ALLOCATIONS AND MANAGEMENT DIRECTION, FOR IDAHO, MONTANA/DAKOTAS, NEVADA/CALIFORNIA, AND UTAH

Objective: Address unanticipated negative impacts to Greater Sage-Grouse (GRSG) from changes in habitat conditions before consequences become severe or irreversible.

Allocation: N/A

Management Action: The BLM will implement adaptive management per the following Management Action to inform appropriate responses to the loss or degradation of GRSG habitat on BLM-administered lands. Where the State has an adaptive management process as part of the State's GRSG management plan, program, policy, regulation, or authority, the BLM will participate in and implement the most recent State adaptive management process, consistent with the framework outlined in Appendix XX. If a State is developing an adaptive management process, the BLM will participate in developing that process and, as appropriate, any state-level interagency adaptive management team.

The BLM must consider the best available information about GRSG habitat and population status, which includes the States' data and other available science. States have ownership over managing GRSG populations and therefore lead the collection of GRSG population monitoring data and determination of population status (e.g., increasing, decreasing, or stable). The States' population monitoring is important for informing effective GRSG habitat management on BLM-administered lands.

In coordination with State GRSG authorities and state-level interagency adaptive management teams, BLM will produce an annual summary of GRSG habitat conditions and population status, adaptive management thresholds, and any associated adaptive management responses and decisions for BLM-administered lands. This will be completed by a mutually agreed-upon date. BLM's annual summaries will include population status input and recommendations from State GRSG authorities. BLM will coordinate with State GRSG authorities regarding management decisions made in response to adaptive management thresholds and subsequent causal factor analyses and will make decisions for the management of BLM managed surface lands and mineral estate. If no adaptive management thresholds are identified during a given year, an annual review of habitat and population status by state-level interagency adaptive management teams (including State GRSG authorities) is nonetheless encouraged.

Consistent with State GRSG adaptive management processes and the Federal Land Policy and Management Act ("FLPMA"), the BLM will implement the GRSG adaptive management framework outlined in Appendix XX in coordination with state-level interagency adaptive management teams.[2]

[1] Adaptive management direction for the 2024 Proposed RMPA can be found in Table 2-4, *PHMA Allocations and Management Direction,* in the Final EIS (Greater Sage-grouse Land Use Plan Amendments and EIS).

[2] The Federal Land Policy and Management Act (FLPMA) requires the BLM, to "resolv[e], to the extent practical, inconsistencies between Federal and non-Federal Government plans," and achieve consistency with State and local plans to the maximum extent that the BLM finds to be consistent with the laws governing public lands. 43 USC 1712(c)(9). See also 43 CFR 1610.3-1.

ADAPTIVE MANAGEMENT APPENDIX FOR IDAHO, MONTANA/DAKOTAS, NEVADA/CALIFORNIA, AND UTAH

Appendix XX – BLM Adaptive Management Process

The BLM will implement GRSG adaptive management in coordination with existing or future state-level interagency adaptive management teams and use the best available scientific information, including GRSG population status as determined by State GRSG authorities. Composed of knowledgeable BLM and State GRSG authorities and working groups, interagency adaptive management teams will provide GRSG habitat management information to the BLM authorized officers. The BLM will work with the appropriate agencies to inform and implement the most recent State adaptive management processes, consistent with the framework outlined in this appendix.[3]

Key elements of the GRSG adaptive management process set forth herein include (1) monitoring habitat conditions and population status (e.g., abundance and trends) analysis units, (2) establishing and routinely assessing thresholds for habitat conditions and population status indicating unanticipated GRSG habitat impacts, (3) conducting causal factor analyses (CFA) of thresholds that have been met, and (4) employing management decisions and actions in response to thresholds and CFAs.

Analysis Units

To accurately inform adaptive management, the status of GRSG habitat and populations will be monitored and thresholds assessed at a scientifically appropriate scale and within comparable spatial analysis units. The BLM will specify the spatial analysis unit, in coordination with State GRSG authorities, applied when implementing adaptive management. Some threshold assessments, CFAs, and adaptive management responses may need to extend beyond individual spatial analysis units to address large-scale unanticipated negative impacts to GRSG habitat.

Habitat Thresholds

Habitat Threshold Activation – The BLM's adaptive management process specifies habitat thresholds for negative changes to GRSG habitat condition. The BLM will routinely assess the following habitat thresholds, which may be revised by the BLM as warranted through appropriate additional decision-making with newly available scientific information, and will document data and rationale for activated thresholds:

1. A soft habitat threshold will be activated when more than 5% of the suitable habitat (as defined as areas capable of supporting sagebrush) of Priority Habitat Management Areas (PHMA) and Important Habitat Management Areas (IHMA) spatial analysis unit is lost during a given year (including losses to wildfire). Percent sagebrush loss will be calculated only on PHMA and IHMA portions of a spatial analysis unit that may also contain other HMA designations (e.g., GHMA). Baselines for calculating sagebrush loss will be specified by the sagebrush base layer delineated with the most recent LandFire data (detailed in Appendix 3) available at publication of the Approved RMPA and ROD.
2. A hard habitat threshold will be activated when suitable habitat, as defined above, in PHMA/IHMA within a spatial analysis unit decreases below 65% (Aldridge et al., 2008; Connelly et al., 2000).
3. A hard habitat threshold will also be activated when a soft habitat threshold occurs as calculated from baseline in 4 consecutive years (i.e., >5% decline in each of 4 consecutive years).

Habitat Threshold Deactivation – Habitat threshold deactivation will be determined by the BLM in coordination with State GRSG authorities, and state-level interagency adaptive management teams where

[3] The Federal Land Policy and Management Act (FLPMA) requires the BLM, to "resolv[e], to the extent practical, inconsistencies between Federal and non-Federal Government plans," and achieve consistency with State and local plans to the maximum extent that the BLM finds to be consistent with the laws governing public lands. 43 USC 1712(c)(9). See also 43 CFR 1610.3-1.

occurring. Data and rationale for deactivating a threshold will be documented. Deactivating habitat thresholds will correspond to the following criteria:

1. Soft and hard habitat thresholds can be deactivated if the quantity of sagebrush vegetation communities within the affected spatial analysis unit recover to sagebrush conditions and/or habitat function existing prior to a habitat threshold being activated.
2. If a spatial analysis unit cannot be restored to original sagebrush conditions and/or habitat function due to ecological or disturbance limitations (e.g., intense wildfire-killed soil microfauna, dense anthropogenic activities, etc.), restoration and/or habitat enhancement in adjacent spatial analysis units can be considered to increase GRSG abundance in those areas. In these situations, habitat threshold deactivation occurs when regional GRSG abundance recovers as determined by State GRSG authorities to levels present prior to the threshold being activated.
3. If enhancing habitats in adjacent spatial analysis units does not deactivate a threshold, further assessment may be necessary to determine if the area in which the habitat threshold occurred should still be considered GRSG habitat.

Population Thresholds

Population Threshold Activation – Although BLM does not manage GRSG, GRSG population status can provide valuable information about habitat conditions on BLM-administered lands. In addition to habitat thresholds, the BLM's adaptive management process specifies population thresholds as indicators of potential habitat condition changes and unanticipated negative impacts to GRSG. States lead GRSG population data collection and determination of population status, often in coordination with state-level interagency adaptive management teams. Therefore, threshold activation will be determined in coordination among BLM, State GRSG authorities, and state-level interagency adaptive management teams where occurring. In addition, State GRSG authorities should alert the BLM any time an internal assessment identifies population status concerns warranting activation of population thresholds. The BLM will document data and rationale for activating population thresholds, including population status input and recommendations from State GRSG authorities.

Hierarchical Population Monitoring Framework (HPMF) Population Thresholds (best available science) – The BLM will review population trend assessments provided by the States, annual HPMF results (when available, Coates et al. 2021 and subsequent updates or revisions), and other available scientific information to inform potential habitat concerns in PHMA and IHMA. State GRSG authorities receive HPMF results in advance of public releases. Therefore, State GRSG authorities can provide the BLM with early alerts of both soft and hard population thresholds that may need a CFA (note: the BLM does not receive lek specific information from the HPMF).

To the extent the HPMF's Targeted Annual Warning System (TAWS) is consistent with State adaptive management processes and the best available science, and therefore utilized by the BLM, activation of the HPMF thresholds correspond to the following definitions:

1. Activation of a soft population threshold is equivalent to a TAWS "watch," which is defined as 2 consecutive years of population decline within a neighborhood cluster that is either different or more rapid than the associated climate cluster.
2. Activation of a hard population threshold is equivalent to a TAWS "warning," which is defined as 2 out of 3 (fast) or 3 out of 4 (slow) consecutive years of population decline within a neighborhood cluster that is either different or more rapid than the associated climate cluster.

HPMF Population Threshold Deactivation – Where applied, HPMF population threshold deactivation will be determined by the BLM in coordination with State GRSG authorities, and state-level interagency adaptive management teams where occurring. The BLM will document data and rationale for deactivating a population threshold. To the extent TAWS is consistent with State adaptive management processes and

the best available science, and therefore utilized by the BLM, deactivating HPMF population thresholds will correspond to the following criteria:

1. The affected population's trend is no longer a "watch" or "warning" within a neighborhood cluster and realigns with the climate cluster's trend for 3 consecutive years; or

2. The affected population's abundance or growth rate are sufficient for recovery as determined by and with concurrence of State GRSG authorities; or

3. The BLM and State GRSG authorities determine threshold results were in error.

Population Threshold Verification – The BLM and State GRSG authorities will jointly verify each activated population threshold, preferably within 60 days, to assess if habitat factors may be influencing the suspected population threshold. If BLM and State GRSG authorities agree a threshold was activated in error, the BLM will document information substantiating the error and threshold deactivation as may be warranted. In the event of a disagreement, BLM and State GRSG authorities will coordinate to resolve the disagreement by further assessing and documenting potential threshold analysis errors. If a disagreement persists, the appropriate BLM State Director will collaborate with BLM State and National GRSG coordinators and local BLM field biologist, as needed, to evaluate threshold results and determine if a CFA is prudent. The BLM State Director will advise the State GRSG authorities of BLM's threshold verification conclusion.

Causal Factor Analysis (CFAs)

CFA Teams – CFA teams will identify factors causing thresholds to be activated and recommend adaptive management responses to deactivate thresholds. CFA team composition should minimally include the local BLM biologist, BLM State Sage-grouse Lead, and at least one representative from the State GRSG authorities. Additional subject matter experts, stakeholders with local knowledge, and other affected parties may be included on CFA teams as appropriate for site-specific analyses or as consistent with existing CFA team structures.

Formal CFA – The BLM, in coordination with the CFA team, will perform a CFA and prepare a report for each activated and verified habitat and population threshold. Formal CFAs will be performed for activated thresholds with one or more potential causal factors that are not obvious (in contrast to the Rapid Assessment CFA described below). CFAs will identify factors causing thresholds to be activated and recommend adaptive management responses to deactivate thresholds. Substantive disagreements about causal factors will be noted in the CFA report along with the basis of the disagreements. CFAs and reports will be completed within 12 months from the threshold being activated. BLM will prepare a CFA report even if no causal factors are identified. Upon completion, CFA reports will be submitted to the appropriate local BLM manager, BLM State Sage-grouse Lead, BLM National GRSG Coordinator, State GRSG authorities, and CFA team. CFA reports will include, but not be limited to, the following information about the activated threshold and affected spatial analysis unit(s):

1. Descriptions of existing land uses.
2. Landownership patterns.
3. GRSG population trends.
4. Habitat conditions and trends.
5. Factor(s) causing the habitat and/or population declines and threshold activation.
6. Recommended management actions to address causal factors.
7. Data and expertise used to reach CFA conclusions.

Rapid Assessment CFA – A rapid assessment CFA can be performed instead of a formal CFA for activated thresholds with obvious causal factors (e.g., large wildfire or other discrete events). Rapid assessments may be conducted by the BLM or appropriate State GRSG authorities, or both, but results should be confirmed by all parties. Causal factors identified during a rapid assessment will be documented and reported to the appropriate local BLM manager, BLM State Sage-grouse Lead, BLM National GRSG Coordinator, State GRSG authorities, and CFA team. If a rapid assessment identifies no obvious causal factor, a formal CFA will be completed within 12 months of the threshold being activated.

PHMA and IHMA Adaptive Management Responses:

Threshold Responses – The BLM will implement adaptive management responses to address factors causing habitat or population threshold activation as specified in CFA reports and rapid assessment documentation. In accordance with applicable law and prior existing valid rights, the BLM may modify authorizations of existing activities and defer authorization of proposed new activities to avoid, minimize, or otherwise mitigate GRSG impacts on BLM-administered lands from causal factors. Through project-level analysis conducted under the National Environmental Policy Act (NEPA), the BLM will evaluate if a proposed new activity could contribute to an activated threshold or cause a future threshold activation. Implementing habitat improvement projects should also be considered if likely to reverse thresholds. The BLM will coordinate adaptive management responses with State GRSG authorities and state-level interagency adaptive management teams where occurring.

Spatial Scale and Monitoring – The BLM will target adaptive management responses at the spatial scale and within the spatial analysis unit at which a threshold is activated. However, a CFA team may recommend expanding the spatial extent of adaptive management analyses and recommended responses beyond individually activated spatial analysis units to address large-scale unanticipated negative impacts to GRSG habitat. Monitoring of the affected habitat or population (or both if appropriate) will be necessary to assess the efficacy of adaptive management responses for deactivating thresholds.

Non-BLM administered lands – CFAs and corresponding adaptive management responses should consider if threshold activation in PHMA/IHMA is due to actions on non-BLM administered lands. If a threshold is activated from actions on adjacent non-BLM administered lands, the BLM can consider authorizing proposed new activities that will not negatively impact GRSG habitat or populations on BLM-administered lands or contribute to indirect or cumulative impacts. The BLM may also consider additional adaptive management responses as needed to prevent further GRSG habitat impacts on BLM-administered lands. The BLM will document adaptive management determinations regarding non-BLM administered lands to address a threshold that has been activated due to activities that occurred on non-BLM-administered lands.

Thresholds – The BLM can consider authorizing proposed new activities during a CFA if the activities will cause no GRSG mortality or direct loss or degradation of occupied GRSG habitat. After completing the CFA, the BLM can consider activity authorizations and reauthorizations if similar activities were neither causal factors nor contributing factors of the activated threshold. Project-level NEPA will evaluate if authorizing a proposed new activity could cause a threshold to be sustained or reactivated.

Threshold Modification – If supported by local data, a CFA team can review and recommend modifying the activated threshold level, and corresponding adaptive management responses, from (1) soft-to-hard or (2) hard-to-soft. Threshold modifications must be supported by data and detailed in a written report that is approved by the BLM authorized officer in consultation with State GRSG authorities and local CFA team.

