



U.S. Department of Agriculture  
U.S. Forest Service  
Pike and San Isabel National Forests  
Salida, Colorado

# **Browns Canyon National Monument Record of Decision and Approved Plan Amendment for the Pike and San Isabel National Forests & Cimarron and Comanche National Grasslands Land and Resource Management Plan**

**July 2020**



### **USFS Mission**

The mission of the USDA Forest Service is to sustain the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations.

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**Browns Canyon National Monument**

**Record of Decision and Approved Plan  
Amendment for the Pike and San Isabel  
National Forests & Cimarron and  
Comanche National Grasslands  
Land and Resource Management Plan**

**Prepared by**

**U.S. Department of Agriculture  
U.S. Forest Service  
Pike and San Isabel National Forests &  
Cimarron and Comanche National Grasslands  
Salida, Colorado**

**July 2020**

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**File Code:** 1900

**Date:**

Dear Reader:

I am pleased to announce that, through robust public involvement and with an exceptional degree of engagement with our stakeholders and cooperators, the Browns Canyon National Monument (BCNM) Approved Land and Resource Management Plan (LRMP) Amendment (Approved Plan Amendment) is now complete. The Approved Plan Amendment will provide a framework for the future management direction and use of BCNM located in Chaffee County, Colorado.

The United States Forest Service (USFS) along with the Bureau of Land Management (BLM) as lead Federal agencies jointly developed an Environmental Impact Statement (EIS) in accordance with the National Environmental Policy Act of 1969, as amended, the Federal Land Policy and Management Act of 1976, as amended, and the National Forest Management Act of 1976, as amended. Approval of the USFS Record of Decision (ROD) serves as the final decision for all land use planning decisions on USFS-administered lands within the BCNM. The BLM will publish a separate ROD for planning decisions that apply to BLM-administered lands of BCNM.

In accordance with 36 Code of Federal Regulations (CFR) 219.59, Use of Other Administrative Review Processes, the USFS adopted the BLM's protest procedures outlined in 43 CFR 1610.5-2, Protest Procedures. The Proposed LRMP Amendment/Final EIS was subject to a 30-day protest period that ended on May 18, 2020. The BLM and USFS received 10 protest letters. All protest issues for the proposed planning decisions were reviewed by the BLM and USFS. The BLM Director concluded that the BLM Colorado State Director followed applicable laws, regulations, and policies, and considered all relevant resource information and public input. The BLM Director denied the protests. The USFS Region 2 Deputy Regional Forester reviewed protest responses and concurred with the protest findings.

On behalf of the USFS, I would like to thank all who contributed to the BCNM planning effort including members of the public, cooperating agencies including state and local governments, Native American Tribes, and the interagency planning team led by Joe Vieira, BLM project manager. The extensive public interest and involvement in this planning process helped ensure that the health, diversity, and productivity of the USFS-administered lands within BCNM will be sustained for present and future generations to use and enjoy.

The ROD and Approved Plan Amendment are available online at <https://go.usa.gov/xn2eC> and <https://www.fs.usda.gov/project/?project=51098>. Limited printed copies are available by request from the Royal Gorge Field Office, 3028 E Main Street, Cañon City, CO 81212 or the Salida Ranger District, 5575 Cleora Road, Salida, CO 81201. Please call 719-539-359 to inquire.





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Sincerely,

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*Note: For a glossary of specialized terms refer to Appendix 2.*

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## **ACRONYMS AND ABBREVIATIONS**

ACEC	Area of Critical Environmental Concern
ABA	Architectural Barriers Act
AHRA	Arkansas Headwaters Recreation Area
AQRV	Air Quality Related Value
BCNM	Browns Canyon National Monument
BLM	Bureau of Land Management
BMP	best management practice
CFR	Code of Federal Regulations
CPW	Colorado Parks and Wildlife
EIS	Environmental Impact Statement
FLPMA	Federal Land Policy and Management Act
FSM	U.S. Forest Service Manual
LRMP	Land and Resource Management Plan
monument	Browns Canyon National Monument
MZ	management zone
NEPA	National Environmental Policy Act
NFS	National Forest System
NFSR	National Forest System Road
NFST	National Forest System Trail
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
NRV	natural range of variability
OHV	off-highway vehicle
R&PP	Recreation and Public Purpose
PFC	Proper Functioning Condition
PSICC	Pike and San Isabel National Forests & Cimarron and Comanche National Grasslands
RMP	resource management plan
ROD	Record of Decision
ROVs	resources, objects, and values
ROW	right-of-way
SHPO	State Historic Preservation Office
SIO	Scenic Integrity Objectives