Exceptions to Threshold Responses – The BLM will coordinate with permittees and project proponents to reduce potential GRSG impacts from the following exceptions to adaptive management responses for activated thresholds:

1. Renewal of existing authorized activities that require an authorization if:
   a. The activity is scheduled within 60 days of when a threshold is identified and activated, and
   b. The permittee or project proponent can demonstrate significant negative economic impacts (e.g., documented loss of income equivalent to the income potential of the activity), and
   c. The renewal can only be considered if it does not result in known negative impacts to GRSG habitat or populations.
2. Activities essential for human health and safety in a current or likely catastrophic event (e.g., repair of dams, emergency vehicle access, emergency utility repairs). Note: routine maintenance and operations of electric utility ROWs are addressed under BLM regulations at 43 CFR 2801.
3. Emergency Stabilization and Rehabilitation activities for post-wildfire restoration.
4. A livestock grazing permit or lease to extend the current livestock grazing practice may be renewed until the CFA is completed. If livestock grazing is not determined as a causal factor to an activated threshold, livestock grazing permit or lease renewal can proceed normally. If livestock grazing is identified as a causal factor to an activated threshold, the terms and conditions of the livestock grazing permit or lease will need to be examined through NEPA and potentially modified to reduce or eliminate negative habitat impacts.
5. Continuing the terms and conditions for livestock grazing when a permit or lease has expired or was terminated due to a livestock grazing preference transfer in accordance with Section 402(c)(2) of the Federal Land Policy and Management Act (FLPMA).

Inconclusive CFAs – If a CFA identifies no causal factor for an activated threshold, the BLM may consider additional project-level restrictions on existing or new activity authorizations within the spatial analysis unit of the activated threshold. The BLM will implement activity restrictions in coordination with permit holders and State GRSG authorities and in accordance with applicable law and prior existing valid rights. The BLM will document the biological rationale for restrictions. New authorizations must disclose that a threshold has been activated and consider potential cumulative impacts on GRSG habitat and State-managed populations. In addition to activity restrictions, the BLM should implement habitat improvement projects to promote threshold deactivation. The BLM should monitor habitat conditions associated with inconclusive CFAs and document new information as a CFA report addendum or in annual adaptive management reports. CFAs not completed within 12 months will not be considered inconclusive and should be prioritized for completion.

Adaptive Management Response Removal – After corresponding thresholds are deactivated, the BLM will remove activity restrictions implemented as adaptive management responses on authorized activities. BLM will also consider authorizing new proposed activities within associated spatial analysis units after thresholds are deactivated.

Habitat Thresholds due to Wildfire

If wildfire causes habitat threshold activation, the BLM will coordinate with State GRSG authorities and assess actual wildfire impacts to GRSG habitat within the wildfire perimeter, including the extent of lost habitat, burn severity, and sagebrush mortality, except as defined in the Exceptions to Threshold Response above. The BLM will perform post-wildfire GRSG habitat assessments, which can include an initial rapid assessment CFA, in addition to a BLM Emergency Stabilization and Rehabilitation review that might also occur. If the GRSG habitat assessment concludes that wildfire severity permanently precludes habitat restoration, the BLM may perform additional assessments to determine if the wildfire-affected area should not be considered GRSG habitat. Post-wildfire GRSG habitat assessments and associated determinations will be documented and reported to the BLM State Director, BLM State Office Sage-grouse Lead, National BLM GRSG Coordinator, and State GRSG authorities.

The BLM will complete post-wildfire GRSG habitat assessments before the next growing season following the fire. Until a post-wildfire GRSG habitat assessment is completed, the BLM will authorize no new activities that could cause more GRSG habitat loss or degradation within PHMA/IHMA portions of the wildfire-affected spatial analysis unit(s) where the habitat threshold is activated. The threshold will be deactivated if the assessment concludes that wildfire did not reduce the availability of habitat services (i.e., food, cover, water, and connectivity) necessary to support pre-wildfire GRSG abundance. State GRSG authorities will determine pre-wildfire GRSG abundance and participate in the assessment of wildfire effects on GRSG abundance and habitat services. If pre-wildfire GRSG abundances are not supported, the BLM may defer authorizing new activities in accordance with applicable law and prior existing valid rights until the threshold is deactivated and the wildfire-affected area again supports pre-wildfire GRSG abundances. The BLM may consider authorizing new activities prior to threshold deactivation only if the activity will neither directly nor indirectly impact the wildfire-affected GRSG populations, as determined in coordination with State GRSG authorities.

Citation:
Coates, P.S., Prochazka, B.G., O'Donnell, M.S., Aldridge, C.L., Edmunds, D.R., Monroe, A.P., Ricca, M.A., Wann, G.T., Hanser, S.E., Wiechman, L.A., and Chenaille, M.P., 2021, Range-wide greater sage-grouse hierarchical monitoring framework—Implications for defining population boundaries, trend estimation, and a Targeted Annual Warning System [TAWS]: U.S. Geological Survey Open-File Report 2020–1154, 243 p., https://doi.org/ 10.3133/ ofr20201154.

UPDATED ADAPTIVE MANAGEMENT LANGUAGE FOR TABLE 1, PHMA ALLOCATIONS AND MANAGEMENT DIRECTION, FOR WYOMING

Objective: Address unanticipated negative impacts to Greater Sage-Grouse (GRSG) from changes in habitat conditions before consequences become severe or irreversible.

Allocation: N/A

Management Action: States manage wildlife on behalf of their publics; adaptive management concerning wildlife on BLM-administered lands should therefore seek to align with state plans. Consistent with State GRSG adaptive management processes, the BLM will implement GRSG adaptive management after coordinating with state-level interagency adaptive management teams. FLPMA requires that to the extent consistent with the laws governing public lands, the BLM is to "[resolve] to the extent practical, inconsistencies between Federal and non-Federal Government plans," and land use plans "shall be consistent with State and local plans to the maximum extent [the Secretary] finds consistent with Federal law and the purposes of this Act." 43 USC § 1712(c)(9). See also 43 CFR 1610.3-1. Therefore, the BLM will implement adaptive management according to the following framework to inform appropriate responses to the loss of GRSG habitat on BLM-administered lands.

Where the State has established an adaptive management process as part of the State's GRSG management plan, program, policy, regulation, or authority, the BLM will participate in and implement the most recent State adaptive management process to the maximum extent permitted by Federal law.[4] As the State updates their adaptive management process, the BLM will, as appropriate, participate in developing that process, and any state-level interagency adaptive management team. Once the State

[4] Wyoming has an established interagency adaptive management process, outlined in Appendix I of the State of Wyoming Executive Order 2019-3 (WY EO 2019-3). The adaptive management actions provided in Appendix I of WY EO 2019-3 were analyzed in the Final EIS as part of Alternative 2 (Greater Sage-grouse Land Use Plan Amendments and EIS).

interagency adaptive management process is in effect, the BLM will seek to incorporate the State's adaptive management process into its approved RMP.

Elimination of PHMA with Limited Exceptions Rangewide in the Proposed RMPA

The BLM will eliminate the designation "PHMA with limited exceptions" as a subset of PHMA rangewide. HMAs that were designated as PHMA with limited exceptions will now be designated as PHMA and will be subject to the management allocations and direction for PHMA. This change will be applied in the Proposed RMPAs for Idaho, Montana/Dakotas, Nevada/California, and Wyoming. In the Nevada/California Proposed RMPA, PHMA with limited exceptions will revert to the HMA model results (primarily PHMA), which is consistent with the remainder of the planning area and the State of Nevada HMA map. Utah did not identify any PHMA with limited exceptions in the Proposed RMPA/Final EIS.

During the governor's consistency review, several states found the identification of PHMA with limited exceptions and the additional protections provided for these areas to be unnecessary; potentially inconsistent with state and local plans, policies, or programs (including concern that this would mean three federal management area designations instead of two); and a primary reason the states could not support the Proposed RMP Amendments. In consideration of the states' concerns and to allow the BLM and the states to move forward together, the BLM will remove this PHMA with limited exceptions designation and all associated management direction. The area will be identified as PHMA and would be subject to the management allocations and direction outlined in the Final EIS in Table 2-4, *PHMA Allocations and Management Direction*.[5] Specific changes in management direction associated with the elimination of PHMA with limited exceptions are shown below in the highlighted sections of Table 1, *Elimination of PHMA with Limited Exceptions,* and state-specific maps.

[5] The identification of areas within PHMA, referred to as PHMA with limited exceptions, and associated management direction were also not carried forward in the Greater Sage-Grouse Rangewide Records of Decision and Approved RMPAs for Colorado and Oregon, as explained in the Records of Decision for the Approved RMPAs (January 2025). PHMA with limited exceptions identified in the Proposed Amendment constituted less than 1% of overall PHMA in the Colorado and Oregon planning areas. These changes were not significant and further public comment was not necessary.

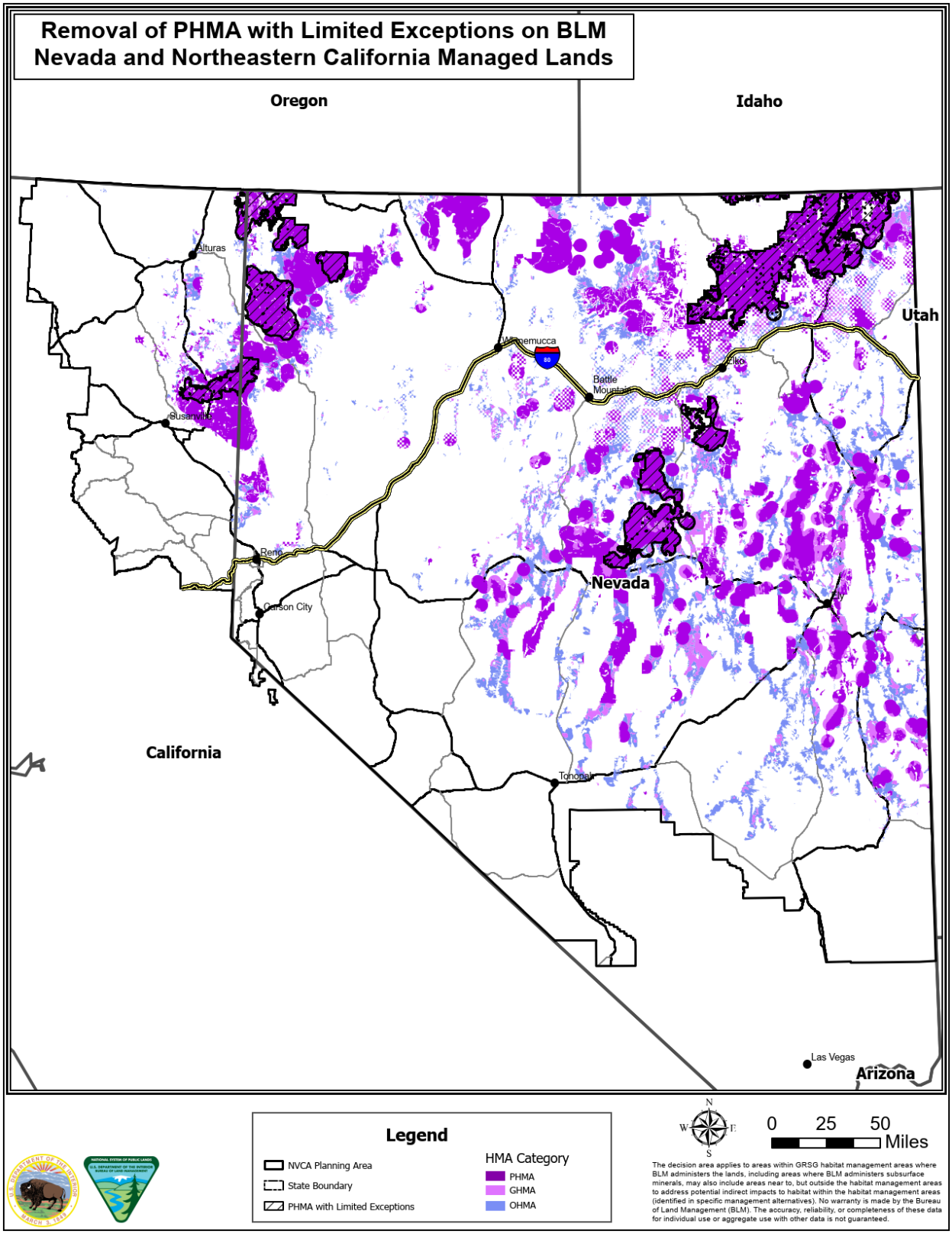
Table 1. Elimination of PHMA with Limited Exceptions

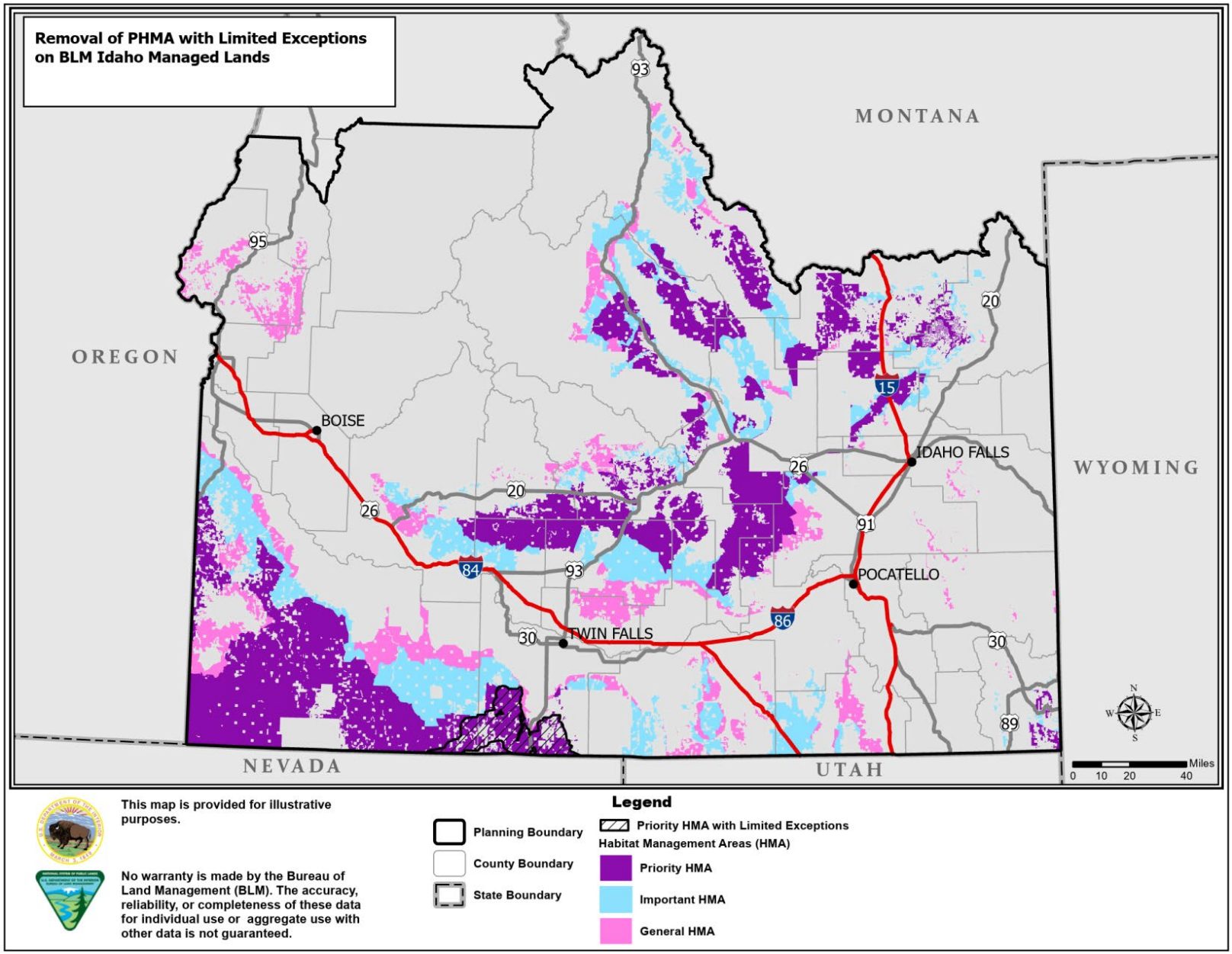
Changes to Proposed RMP Amendment for PHMA with limited exceptions[6]		
Management Category	**Allocation and Management Direction**	**State-Specific Differences**
Utility Scale Solar	**Allocation:** Exclusion with exceptions for utility scale solar testing and development. Refer to Table 2-4 of the Final EIS for exception criteria.	—
Utility Scale Wind	**Allocation:** Exclusion with exceptions for utility scale wind energy testing and development (including met towers). Refer to Table 2-4 of the Final EIS for exception criteria.	—
Fluid Minerals (including Geothermal)	**Allocation:** Open to leasing subject to no surface occupancy (NSO) (unless otherwise closed). Refer to Table 2-4 of the Final EIS for NSO exceptions.	Refer to the state-specific differences in Table 2-4 of the Final EIS.
Saleable Minerals/Material Management	**Allocation:** Closed, but Open for new free use permits and Open for the expansion of existing pits.	Refer to the state-specific differences in Table 2-4 of the Final EIS.
Nonenergy Leasable Minerals	**Allocation:** Closed to new leases but allow expansion of existing operations.	Refer to the state-specific differences in Table 2-4 of the Final EIS.
Major Rights of Way	**Allocation**: Avoidance for new major ROWs (linear features such as overhead transmission lines, distribution pipelines, and large non-linear surface disturbing projects. Refer to glossary). **Management Direction**: If during consideration of a proposed ROW action (project level authorization) the determination of whether it is a major or minor ROW is questioned, with supporting rationale, the Authorized Officer (AO), in consultation with the BLM State Office lead(s), will make the final determination. Authorizations may be granted if one of the criteria below and the additional conditions are met. **Major Rights of Way Avoidance Criteria:** 1) RMP designated corridors within PHMA are open to consideration of a new major ROW in the category of ROW for which the corridor was designated if co-location of the proposed authorization within the existing ROW disturbance results in minimal impacts similar to those already associated with the existing major infrastructure, including indirect disturbance to or disruption of adjacent seasonal habitats.	Refer to the state-specific differences in Table 2-4 of the Final EIS.