***Record of Decision***

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SRP	Special Recreation Permit
SUA	Special Use Authorization
SUP	Special Use Permit
UAS	Unmanned Aircraft System
U.S.	United States
U.S.C.	United States Code
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
VRM	Visual Resource Management
WSA	Wilderness Study Area
WSR	Wild and Scenic River

## **1.0 INTRODUCTION**

The purpose of this Record of Decision (ROD) is to modify the management of the National Forest System (NFS) lands in the Pike and San Isabel National Forests of the Browns Canyon National Monument (BCNM). The U.S. Forest Service (USFS), with Bureau of Land Management (BLM) as the lead agency, jointly developed a Resource Management Plan (RMP) and Final Environmental Impact Statement (EIS) in compliance with the National Environmental Policy Act (NEPA) (42 USC 4321–4347), as amended. This document, and the BLM’s ROD, are the culmination of a multi-year planning effort to prepare the first management plan for BCNM. The RMP serves as a Land and Resource Plan Amendment to the “*Pike and San Isabel National Forests; Cimarron and Comanche National Grasslands (PSICC) Land and Resource Management Plan*” (USFS 1984), as amended (Appendix 1: Approved Plan Amendment). USFS’s decision applies only to lands managed by the USFS.

The BLM and USFS issued a Notice of Intent (NOI) to prepare the RMP and associated EIS for the BCNM on May 14, 2019, followed by a scoping period of 38 days (BLM and USFS 2019b). The BLM and USFS released the Draft RMP/EIS (BLM and USFS 2019c) for a public review and comment period on October 4, 2019, which concluded on January 2, 2020. After reviewing and responding to public comments and making corresponding edits to the RMP and EIS, the BLM and USFS released the Proposed RMP/Final EIS (BLM and USFS 2020a) for a 30-day protest/objection period and a 60-day Governor’s consistency review on April 17, 2020. The BLM and USFS received 10 protest letters, and the BLM Director and USFS Region 2 Deputy Regional Forester reviewed all protest issues for the proposed planning decisions. This ROD concludes this planning effort.

## **1.1 Background**

On February 19, 2015, President Barack Obama issued Proclamation 9232, which established the BCNM and directed the Secretaries of the Interior and Agriculture “to jointly prepare a management plan for the monument” to protect and restore the monument’s resources, objects, and values (ROVs), pursuant to their respective applicable legal authorities, to implement the purposes of Proclamation 9232. The Proclamation describes the unique ROVs that are found in the monument. The Proclamation identified a multitude of ROVs that broadly consist of scenic, cultural, and biological resources and exceptional outdoor recreation opportunities, including river rafting, hunting, fishing, hiking, camping, mountain biking, and horseback riding. Historic and ongoing uses of the monument include mining, livestock grazing, railroad construction and operations, and recreational facility, road, and trail development.

## **1.2 Location**

BCNM is located in central Colorado east of the Collegiate Peaks mountain range, between the City of Salida and Town of Buena Vista in Chaffee County. In total, the BCNM Planning Area consists of 21,604 acres. The monument encompasses 9,792 acres of BLM-administered lands within the Royal Gorge Field Office and 11,811 acres of USFS-administered lands within the Salida Ranger District of the Pike and San Isabel National Forests & Cimarron and Comanche

National Grasslands (Appendix 3, Map 1, Planning and Decision Area). All land within the monument boundaries is federally owned. The USFS Aspen Ridge Roadless Area occurs within the monument. This decision applies to the 11,811 acres of USFS-administered lands.