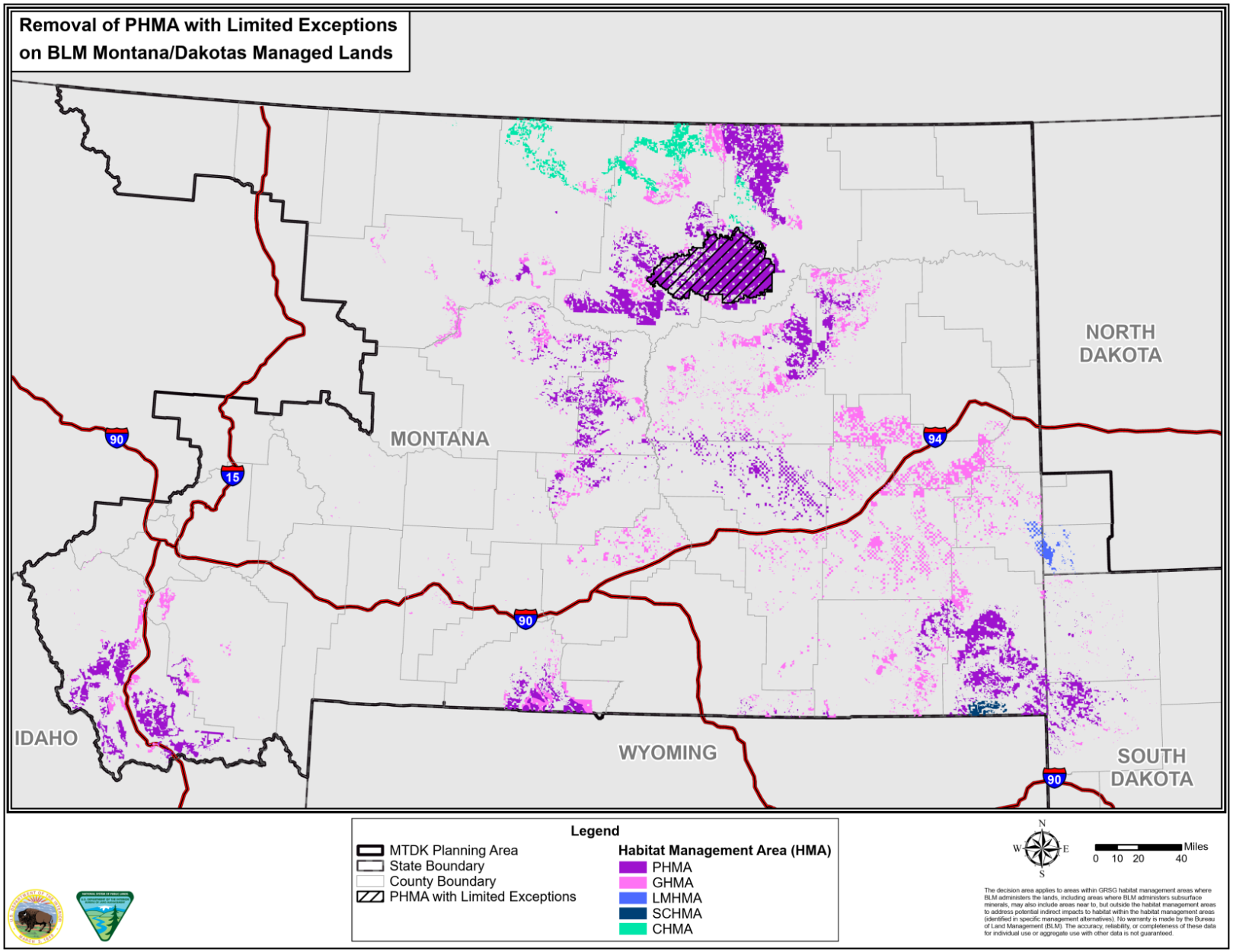
[6] Management direction for PHMA can be found in Table 2-4 of the Final EIS (Greater Sage-grouse Land Use Plan Amendments and EIS). Management direction for PHMA with limited exceptions in the 2024 Proposed RMPA can be found in Table 2-5 of the Final EIS.

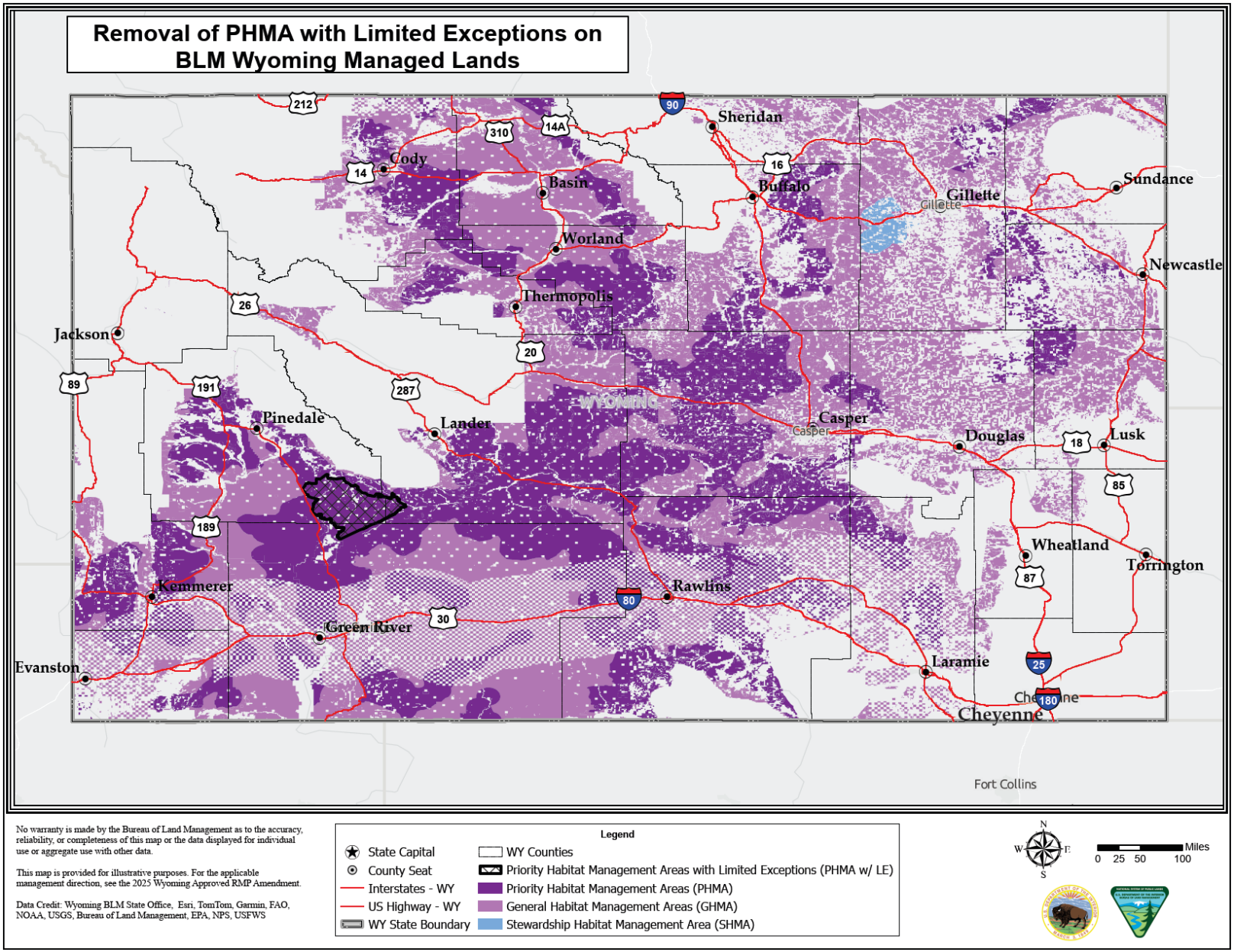
Changes to Proposed RMP Amendment for PHMA with limited exceptions[6]		
Management Category	**Allocation and Management Direction**	**State-Specific Differences**
Major Rights of Way (*continued*)	2) The ROW can be routed through, or located within, non-habitat/unsuitable (as determined by a qualified biologist and confirmed by the BLM using criteria such as the Habitat Assessment Framework and coordinated with State wildlife agencies and other appropriate state authority) and lacks the ecological potential to become suitable habitat. ROWs shall not disrupt connectivity between habitat areas and should be designed to prevent indirect disturbance to or disruption of adjacent seasonal habitats (as disclosed in the environmental analysis). a. Applicants must clearly demonstrate to the Authorized Officer (AO) and State Sage-grouse lead that no viable alternatives exist for placement of facilities outside the avoidance area prior to analyzing placement within an avoidance area. Considerations can include wildfire risk, human health and safety, and national security. The ROW must be the minimum necessary to achieve the ROW's purpose and would not otherwise be viable in an area that is "open" to ROWs. 3) The proposed location on public lands would be undertaken as an alternative to a similar action occurring on a nearby non-public lands parcel (for example, due to landownership patterns), and development on the public parcel in question would eliminate impacts on more important and/or limited GRSG habitat (e.g., wet meadows, brood-rearing habitat, etc.) on the non-public nearby parcel. The ROW must be the minimum necessary to achieve the ROW's purpose and would not otherwise be viable in an area that is "open" to ROWs. *If one or multiple of the avoidance criteria can be met, the ROW must also meet the following conditions in order to be permitted in PHMA:* a) Micro-siting while developing the major ROW is required to limit impacts and maintain connectivity corridors between seasonal habitats. This includes using topography and non-habitat as effective barrier to adverse impacts and co-location with existing, similarly sized, infrastructure. b) Where the development of the major ROW is outside a designated corridor, apply minimization measures (e.g., disturbance cap, seasonal constraints, tall structure limitations, RDFs, nest and perch deterrents). c) Residual direct and indirect impacts would be mitigated through compensatory mitigation to achieve the mitigation standard. If requiring compensatory mitigation both inside and outside of RMP-designated corridors disincentivizes location in the designated corridor or another route that has lesser impacts to GRSG, the Authorized Officer may consider adjusting the compensatory mitigation requirement if doing so reduces impacts to GRSG compared to an alignment that otherwise requires	(see *above*)

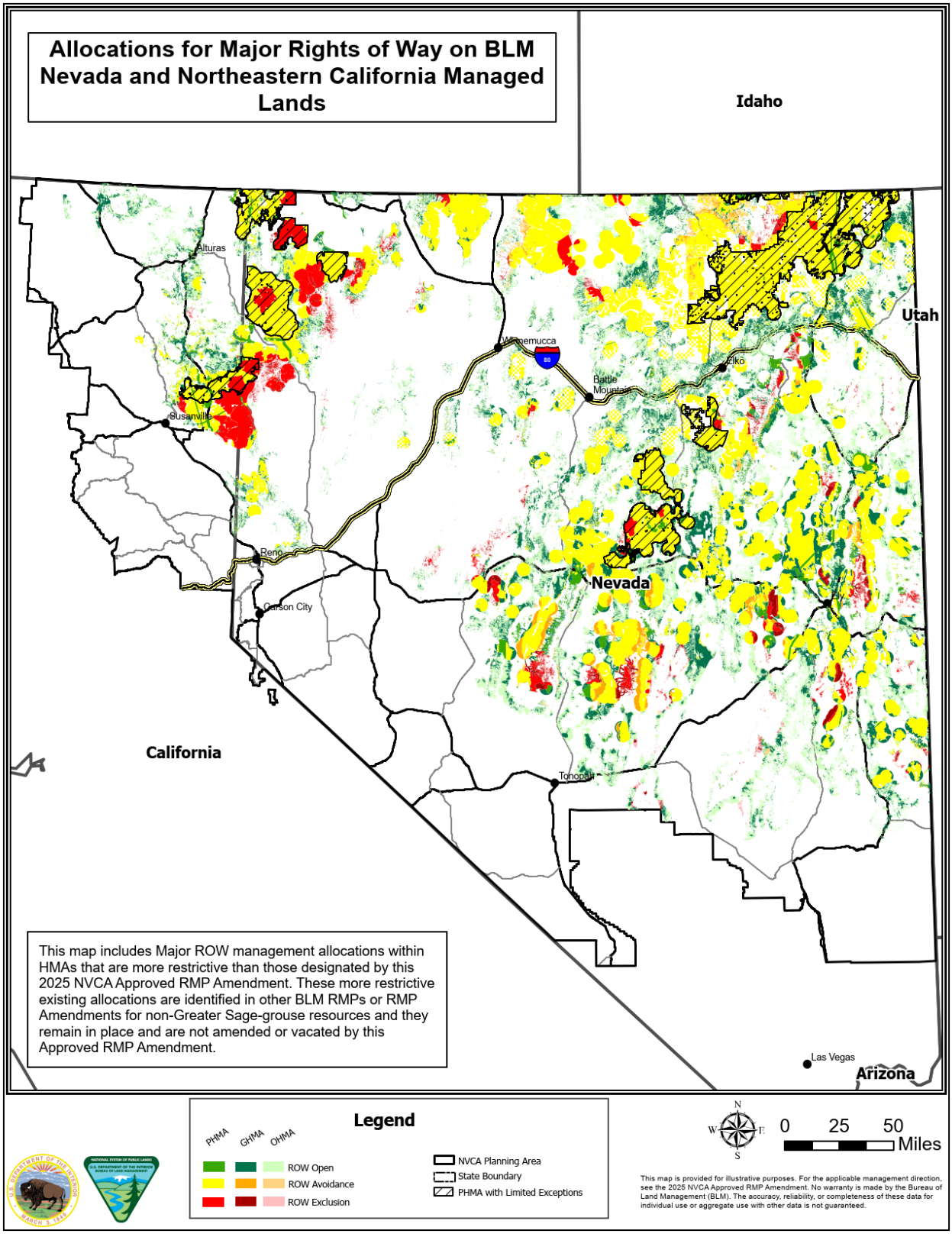
Changes to Proposed RMP Amendment for PHMA with limited exceptions[6]		
Management Category	**Allocation and Management Direction**	**State-Specific Differences**
Major Rights of Way (*continued*)	compensatory mitigation (e.g., development in an RMP-designated corridor that has existing transmission lines already present). When considering adjustments to the BLM's no net loss compensatory mitigation requirement for a major ROW (see GRSG mitigation action), the Authorized Officer shall coordinate with the applicable State agencies to ensure compliance with compensatory mitigation required by State policies or regulations that go beyond BLM's compensatory mitigation requirement.	(*see above*)

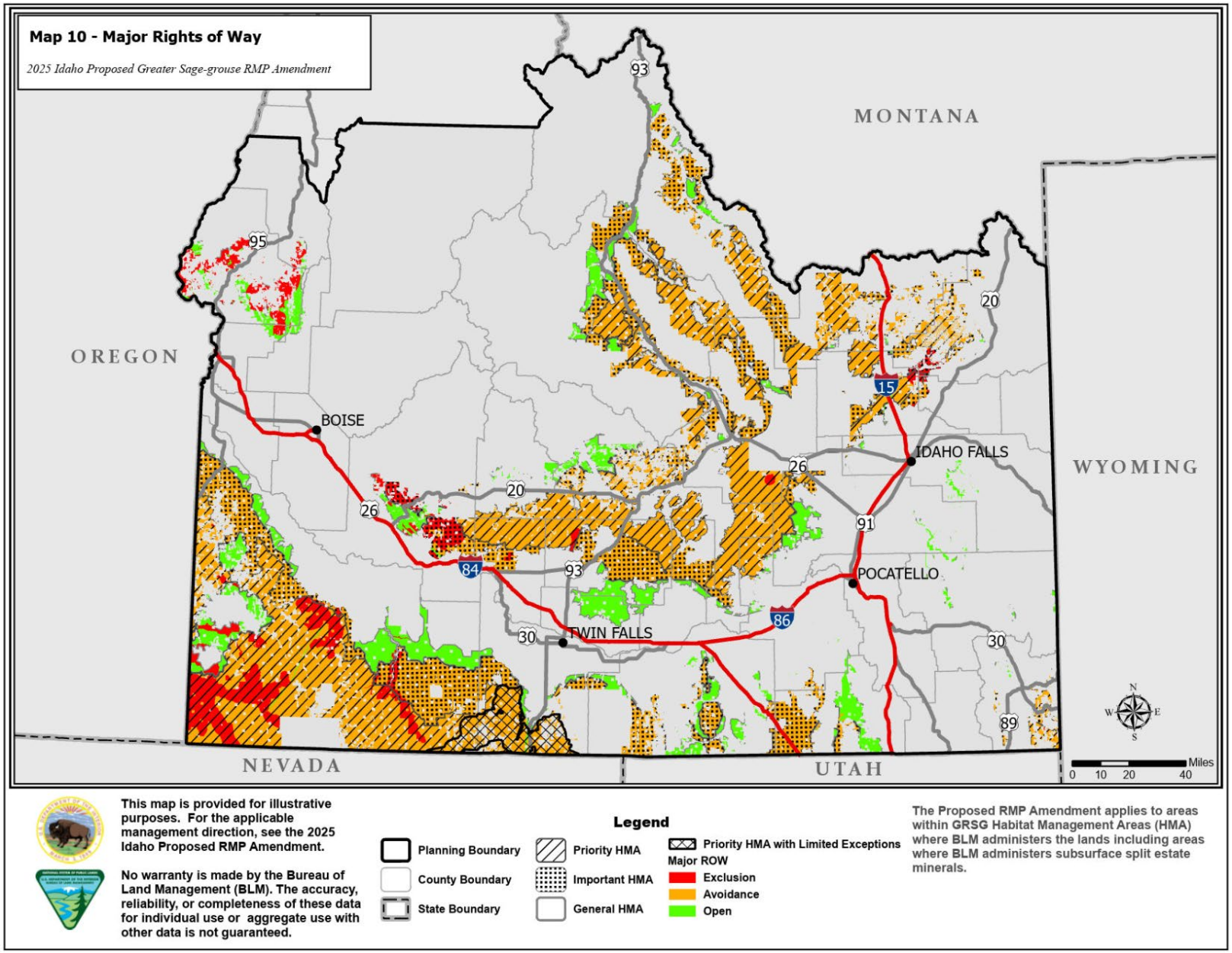

Removal of PHMA with Limited Exceptions on BLM Nevada and Northeastern California Managed Lands
Oregon
Idaho
Utah
Nevada
California
Arizona
Alturas
Susanville
Winnemucca
Battle Mountain
Elko
Reno
Carson City
Tonopah
Las Vegas
Legend
NVCA Planning Area
State Boundary
PHMA with Limited Exceptions
HMA Category
PHMA
GHMA
OHMA
0 25 50
Miles
The decision area applies to areas within GRSG habitat management areas where BLM administers the lands, including areas where BLM administers subsurface minerals, may also include areas near to, but outside the habitat management areas to address potential indirect impacts to habitat within the habitat management areas (identified in specific management alternatives). No warranty is made by the Bureau of Land Management (BLM). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed.

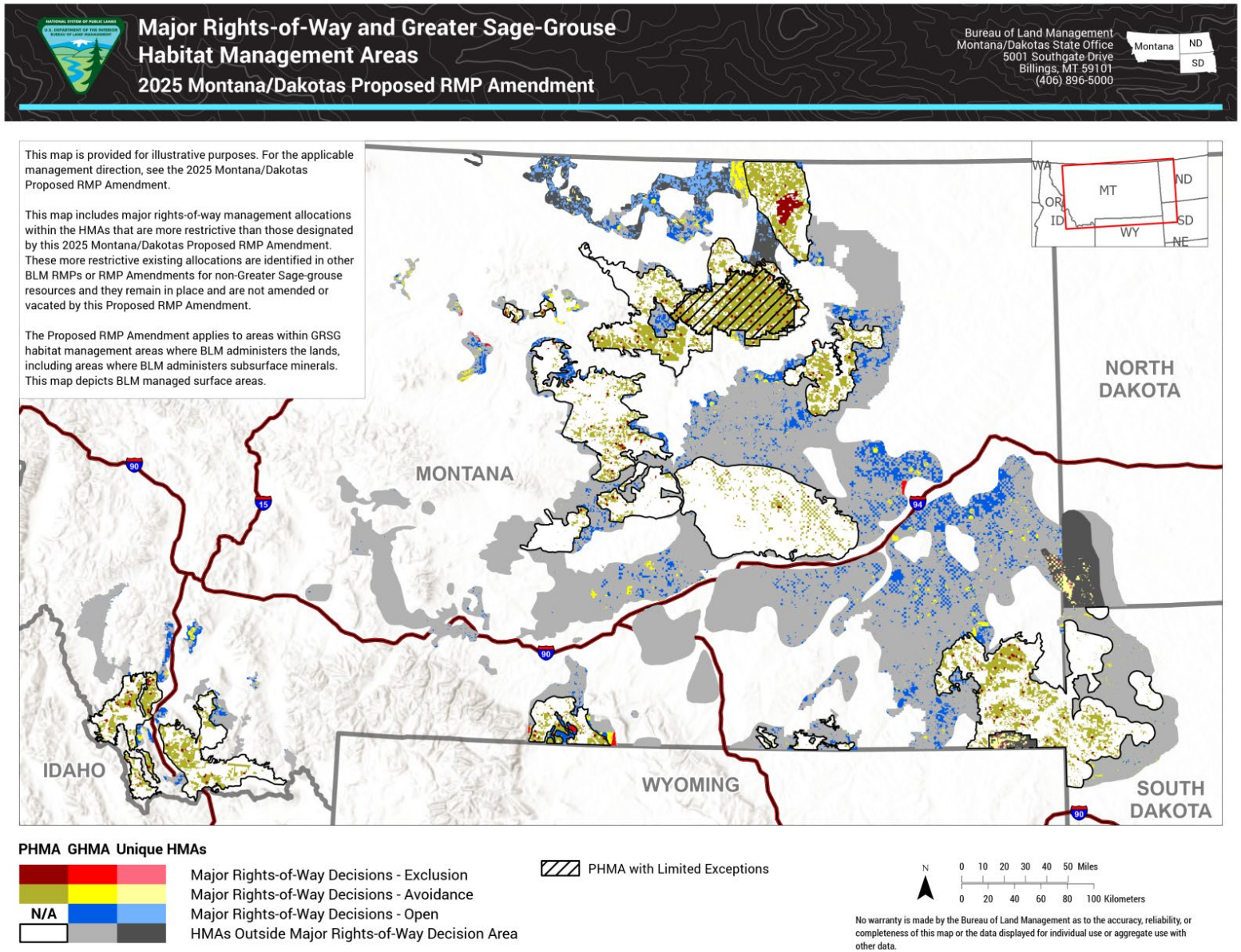

Removal of PHMA with Limited Exceptions on BLM Idaho Managed Lands
MONTANA
OREGON
WYOMING
NEVADA
UTAH
BOISE
IDAHO FALLS
POCATELLO
TWIN FALLS
93
95
20
15
26
84
86
91
30
89
N
W
E
S
Miles
0 10 20 40
This map is provided for illustrative purposes.
No warranty is made by the Bureau of Land Management (BLM). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed.
Legend
Planning Boundary
County Boundary
State Boundary
Priority HMA with Limited Exceptions
Habitat Management Areas (HMA)
Priority HMA
Important HMA
General HMA

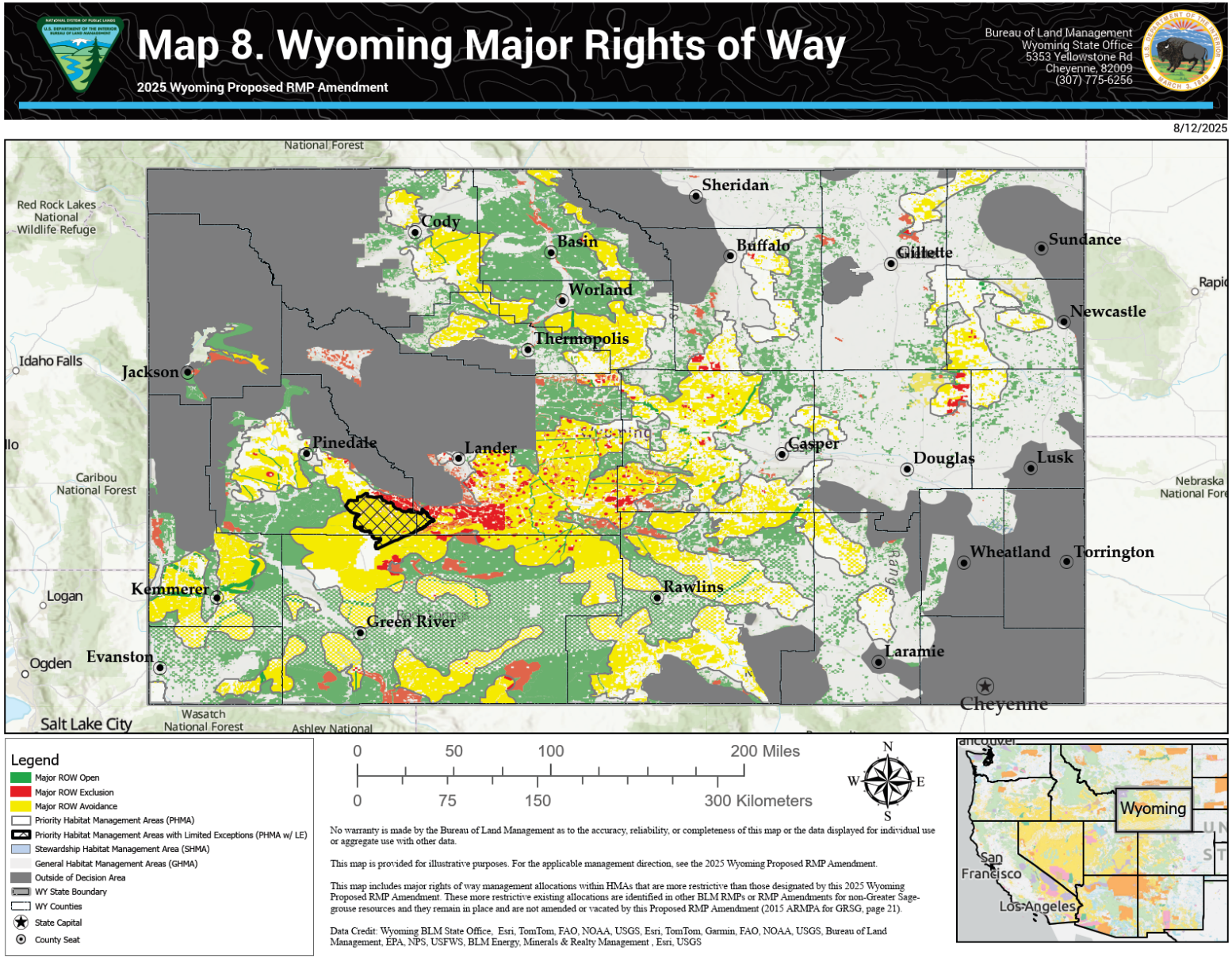

Removal of PHMA with Limited Exceptions
on BLM Montana/Dakotas Managed Lands
NORTH DAKOTA
MONTANA
IDAHO
WYOMING
SOUTH DAKOTA
90
15
94
90
90
Legend
MTDK Planning Area
State Boundary
County Boundary
PHMA with Limited Exceptions
Habitat Management Area (HMA)
PHMA
GHMA
LMHMA
SCHMA
CHMA
N
W
E
S
0 10 20 40
Miles
The decision area applies to areas within GRSG habitat management areas where BLM administers the lands, including areas where BLM administers subsurface minerals, may also include areas near to, but outside the habitat management areas to address potential indirect impacts to habitat within the habitat management areas (identified in specific management alternatives). No warranty is made by the Bureau of Land Management (BLM). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed.