## **2.0 DECISION**

### **2.1 Overview of My Decision**

This ROD presents my decision to select Alternative D as presented in the Proposed RMP/Final EIS to serve as the basis for the plan amendment for the BCNM, with minor modifications as described in Section 3.0. In making this decision, I reviewed the range of alternatives, read the public comments, and considered the evaluation of the alternatives in the Proposed RMP/Final EIS.

As a management plan jointly prepared by the USFS and BLM, the Approved Plan Amendment includes some BLM-specific management direction and has language that is inconsistent with the Planning Rule formatting requirement for Forest Plan direction. This is explained below under the Format for Plan Components, Section 6.2.5, 2012 Planning Rule. Because the Approved Plan Amendment direction is for both the USFS and BLM, I am clarifying that the new standard applies only to the USFS-administered lands within the BCNM Designated Area for which the Forest Service has authority (see Appendix 3, Map 1). In this document, I use the phrase “Proposed RMP” for the direction and standard of the proposed plan amendment. In the Final ROD, I will use the phrase “Approved Plan Amendment.”

The selected alternative adopts an Approved Plan Amendment for the BCNM which describes in detail the desired conditions, objectives, standards, and suitable uses for the monument. The plan amendment incorporates direction provided by Proclamation 9232 to protect and manage the monument ROVs in a sustainable manner. Needed course corrections or adjustments will be identified through monitoring and evaluation, and amendments will be made as needed. This decision will remain in effect until the Approved Plan Amendment is revised or amended.

My decision is being made pursuant to procedural provisions of the 2012 Planning Rule (36 Code of Federal Regulations [CFR] 219.13(b)).

### **2.2 Rationale for My Decision**

My decision is based on a careful and reasoned comparison of the environmental consequences of and responses to the issues and concerns identified for each alternative. Based upon my review of all alternatives, I find that Alternative D best aligns with the direction found in Proclamation 9232 because this alternative provides the best combination of management decisions to meet the purpose and need for a land use plan in consideration of the planning issues and management concerns identified through the planning process. It is prepared to ensure that the public lands in the BCNM are managed in accordance with all USFS goals, laws, and regulations (also see Section 6.2 below).

The Proposed RMP/Alternative D was identified by the BLM and USFS based on the following criteria:

1. Best responds to the purpose and need and resolves planning issues;

2. Meets the restoration and protection requirements under Presidential Proclamation 9232;
3. Meets other identified statutory requirements;
4. Represents the best combination of decisions to achieve the BLM and USFS's goals and objectives;
5. Satisfactorily addresses and mitigates adverse impacts;
6. Incorporates cooperating agency input on alternatives selection criteria including:
  - a) Protects monument ROVs,
  - b) Incorporates adaptive management and federal agency professional judgment,
  - c) Allows for proactive vegetation management to protect monument resources (i.e., bighorn sheep habitat), and
  - d) Provides a broad range of recreational opportunities for the public.
7. Reflects and responds to public comments on the Draft RMP/EIS.
8. Creates a management strategy that best meets the needs of the resources and values in this area under the BLM and USFS multiple use and sustained yield mandate; and
9. Incorporates the best management decisions from each of the alternatives analyzed.

My decision took into account the level of analysis appropriate for Plan Amendments, including the need for baseline cultural resource surveys. The Forest Service Land Management Planning Handbook at FSH1909.12\_23.22 describes consideration of Social, Cultural, and Economic Conditions in developing and analyzing plan components. No requirement for cultural resource surveys is included. All Federal undertakings are subject to compliance with 54 U.S.C. §306108, the provision formerly codified as Section 106 of the National Historic Preservation Act (NHPA), which requires identification of historic properties (cultural resources that are potentially eligible for the National Register of Historic Places [NRHP]), evaluation of eligibility for the NRHP, resolution of any adverse effects to historic properties, and consultation with the Colorado State Historic Preservation Office (SHPO), Native American Tribes, local governments, and other consulting parties in advance of any federal undertaking. The management discussed in this plan applies to and encourages proactive efforts to identify, evaluate, and conserve cultural resources and known historic properties that are managed pursuant to Section 110 of the NHPA.