Removal of PHMA with Limited Exceptions on BLM Wyoming Managed Lands
Sheridan
Cody
Basin
Buffalo
Gillette
Sundance
Worland
Newcastle
Thermopolis
Jackson
WYOMING
Pinedale
Lander
Casper
Douglas
Lusk
Wheatland
Torrington
Kemmerer
Rawlins
Green River
Evanston
Laramie
Cheyenne
Fort Collins
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of this map or the data displayed for individual use or aggregate use with other data.
This map is provided for illustrative purposes. For the applicable management direction, see the 2025 Wyoming Approved RMP Amendment.
Data Credit: Wyoming BLM State Office, Esri, TomTom, Garmin, FAO, NOAA, USGS, Bureau of Land Management, EPA, NPS, USFWS
Legend
State Capital
County Seat
Interstates - WY
US Highway - WY
WY State Boundary
WY Counties
Priority Habitat Management Areas with Limited Exceptions (PHMA w/ LE)
Priority Habitat Management Areas (PHMA)
General Habitat Management Areas (GHMA)
Stewardship Habitat Management Area (SHMA)
N
W
E
S
0 25 50 100
Miles


Allocations for Major Rights of Way on BLM Nevada and Northeastern California Managed Lands
Idaho
Utah
Nevada
California
Arizona
Alturas
Winnemucca
Elko
Battle Mountain
Susanville
Reno
Carson City
Tonopah
Las Vegas
This map includes Major ROW management allocations within HMAs that are more restrictive than those designated by this 2025 NVCA Approved RMP Amendment. These more restrictive existing allocations are identified in other BLM RMPs or RMP Amendments for non-Greater Sage-grouse resources and they remain in place and are not amended or vacated by this Approved RMP Amendment.
Legend
PHMA
GHMA
OHMA
ROW Open
ROW Avoidance
ROW Exclusion
NVCA Planning Area
State Boundary
PHMA with Limited Exceptions
N
W
E
S
0
25
50
Miles
This map is provided for illustrative purposes. For the applicable management direction, see the 2025 NVCA Approved RMP Amendment. No warranty is made by the Bureau of Land Management (BLM). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed.


Map 10 - Major Rights of Way
2025 Idaho Proposed Greater Sage-grouse RMP Amendment
MONTANA
OREGON
WYOMING
NEVADA
UTAH
BOISE
IDAHO FALLS
POCATELLO
TWIN FALLS
93
95
20
15
26
84
86
91
30
89
Miles
0 10 20 40
This map is provided for illustrative purposes. For the applicable management direction, see the 2025 Idaho Proposed RMP Amendment.
No warranty is made by the Bureau of Land Management (BLM). The accuracy, reliability, or completeness of these data for individual use or aggregate use with other data is not guaranteed.
Legend
Planning Boundary
County Boundary
State Boundary
Priority HMA
Important HMA
General HMA
Priority HMA with Limited Exceptions
Major ROW
Exclusion
Avoidance
Open
The Proposed RMP Amendment applies to areas within GRSG Habitat Management Areas (HMA) where BLM administers the lands including areas where BLM administers subsurface split estate minerals.


Major Rights-of-Way and Greater Sage-Grouse Habitat Management Areas
2025 Montana/Dakotas Proposed RMP Amendment
Bureau of Land Management
Montana/Dakotas State Office
5001 Southgate Drive
Billings, MT 59101
(406) 896-5000
Montana
ND
SD
This map is provided for illustrative purposes. For the applicable management direction, see the 2025 Montana/Dakotas Proposed RMP Amendment.
This map includes major rights-of-way management allocations within the HMAs that are more restrictive than those designated by this 2025 Montana/Dakotas Proposed RMP Amendment. These more restrictive existing allocations are identified in other BLM RMPs or RMP Amendments for non-Greater Sage-grouse resources and they remain in place and are not amended or vacated by this Proposed RMP Amendment.
The Proposed RMP Amendment applies to areas within GRSG habitat management areas where BLM administers the lands, including areas where BLM administers subsurface minerals. This map depicts BLM managed surface areas.
WA
OR
ID
MT
ND
SD
WY
NE
NORTH DAKOTA
MONTANA
IDAHO
WYOMING
SOUTH DAKOTA
90
15
94
PHMA GHMA Unique HMAs
N/A
Major Rights-of-Way Decisions - Exclusion
Major Rights-of-Way Decisions - Avoidance
Major Rights-of-Way Decisions - Open
HMAs Outside Major Rights-of-Way Decision Area
PHMA with Limited Exceptions
N
0 10 20 30 40 50 Miles
0 20 40 60 80 100 Kilometers
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of this map or the data displayed for individual use or aggregate use with other data.


Map 8. Wyoming Major Rights of Way
2025 Wyoming Proposed RMP Amendment
Bureau of Land Management
Wyoming State Office
5353 Yellowstone Rd
Cheyenne, 82009
(307) 775-6256
8/12/2025
Red Rock Lakes National Wildlife Refuge
Idaho Falls
Jackson
Caribou National Forest
Logan
Ogden
Evanston
Salt Lake City
Wasatch National Forest
Kemmerer
Pinedale
Lander
Cody
Basin
Worland
Thermopolis
Sheridan
Buffalo
Gillette
Sundance
Newcastle
Casper
Douglas
Lusk
Wheatland
Torrington
Rawlins
Green River
Laramie
Cheyenne
Nebraska National Fore
Legend
Major ROW Open
Major ROW Exclusion
Major ROW Avoidance
Priority Habitat Management Areas (PHMA)
Priority Habitat Management Areas with Limited Exceptions (PHMA w/ LE)
Stewardship Habitat Management Area (SHMA)
General Habitat Management Areas (GHMA)
Outside of Decision Area
WY State Boundary
WY Counties
State Capital
County Seat
0 50 100 200 Miles
0 75 150 300 Kilometers
N
W
E
S
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of this map or the data displayed for individual use or aggregate use with other data.
This map is provided for illustrative purposes. For the applicable management direction, see the 2025 Wyoming Proposed RMP Amendment.
This map includes major rights of way management allocations within HMAs that are more restrictive than those designated by this 2025 Wyoming Proposed RMP Amendment. These more restrictive existing allocations are identified in other BLM RMPs or RMP Amendments for non-Greater Sage-grouse resources and they remain in place and are not amended or vacated by this Proposed RMP Amendment (2015 ARMPA for GRSG, page 21).
Data Credit: Wyoming BLM State Office, Esri, TomTom, FAO, NOAA, USGS, Esri, TomTom, Garmin, FAO, NOAA, USGS, Bureau of Land Management, EPA, NPS, USFWS, BLM Energy, Minerals & Realty Management , Esri, USGS
Wyoming
San Francisco
Los Angeles

Change Major Rights of Way in General Habitat Management Areas from Avoidance to Open in the Nevada/California Proposed RMPA

The Proposed RMPA for Nevada/California was modified to make general habitat management areas (GHMA) open for major rights of way in BLM Nevada. This change was made to align management of BLM land in Nevada with management of GHMA in BLM California, and to respond to concerns raised during the governor's consistency review that requested clear guidelines that would allow renewable energy development in low-impact areas while still prioritizing habitat conservation. The below language will be included in the Nevada/California Proposed RMPA, Table 2, *GHMA Allocations and Management Direction.*

Updated Allocation for Major Rights of Way in GHMA

The allocation for major rights of way was changed to read: Open with applicable state minimization measures from 2015 and 2019 GRSG amendments, and compensatory mitigation, to maintain habitat supporting GRSG populations consistent with state agency habitat designations (e.g., restoration, connectivity, seasonal, or other), and to preclude negative impacts to PHMA habitats.

Updated Nesting Habitat Benchmark for Nevada/California and Idaho Proposed RMPA

The indicator for perennial grass and forb height, including residual grasses, was modified from a specific height or range of heights to "suitable nesting cover" in the Proposed RMPA for Idaho and Nevada/California. In response to concerns raised by the Governors consistency review about the use of best available science, BLM Nevada and California and BLM Idaho changed the benchmark for the perennial grass height indicator from a specific height to "Suitable nesting cover", based on best available science and since vegetation heights may differ by ecological site potential and vegetation type. Furthermore, BLM acknowledged that benchmarks would continue to be updated with evolving science.

The proposed changes to the nesting habitat benchmark for perennial grass and forb height are shown below in the excerpt of Appendix 4 and the highlighted portions of Table 4.1 for the Idaho and Nevada/California Proposed RMPAs.

Updated text to be included Appendix 4, Greater Sage-Grouse Habitat Indicators and Benchmarks, Section 4.2: Habitat Indicators and Benchmarks for Site-Scale Habitat Assessment Framework

Future scientific publications are expected to include additional details on breeding phenology, nesting and brood success, habitat use, and insect abundance. For example, publications are anticipated within a year or more resulting from the 10-year Grouse-Grazing Study which published a Final Report in June 2025 (Conway et al. 2025). As a result, updates to indicators and benchmark values may occur, as appropriate, on seasonal dates for lekking, nesting, and late brood-rearing, and habitat characteristics for sagebrush cover, perennial grass and perennial forb height and cover.

Table 4-1. Idaho GRSG Seasonal Habitat Indicators and Benchmarks[1]

Attribute	Indicator	Benchmarks	Reference
NESTING/EARLY BROOD REARING [1,5] (Seasonal Use Period May 1 – June 30) [1]			
Cover and Food	Sagebrush cover [2]	15-25%	Connelly et al. 2000 Connelly et al. 2003 Hagen et al. 2007 Stevens et al. 2023
	Sagebrush height Arid sites [3] Mesic sites [4]	 12-31 inches (30-80cm) 16-31 inches (40-80cm)	Connelly et al. 2000
	Predominant sagebrush shape	Predominantly spreading shape [5]	Stiver et al. 2015
	Perennial grass cover (such as native bunchgrasses) [2] Arid sites [3] Mesic sites [4]	 ≥10% ≥15%	Connelly et al. 2000 Stiver et al. 2015
	Perennial grass (and forb) height (includes residual grasses)	Suitable nesting cover[6]	Connelly et al. 2000, 2003 Hagen et al. 2007 Stiver et al. 2015 Coates et al. 2017a Smith et al. 2018, 2020 Dahlgren et al. 2019 Conway et al. 2025
	Perennial forb cover [2] Arid sites [3] Mesic sites [4]	 ≥5% ≥10%	Connelly et al. 2000
	Perennial forb availability	Preferred forbs are common with several species present [7]	Stiver et al. 2015
	Invasive annual grass cover	<2% cover	BLM synthesis of research [10]
	Conifer	0 (Absence of conifer)	BLM synthesis of research [11]

Notes:

[1] Seasonal dates can be adjusted by local unit according to geographic region.

[2] Since plant species and/or life forms may overlap, total vegetative cover, inclusive of shrubs, forbs and grasses may exceed 100%. Note that sagebrush cover objectives may exceed 25% in some areas, for example in areas with higher precipitation, and/or where local science is available demonstrating sage-grouse use of areas with sagebrush cover > 25%.

[3] Arid corresponds to the 10 – 12 inch precipitation zone; *Artemisia tridentata wyomingensis* is a common big sagebrush sub-species for this type site (Stiver et al. 2015).

[4] Mesic corresponds to the ≥12 inch precipitation zone; *Artemisia tridentata vaseyana* is a common big sagebrush sub-species for this type site (Stiver et al. 2015).

[5] Collectively the indicators for sagebrush (cover, height, and shape), perennial grass and perennial forb (cover, height and/or availability) represent the desired condition range for nesting/early brood rearing habitat characteristics, consistent with the breeding habitat suitability matrix identified in Stiver et al. *2015*. Sagebrush plants that are more tree or columnar-shaped provide less protective cover near the ground than sagebrush plants with a spreading shape (Stiver et al. 2015). Some sagebrush plants are naturally columnar (e.g., Great Basin big sagebrush), and a natural part of the plant community. However, a predominance of columnar shape arising from animal impacts may warrant management investigation or adjustments at site-specific scales.

[1] Indicators in Table 4-1 will be used in the HAF process to supplement the equivalent site-scale suitability indicators (i.e. Tables 4 through 7 in Stiver et al. 2015).

[6] Perennial grass and forb height (including residual grasses) that would provide for adequate nesting cover will be based on the best available science; these may differ by ecological site potential and vegetation type, e.g. perennial grass, forb, and/or residual grass height (Coates et al. 2017a, Dahlgren et al. 2019).

[7] Preferred forbs are listed in Stiver et al. 2015. Overall total forb cover may be greater than that of preferred forb cover since not all forb species are listed as preferred.

[8] Some late brood habitat occurs at higher elevations outside of mapped nesting habitat and some is embedded within nesting landscapes especially areas such as wet meadows, riparian areas, springs and seeps.

[9] Winter habitat metrics are a guideline but snow depths and habitat availability may vary widely depending on winter severity, topography and elevation.

[10] BLM synthesis of research on the impacts invasive annual grasses have on sage-grouse habitat suitability (**Attachment 4-1**)

[11] BLM synthesis of research on the impact conifer have on sage-grouse habitat suitability (**Attachment 4-2**)

Table 4-1. Nevada/California GRSG Habitat Indicators Table

Attribute	Indicators	Benchmarks	Reference
NESTING (Seasonal Use Period: April 1 to June 30) [1]			
Cover [6]	Sagebrush cover	Arid [8]: ≥20% Mesic [8]: >20%	Kolada et al. 2009a, 2009b Coates et al. 2017a
	Residual and live perennial grass cover (such as native bunchgrasses)	Arid [8]: ≥7% if shrub cover is >20% [5] Mesic [8]: ≥13% if shrub cover is >20% [5]	Coates et al. 2013; 2017a Coates and Delehanty 2010 Kolada et al. 2009a, 2009b
	Annual grass cover	Arid [8]: <3% Mesic [8]: <3%	Coates et al. 2017a
	Total shrub cover	Arid [8]: >28% Mesic [8]: >26%	Coates and Delehanty 2010 Kolada et al. 2009a Coates et al. 2017a
	Perennial grass height (includes residual grasses)	Suitable Nest Cover[11]	Connelly et al. 2000, 2003 Hagen et al. 2007 Stiver et. al. 2015 Coates et al. 2017a
Security [2]	Proximity of tall structures [4] (3 feet [1 meter] above shrub height)	Use Manier et al. 2014, Conservation Buffer Distance Estimates for GRSG-A Review; preference is 3 miles	Coates et al. 2013 Gibson et al. 2013 Manier et al. 2014
	Pinyon or juniper cover	<3% within 800 meters	Severson et al. 2017
	Invasive annual grass cover	<2% cover	BLM synthesis of research [9]
	Conifer	0 (Absence of conifer at site)	BLM synthesis of research [10]

Notes:

[1] Any one single habitat indicator does not define whether the habitat objective is or is not met. Instead, the preponderance of evidence from all indicators within that seasonal habitat period must be considered when assessing GRSG habitat objectives.

[2] Upland standards are based on indicators for cover, including litter, live vegetation, and rock, appropriate to the ecological potential of the site in context of the site's current ecological state and using the associated state and transition model/disturbance response group.

[3] Applicable to Phase I and Phase II pinyon and/or juniper.

[4] Does not include fences.

[5] In addition, if upland rangeland health standards are being met.

[6] Ecological site potential to meet habitat objectives should be considered when determining if objectives are feasible for the site.

[7] In drought years, 4-inch perennial bunchgrass height with greater than 20 percent measurements exceeding 5 inches in dry years.

[8] Arid is defined as areas that received >35.0 cm of average annual precipitation. Mesic is defined as areas that received ≤35.0 cm of average annual precipitation.

[9] BLM synthesis of research on the impacts invasive annual grasses have on sage-grouse habitat suitability (**Attachment 4-1**)

[10] BLM synthesis of research on the impact conifer have on sage-grouse habitat suitability (**Attachment 4-2**)

[11] Perennial grass and forb height (including residual grasses) that would provide for adequate nesting cover will be based on the best available science; these may differ by ecological site potential and vegetation type, e.g. perennial grass, forb, and/or residual grass height (Coates et al. 2017a, Dahlgren et al. 2019).

Updated Habitat Management Area Boundaries for Utah Proposed RMPA

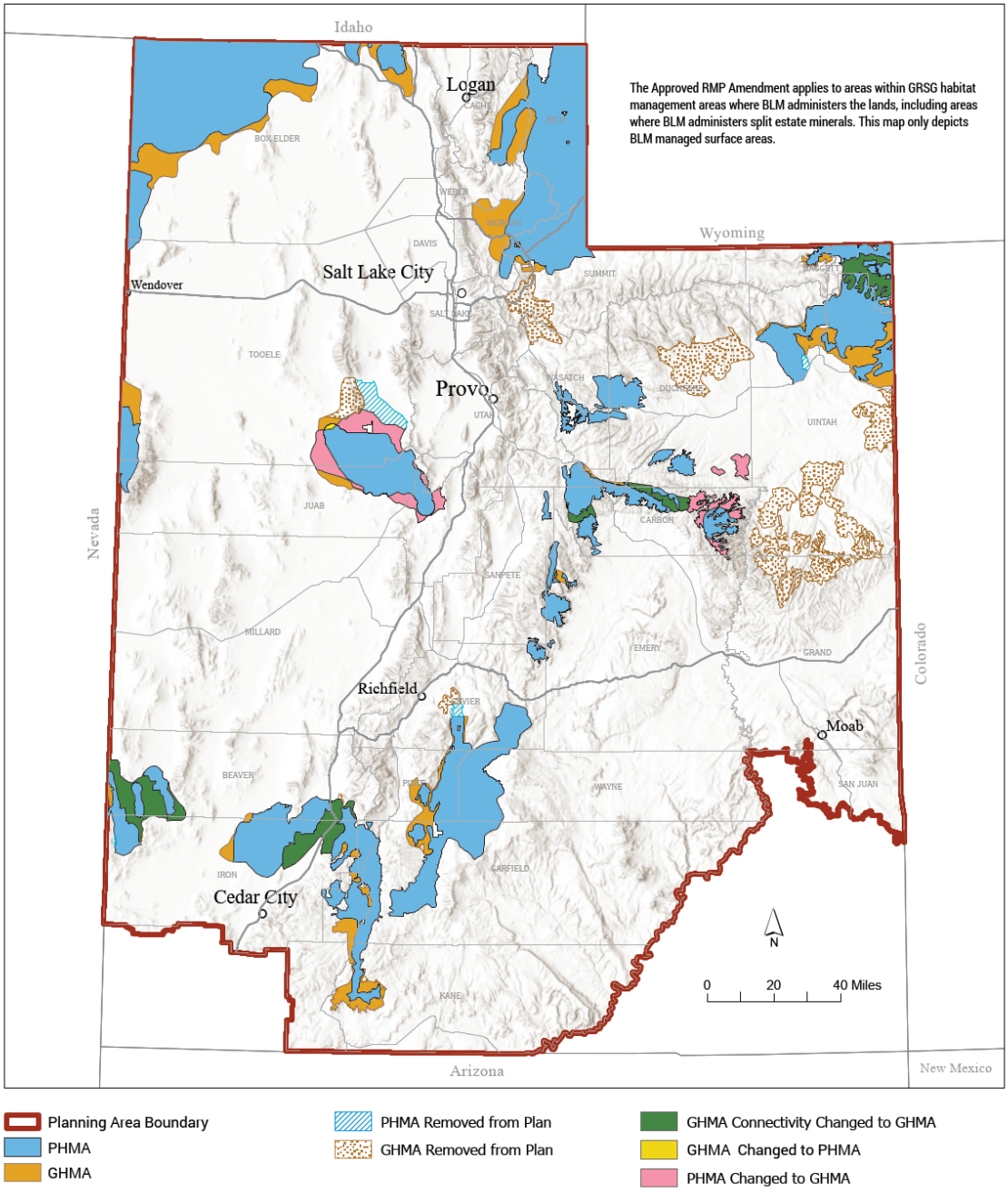
The BLM made changes to Habitat Management Area (HMA) boundaries in the Proposed RMPA for Utah; all the changes are within the range of alternative HMA boundaries considered in the Final EIS that was released on November 15, 2024. The updated HMA boundaries are a culmination of coordination efforts with the State of Utah and Utah Division of Wildlife Resources to address inconsistencies raised in the Utah Governor's Consistency Review process. Changes include 1) some areas of PHMA adjusted to not have any HMA, 2) some areas of General HMA adjusted to not have any HMA, 3) some areas of Priority HMA adjusted to General HMA, and 4) General HMA-Connectivity that adjusted to General HMA. A map of the changes is provided below. While the only change was to the HMA boundaries (i.e., no additional changes to allocations associated with PHMA or GHMA), there was a related change to the various allocation maps since the HMAs to which the allocations applied were changed. The maps with the allocations applied to the updated HMAs are provided below.

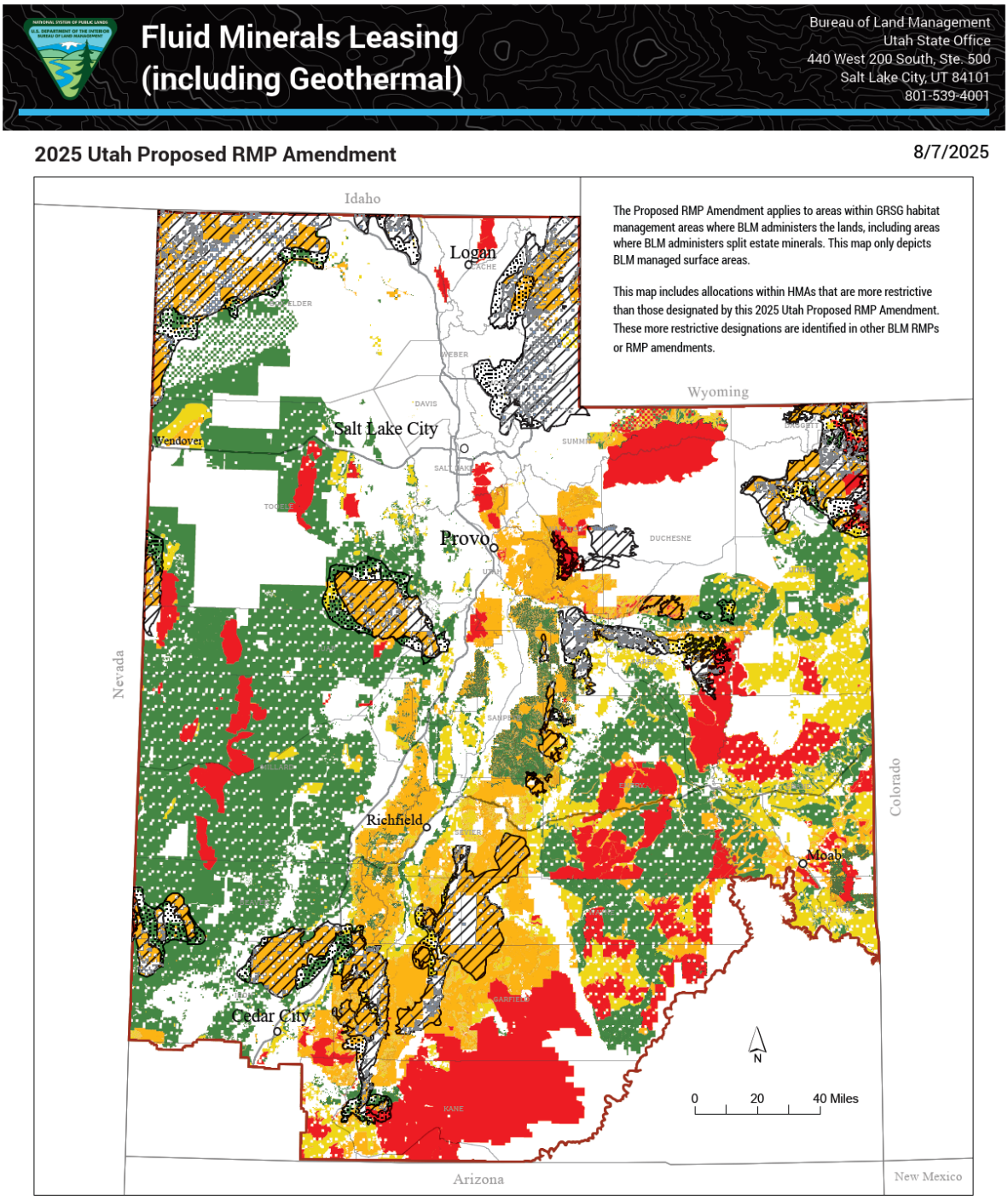
Utah GRSG Habitat Management Area Changes

Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001

2025 Utah Approved RMP Amendment

8/14/2025




Fluid Minerals Leasing
(including Geothermal)
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
2025 Utah Proposed RMP Amendment
8/7/2025
The Proposed RMP Amendment applies to areas within GRSG habitat management areas where BLM administers the lands, including areas where BLM administers split estate minerals. This map only depicts BLM managed surface areas.
This map includes allocations within HMAs that are more restrictive than those designated by this 2025 Utah Proposed RMP Amendment. These more restrictive designations are identified in other BLM RMPs or RMP amendments.
Idaho
Wyoming
Nevada
Colorado
Arizona
New Mexico
Logan
Salt Lake City
Wendover
Provo
Richfield
Moab
Cedar City
N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Fluid Minerals - Open with Standard Stipulations
Fluid Minerals - Open with Moderate Stipulations
Fluid Minerals - Open with Major Stipulations
Fluid Minerals - Closed
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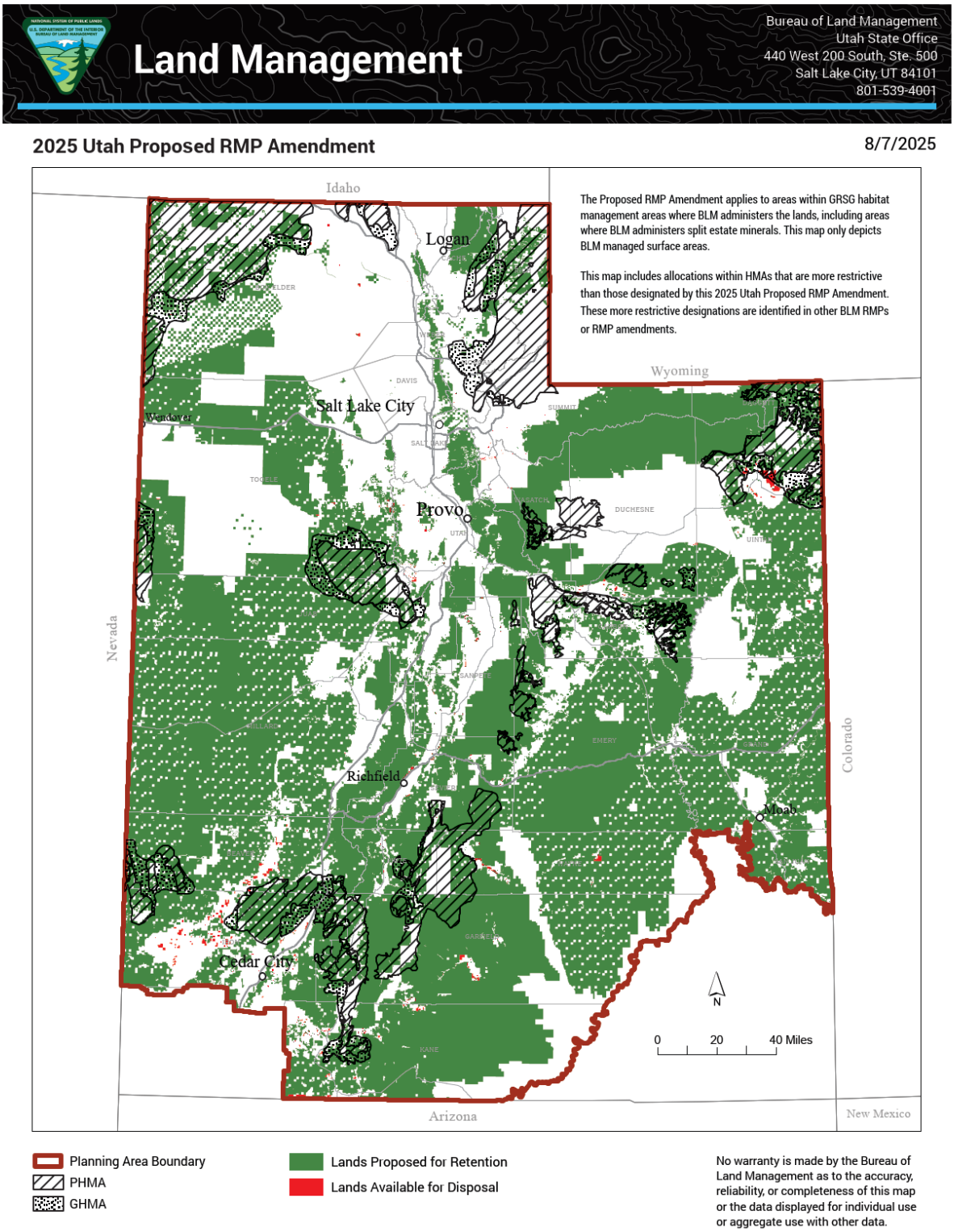
Land Management
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
2025 Utah Proposed RMP Amendment
8/7/2025
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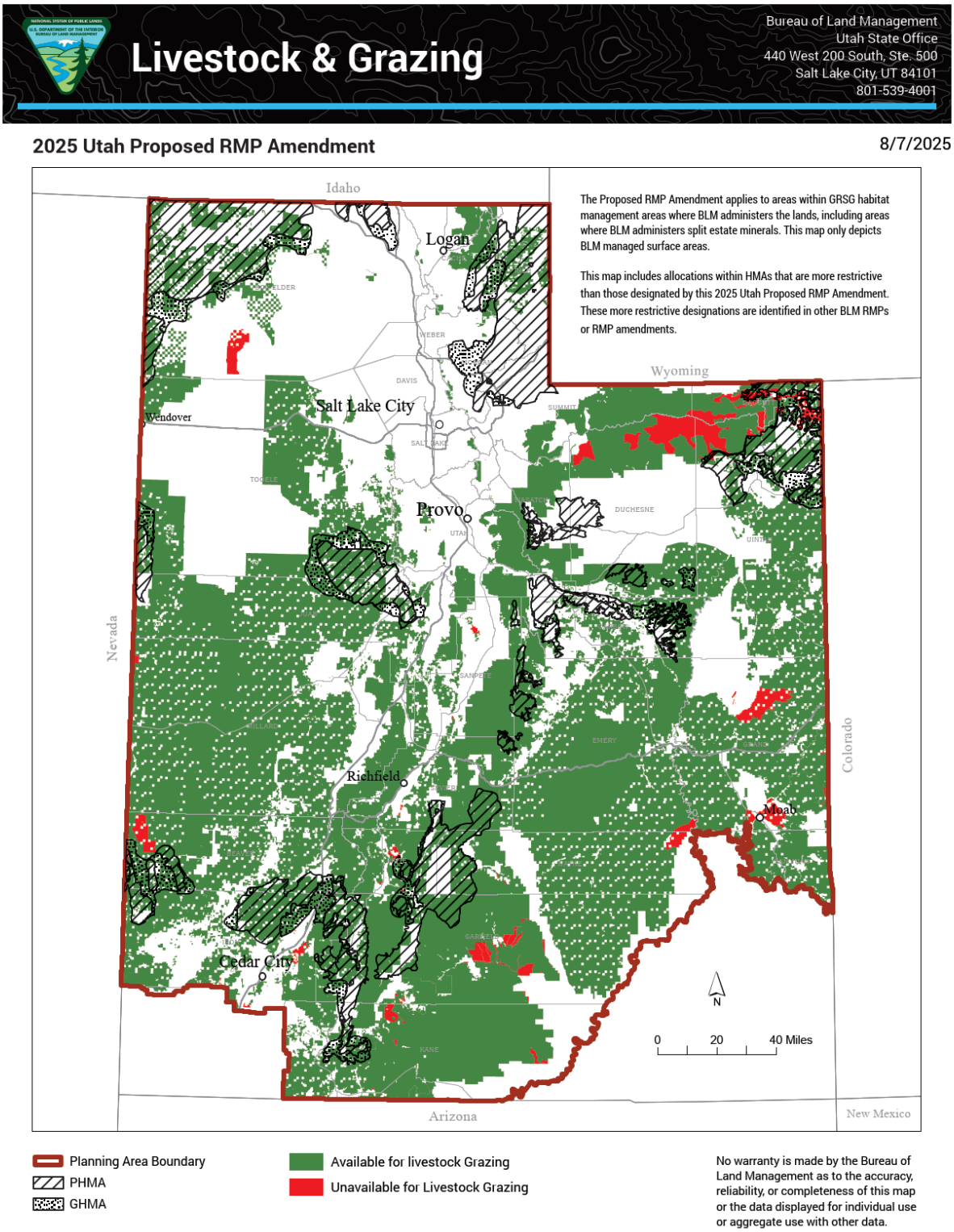
Idaho
Wyoming
Nevada
Colorado
Arizona
New Mexico
Logan
Salt Lake City
Provo
Richfield
Moab
Cedar City
N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Lands Proposed for Retention
Lands Available for Disposal
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of this map or the data displayed for individual use or aggregate use with other data.