Any new motorized or mechanized trail designation would require site specific NEPA analysis by either agency; therefore, no new trails with the allowance of electric bikes (e-bikes) would be designated or constructed without further analysis.

My decision reviewed Appendix 5: USFS Wilderness Inventory Suitability Determination, which states that lands should be included in a future evaluation of wilderness in the context of the PSICC as a whole during Forest Plan Revision (Appendix 5, p. 5-6). In the interim, the Goals/Desired Conditions in the Approved Plan Amendment include language relative to protecting the Aspen Ridge Roadless Area for wilderness characteristics (Appendix 1).

My decision took into account current applicable laws and monitoring measures. Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures provides adequate protections for bald and golden eagles, including seasonal restrictions. The analysis within the

FEIS includes how administrative, permitted, safety, or special activity use of unmanned aerial systems (drones) would be analyzed into the future and acknowledges the FAA regulations which apply (FEIS p. 5). Additionally, the Forest Service portion of the monument is within the Aspen Ridge Roadless Area and access is only available from the Aspen Ridge Road, which naturally limits use of the Forest Service portion for drone take offs and landings.

Further, my decision took into account human health and safety of the recreating public and impacts to monument ROVs in regards to activities that could occur within the planning and decision area. As recreational dispersed target shooting was brought forward by the public, the BLM and USFS undertook a careful review of the known safety and resource concerns by allocating areas for a shooting restriction in high use recreation locations within the monument. We recognize that shooting presently occurs along National Forest System Road (NFSR) 185, Aspen Ridge Road, outside of BCNM, as well as limited locations along NFSR 184, Turret Road. Current levels of shooting do not presently, nor are anticipated to increase and cause damage to ROVs or exceed remedial action thresholds described in Appendix 7. Should dispersed recreational shooting exceed remedial action thresholds described in Appendix 7, the remedial actions are sufficient to reduce impacts through enforcement, education, partnerships, restricting the activity, and/or closing areas surrounding the affected site. Through a cooperative partnership, Chaffee County manages a shooting range located two miles north of US Highway 285 and BLM Road 194 (Hecla Junction access). Designated and designed shooting ranges such as this, assist recreational target shooters by providing a controlled environment in which to learn and practice safety protocols. This facility is a valuable asset for Chaffee County providing a structured environment for recreational shooting activities within a short distance of BCNM.

Alternative D balances protection of the monument ROVs with providing opportunity for the public to enjoy and make beneficial use of the lands and resources, including fulfilling the USFS's responsibility to facilitate multiple use and sustained yield. Alternative D adopts a holistic approach that recognizes important relationships and interdependencies among the monument's uses, while ensuring protection of the ROVs in Proclamation 9232 in a manner that avoids and minimizes resource and resource use conflicts.

## **2.3 Alternatives Analyzed in Detail**

The USFS considered four detailed alternatives during this land use planning process, including a No Action Alternative and three action alternatives, each varying in context and intensity of potential management. NEPA requires the development and consideration of a reasonable range of alternatives, including a No Action Alternative, to analyze impacts and guide decision makers in developing and selecting the Approved Plan Amendment. The BLM and USFS developed action alternatives to be consistent with Presidential Proclamation 9232 and existing laws and regulations, meet the purpose and need, and respond to issues and planning criteria identified during the public scoping process. The BLM and USFS considered all input from the public and cooperating agencies, including a proposal submitted by The Wilderness Society, Friends of Browns Canyon, and a coalition of over 100 stakeholders, described as the "Sustainable Alternative Proposed for Management of Browns Canyon National Monument" (the "citizens' proposal") (BLM and USFS 2019b).

The agencies analyzed four detailed alternatives, including the No Action Alternative and three action alternatives, each varying in context and intensity of potential management. The Proposed

RMP/Final EIS, Section 2.3, Detailed Description of Alternatives, describes the four alternatives (A through D) analyzed in detail.