Livestock & Grazing
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
2025 Utah Proposed RMP Amendment
8/7/2025
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Colorado
Arizona
New Mexico
Logan
Salt Lake City
Wendover
Provo
Richfield
Moab
Cedar City
N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Available for livestock Grazing
Unavailable for Livestock Grazing
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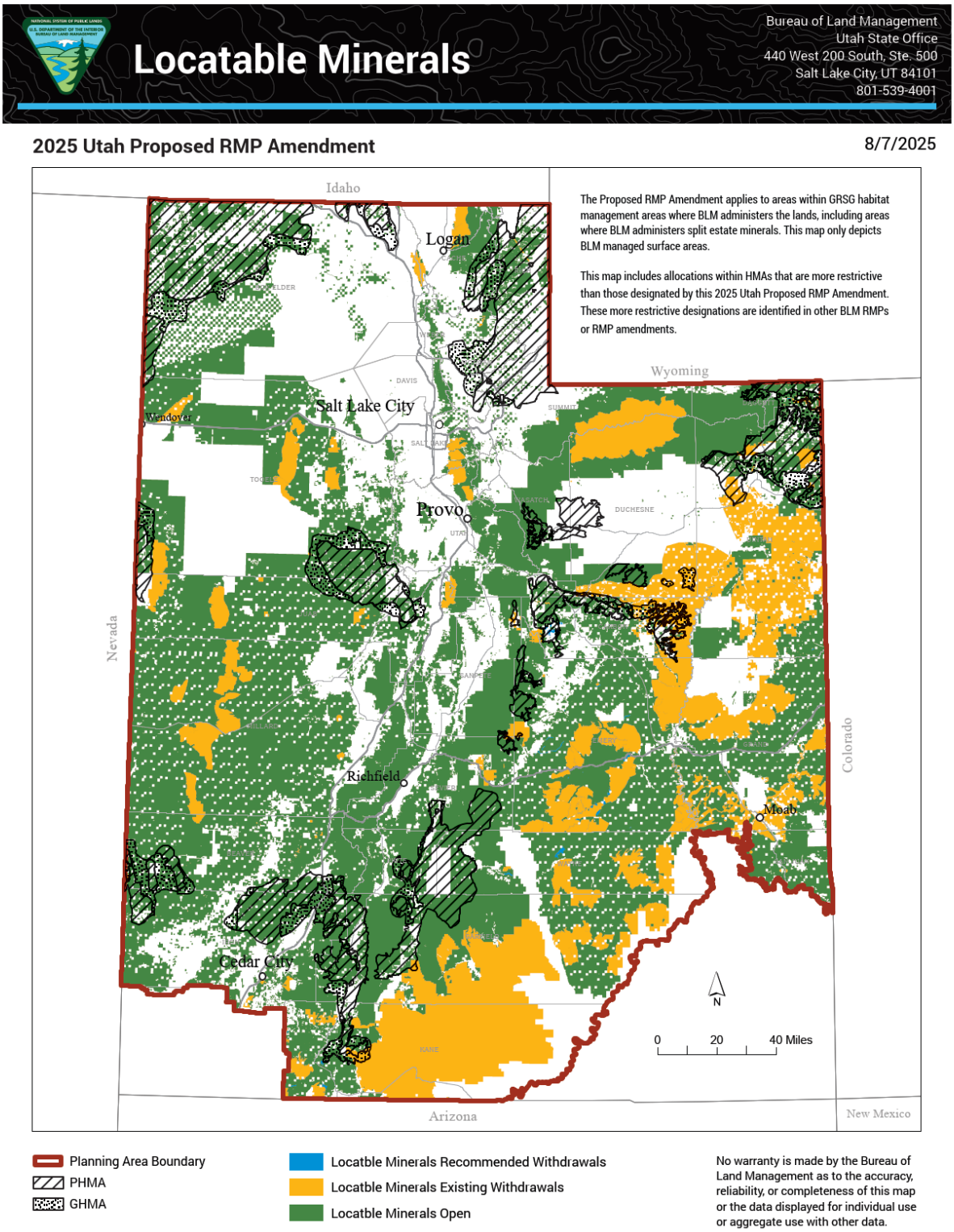
Locatable Minerals
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
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8/7/2025
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Richfield
Moab
Cedar City
N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Locatble Minerals Recommended Withdrawals
Locatble Minerals Existing Withdrawals
Locatble Minerals Open
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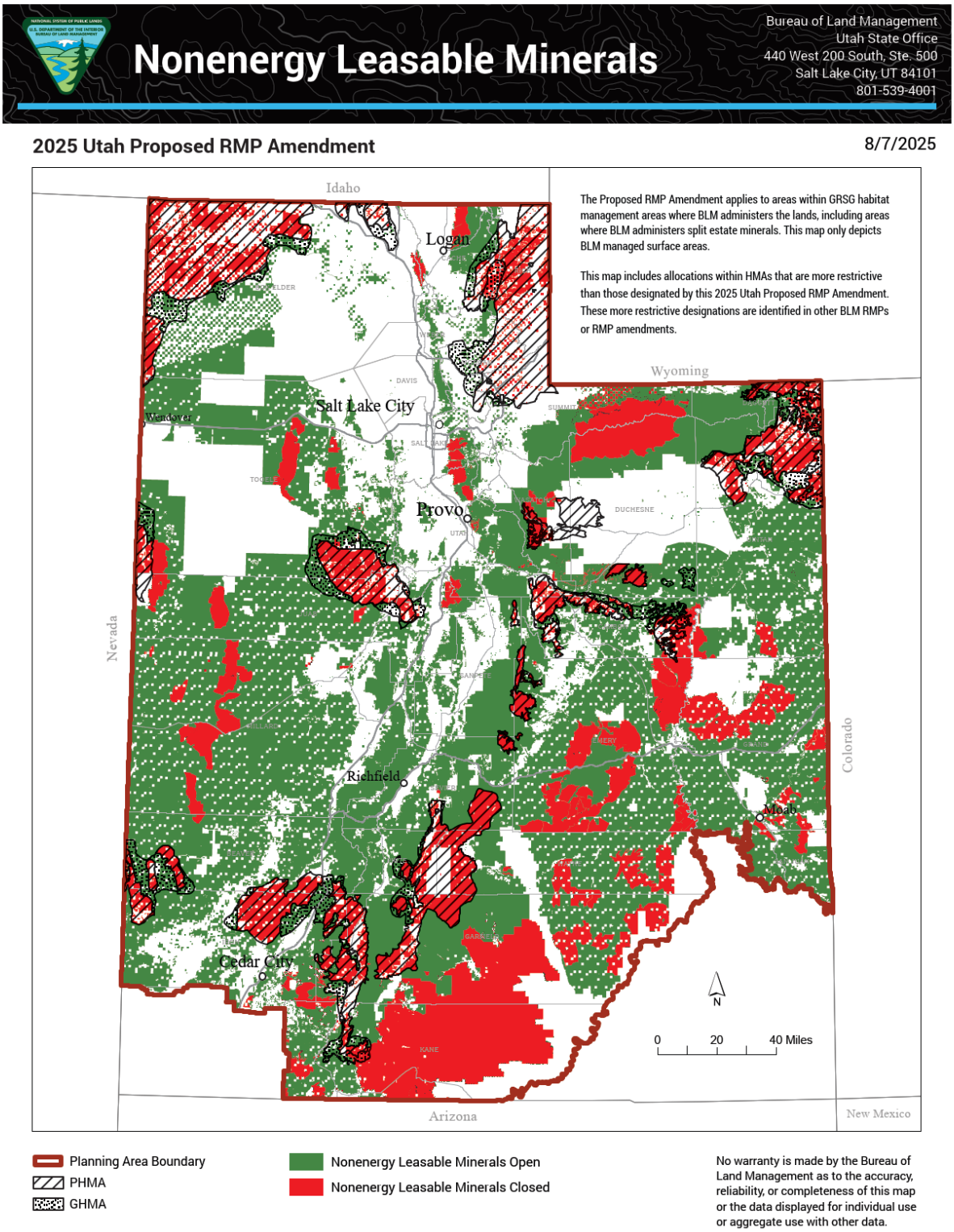
Nonenergy Leasable Minerals
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
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8/7/2025
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New Mexico
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Salt Lake City
Provo
Richfield
Moab
Cedar City
Wendover
0
20
40 Miles
N
Planning Area Boundary
PHMA
GHMA
Nonenergy Leasable Minerals Open
Nonenergy Leasable Minerals Closed
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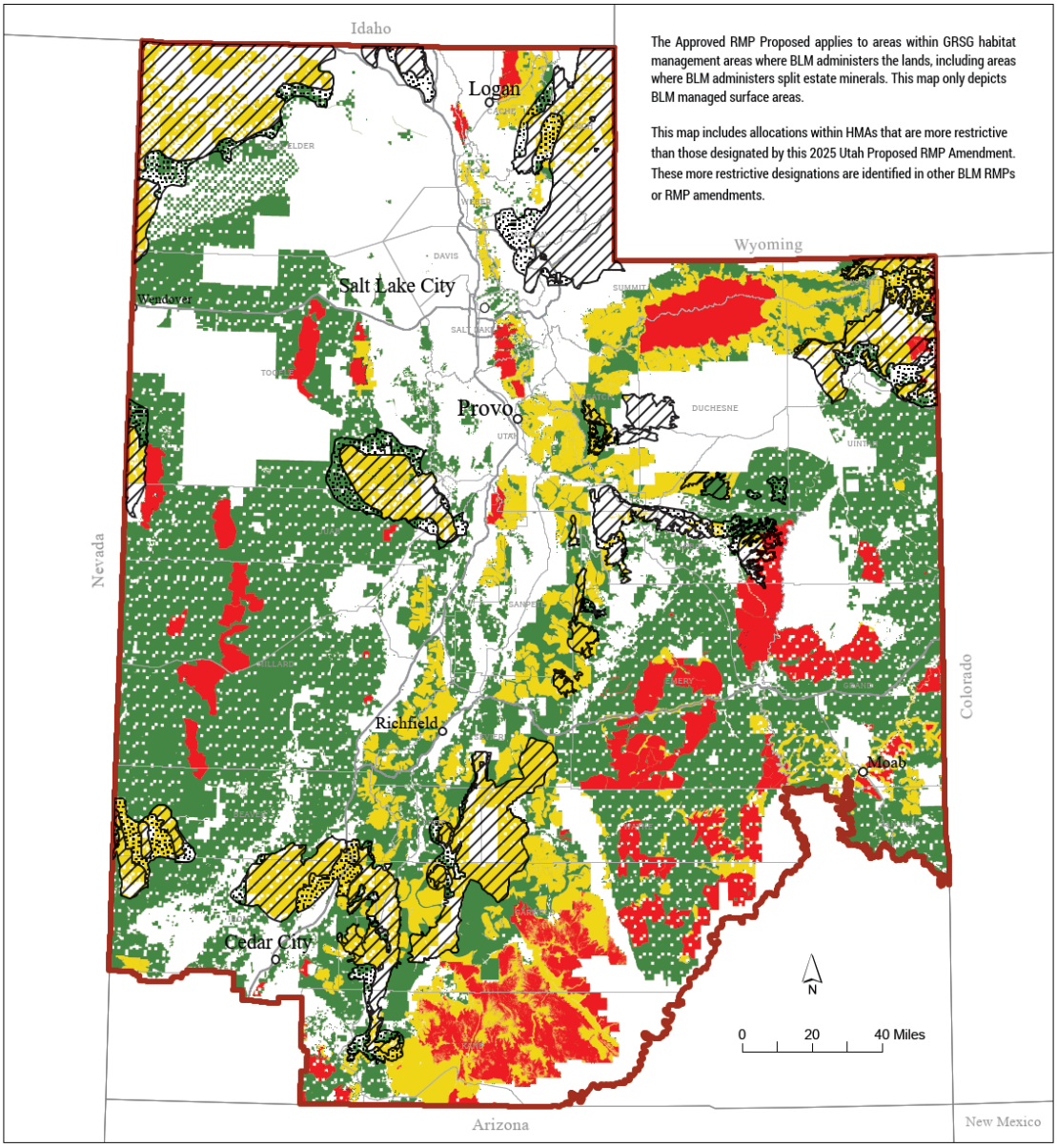
2025 Utah Proposed RMP Amendment 8/6/2025