### **2.3.1 Alternative A (No Action Alternative)**

The No Action Alternative continues existing management in the Planning Area, including management direction from Presidential Proclamation 9232. In general, current management reflects decisions in the Royal Gorge RMP (BLM 1996) and PSICC Land and Resource Management Plan (USFS 1984), as amended. In addition, Alternative A reflects management direction in Presidential Proclamation 9232, which imposes restrictions to resource uses and protections for ROVs. It is included to allow for comparison of existing management with the action alternatives.

### **2.3.2 Alternative B**

Alternative B focuses on protecting monument ROVs (e.g., cultural resources, wildlife, vegetation, soil/water, river adventure, wilderness hiking, Tribal use, livestock grazing use, quiet-solitude-naturalness use) while providing primarily non-motorized recreation activities, such as hiking, horseback riding, and boating. Alternative B emphasizes a predominantly primitive and backcountry management framework, generally consistent with the citizens' proposal. Specifically, Alternative B limits future recreational infrastructure development to a narrower geographic extent and allows for more restriction on recreational activities than Alternative C, while still allowing varied river-based and upland outdoor recreation experiences and outcomes.

### **2.3.3 Alternative C (Draft RMP/EIS Preferred Alternative)**

Alternative C focuses on protecting monument ROVs while providing a wider variety of river and upland recreation opportunities in primitive, backcountry, middle, and front country settings to enhance the local economy and quality of life for residents and visitors. Alternative C emphasizes more management of natural resources to address stressors and drivers and a wider range of recreation opportunities and access than management under Alternative B.

### **2.3.4 Alternative D/Proposed Plan**

Developed in response to comments received on the Draft RMP/EIS, the Proposed RMP includes elements of alternatives B and C. It focuses on protecting monument ROVs through a landscape level approach while providing for primarily non-motorized, non-mechanized recreation activities in a primitive and backcountry setting. It emphasizes more proactive access management where increased visitation is likely to occur while allowing for a wide range of recreation opportunities.

### **2.3.5 Environmentally Preferable Alternative**

When considering the human social and economic environment and natural environment, the USFS has determined that Alternative D is the environmentally preferable alternative. In accordance with 40 CFR 1505.2(b), the environmentally preferable alternative as the one that

causes the least damage to the biological and physical environment and best protects, preserves, and enhances historical, cultural, and natural resources.

### **2.3.6 Alternatives Considered but Eliminated from Detailed Study**

Several alternatives were considered during the planning process, but were eliminated from further detailed analysis. These alternatives are discussed in Section 2.5 of the Proposed RMP/Final EIS, including the reasons why they were eliminated from detailed study.

## **3.0 CHANGES FROM PROPOSED RMP/FINAL EIS TO APPROVED PLAN AMENDMENT**

As a result of ongoing internal review and cooperating agency consultation, the USFS clarified or modified language between the Proposed RMP/Final EIS and the Approved Plan, where appropriate. The USFS also made modifications and clarifications in response to protests. Minor grammatical and editorial corrections are not identified. The following modifications and clarifications were made to the Approved Plan Amendment:

- To address an issue raised in the protest report (BLM and USFS 2020b), Appendix 6: Mitigation Strategy, Adaptive Management, and Monitoring Measures for geologic features, terrestrial wildlife, and recreation have been revised to provide the BLM and USFS options to take further steps if recreational dispersed target shooting becomes a problem within the Monument.
- The Recreational Dispersed Target/Sport Shooting management action (REC-6 in Appendix 1, Section 2.9) was revised to “Allocate the following areas as eligible for long-term closure to target shooting”.

All changes are within the range of alternatives considered in the EIS.

The changes and corrections noted above do not substantially change the analytical conclusions described in the Proposed RMP/Final EIS. Therefore, the USFS concludes that the preparation of a supplemental EIS is not required and an opportunity for public comment is not necessary because no significant changes were made to the proposed plan.

Note that all acreages presented in the Approved Plan Amendment are estimations, even when presented to the nearest acre.

## **4.0 COORDINATION AND CONSULTATION**

### **4.1 Cooperating Agencies**

The benefits of enhanced collaboration among agencies in preparing NEPA analyses are many: relevant information is disclosed early in the analytical process; available technical expertise and staff support is used; duplication with other Federal, State, Tribal, and local procedures is avoided; and a mechanism for addressing intergovernmental issues is established.

Federal regulations direct the BLM and USFS to invite eligible Federal agencies and State and local governments to participate as cooperating agencies when drafting an EIS. The BLM and the USFS worked closely with the cooperating agencies to develop alternatives and guide the

analysis contained in the EIS. This process included the development of the preliminary alternatives; review of issues raised during scoping and revision of the alternatives; reviews of the analysis contained in the EIS; review of public comments on the Draft RMP/EIS; and development of the Proposed RMP/Final EIS.

Cooperating agencies included:

- Colorado Parks and Wildlife (CPW) – Arkansas Headwaters Recreation Area (AHRA)\* and Regional and District Wildlife Managers
- Chaffee County
- Town of Buena Vista
- City of Salida

\* CPW collaboratively manages the AHRA with the BLM. Therefore, CPW additionally participated in Interdisciplinary Team (IDT) discussions pursuant of the Cooperative Management Agreement of Recreation and Public Purposes leases within the BCNM.

## **4.2 Section 7 U.S. Fish and Wildlife Service Consultation**

The BLM and USFS initiated informal consultation with the U.S. Fish and Wildlife Service (USFWS) regarding the development of the RMP in December 2019. The BLM, as the lead Federal agency in the development of the EIS for the BCNM RMP, sent a proposed list of species to be analyzed in the Biological Assessment (BA) in January 2020 and the USFWS subsequently concurred with this list. The BA analyzes the potential impacts from the implementation of management actions authorized under the BCNM RMP on plant, fish, and animal species listed as threatened or endangered under the ESA. The BLM and USFS provided a draft BA on March 2, 2020. Subsequently, the BLM and USFS addressed USFWS comments on the draft BA and submitted a final BA in April 2020. The USFWS issued a letter on May 1, 2010 that concurred the determination of impacts resulting from the BCNM RMP will not likely adversely affect the Canada lynx and Mexican spotted owl.

## **4.3 Tribal Consultation and Coordination**

Executive Order 13175, Consultation and Coordination with Indian Tribal Governments, requires Federal agencies to coordinate and consult on a government-to-government basis with sovereign Native American Tribal governments whose interests may be directly and substantially affected by activities on federally administered lands. Federal agencies also consult with federally recognized Native American Tribes as directed in the National Historic Preservation Act (NHPA), NEPA, BLM H-1780-1, Federal Land Policy and Management Action (FLPMA), and Presidential Proclamation 9232. The following Tribes were invited to participate in BCNM planning:

- Apache Tribe of Oklahoma
- Comanche Nation of Oklahoma
- Cheyenne and Arapaho Tribes of Oklahoma
- Crow Creek Sioux
- Cheyenne River Sioux Tribe
- Eastern Shoshone Tribe
- Jicarilla Apache Nation

- Kiowa Tribe of Oklahoma
- Navajo Nation
- Northern Arapaho Tribe
- Northern Cheyenne Tribe
- Oglala Lakota Tribe
- Ohkay Owingeh
- Pawnee Nation of Oklahoma
- Pueblo of Acoma
- Pueblo de Cochiti
- Pueblo of Nambe
- Pueblo of Laguna
- Pueblo of Picuris
- Pueblo of Santa Ana
- Pueblo of Santo Domingo
- Pueblo of Zuni
- Rosebud Sioux Tribe
- Southern Ute Indian Tribe
- San Ildefonso Pueblo
- Santa Clara Pueblo
- Standing Rock Sioux Tribe
- Taos Pueblo
- Ute Mountain Ute Tribe
- Ute Indian Tribe of the Uintah and Ouray Reservation

Consultation on a government-to-government basis with sovereign Native American Tribes concerning the management of the monument is on-going, and per E.O. 13175, will continue over the life of the plan. Over the course of the planning process, the BLM and USFS received replies, requests for field visits and/or additional information, and comments on the BCNM draft from the Cheyenne and Arapaho Tribes of Oklahoma, Comanche Nation of Oklahoma, Southern Ute Indian Tribe, Ute Mountain Ute Tribe, Ute Indian Tribe of the Uinta and Ouray Reservation, Rosebud Sioux Tribe, and Northern Cheyenne Tribe. BLM and USFS have incorporated this input in the Cultural Heritage Resources and Tribal Values and Uses Section of the Approved Plan Amendment.