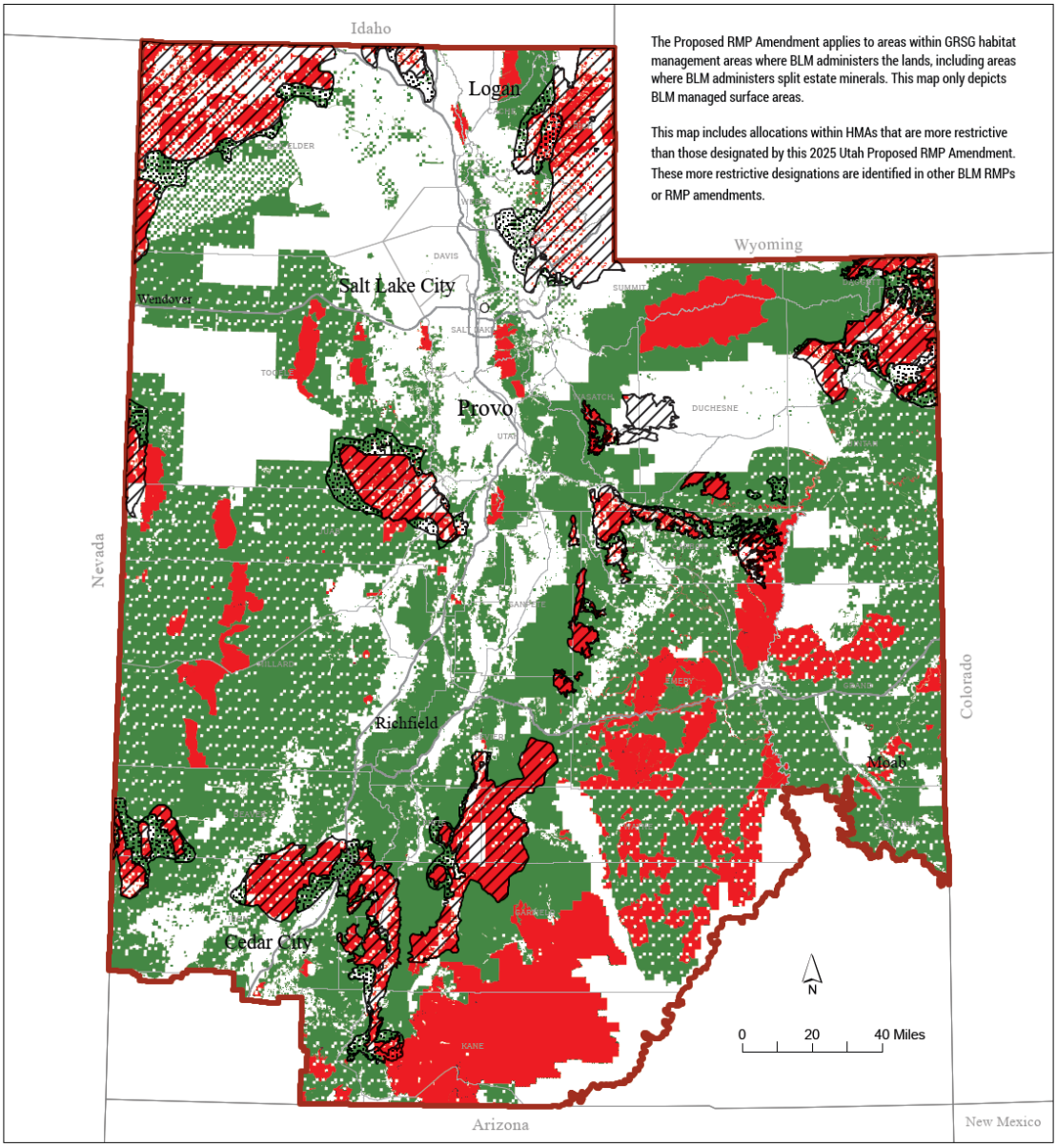


Saleable Minerals

Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001

2025 Utah Proposed RMP Amendment

8/7/2025



Planning Area Boundary
PHMA
GHMA

Saleable Minerals Open
Saleable Minerals Closed

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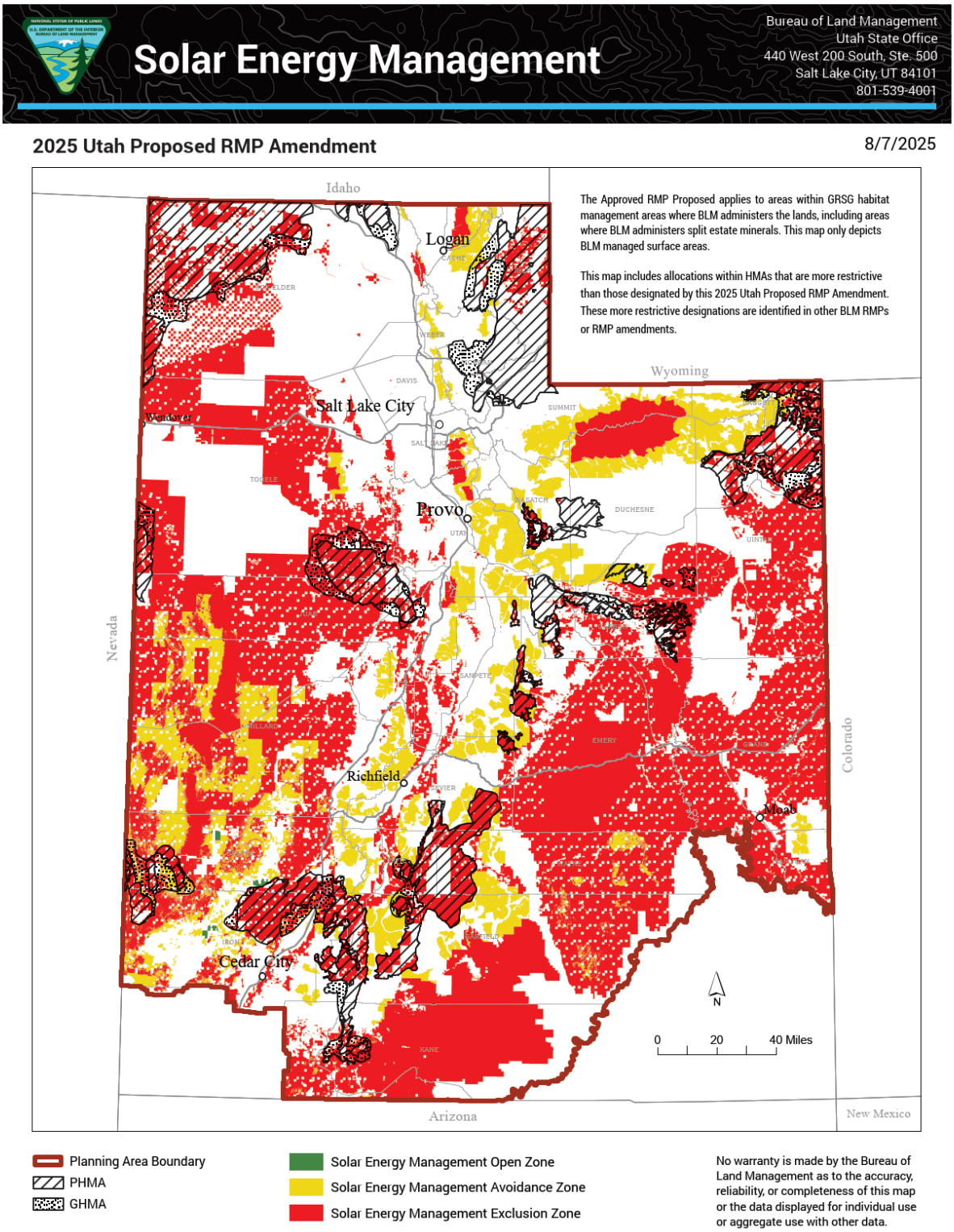
Solar Energy Management
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
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8/7/2025
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Wyoming
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New Mexico
Logan
Salt Lake City
Provo
Richfield
Moab
Cedar City
N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Solar Energy Management Open Zone
Solar Energy Management Avoidance Zone
Solar Energy Management Exclusion Zone
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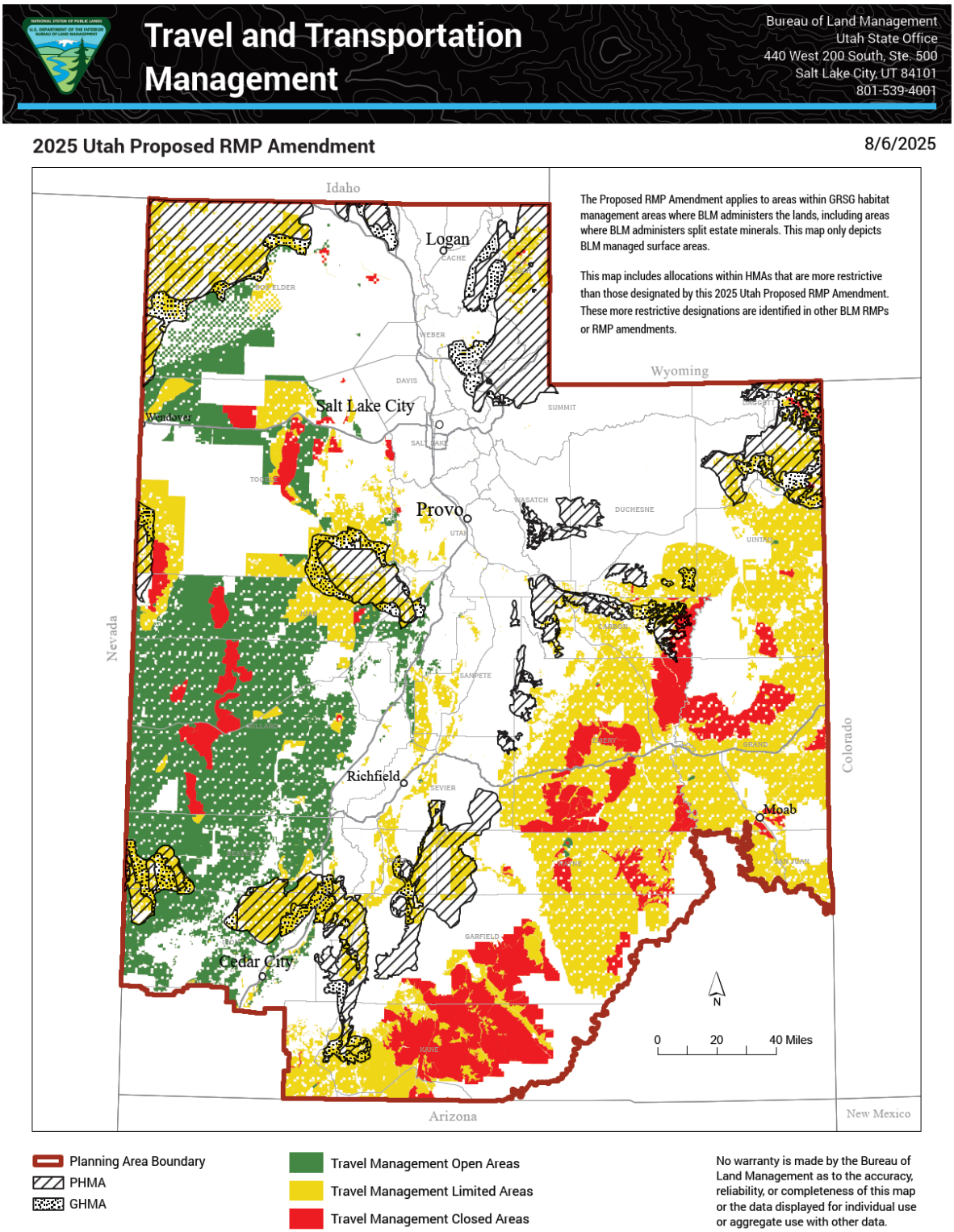
Travel and Transportation Management
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
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Provo
Richfield
Moab
Cedar City
Wendover
0 20 40 Miles
N
Planning Area Boundary
PHMA
GHMA
Travel Management Open Areas
Travel Management Limited Areas
Travel Management Closed Areas
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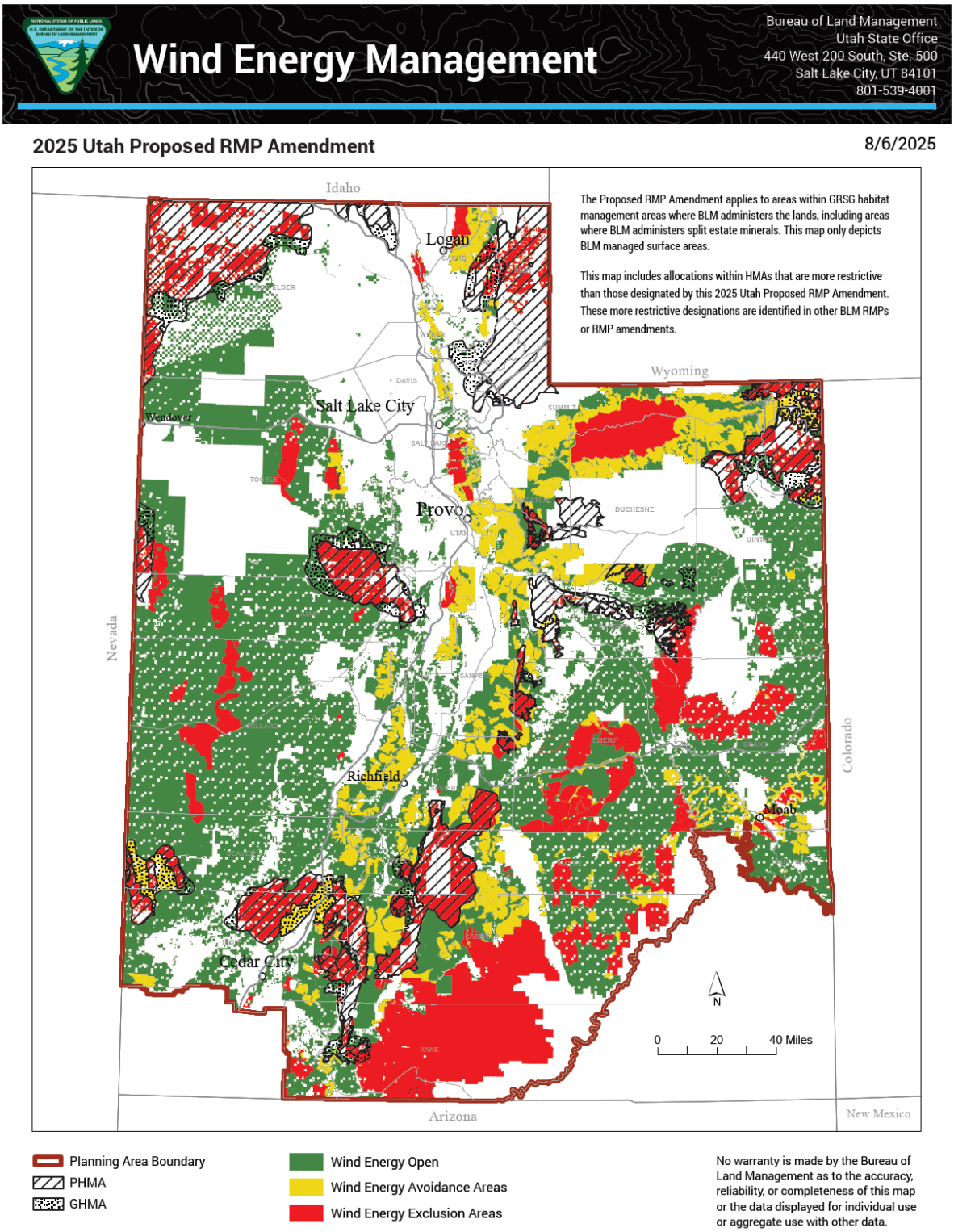
Wind Energy Management
Bureau of Land Management
Utah State Office
440 West 200 South, Ste. 500
Salt Lake City, UT 84101
801-539-4001
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N
0
20
40 Miles
Planning Area Boundary
PHMA
GHMA
Wind Energy Open
Wind Energy Avoidance Areas
Wind Energy Exclusion Areas
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