#### **4.4 National Historic Preservation Act**

Pursuant to the NHPA, BLM and USFS also initiated consultation with the Colorado State Historic Preservation Office (SHPO). BLM and USFS will also consult the SHPO on all Federal undertakings within the BCNM pursuant to Section 106 of the NHPA.

The BCNM sent an interested party letter to the SHPO on June 18, 2018 and October 3, 2019 consistent with protocol between BLM and the SHPO. The BLM received reply from the SHPO on the BCNM plan and made clarifications to the draft plan that outlines the types of projects that BLM or USFS may choose to implement in the future, including more precise Area of Potential Effects (APEs) to implement NHPA Section 106 once specific projects are proposed. The BLM and USFS will continue to work with the SHPO on site-specific projects within the BCNM.

It is my determination that the Approved Plan Amendment complies with the National Historic Preservation Act, the Archaeological Resources Protection Act and other statutes that pertain to the protection of cultural resources.

## **5.0 PUBLIC INVOLVEMENT**

The BLM and USFS have involved the public and have coordinated with affected parties during the development of the RMP/EIS. These efforts included human ecology mapping focus groups; accepting comments on the planning assessment; public scoping and accepting comments on the planning criteria and preliminary alternatives; identifying, designating, and meeting with cooperating agencies; consulting with applicable Federal agencies and State, local, and Tribal governments; accepting comments on the Draft RMP/EIS; providing for a protest period on the Proposed RMP/Final EIS; and facilitating a Governor's consistency review.

The BLM maintains an ePlanning webpage that contains an electronic version of the Draft RMP/EIS, Proposed RMP/Final EIS, USFS and BLM RODs, and other documents pertinent to this land use planning process. The project's BLM ePlanning webpage is as follows:

<https://go.usa.gov/xn2eC>. The USFS also made this USFS ROD available at: <https://www.fs.usda.gov/project/?project=51098>

### **5.1 Social Landscape Assessment**

In Fall 2016, the BLM and USFS initiated two complementary pre-planning processes to elicit public perspectives on the social, economic, environmental, and resource conditions of the BCNM landscape. The intent was to better understand what is important to individuals, local communities, and other stakeholders; foster positive Federal-State-private working relationships; and offer the public early and engaging opportunities for meaningful participation.

The agencies engaged the Consensus Building Institute, an impartial nonprofit that helps groups collaborate, to conduct a stakeholder analysis and situation assessment that would assist the agencies in understanding the public's values, interests, and concerns related to the BCNM. Simultaneously, the agencies engaged the USFS Pacific Northwest Research Station and the University of Colorado, Colorado Springs to design and conduct a series of six public listening sessions in communities in the Arkansas River Valley and the urban Front Range, as well as an online listening session. The listening sessions utilized a method called human ecology mapping, which links social and spatial data to inform planning and decision-making. The BLM and USFS hosted six listening sessions in communities in the Arkansas River Valley and the Front Range, with a total of 133 participants. In addition, an online listening session generated 178 responses.

### **5.2 Planning Assessment and Socio-Economic Baseline Report**

On April 18, 2017, USFS issued a NOI in the Federal Register to formally invite the public to engage in a collaborative process to identify relevant management questions, baseline data, other best available scientific information (BASI), and local knowledge to be considered in the assessment phase (USFS Planning Rule, 2012). The information provided by the public was incorporated into this the Planning Assessment and Socio-Economic Baseline Report (BLM and USFS 2018a and 2018b). The Planning Assessment was produced in February 2018 as part of pre-scoping activities to inform subsequent steps of the RMP/EIS by identifying and evaluating information relevant to the issues that will be considered later in the development of plan components. This included the conditions and trends of the resources and uses/activities; the sustainability of social, economic, and social systems (36 CFR 219.5(a)(1)); and identification and evaluation of the best available scientific information and its limitations. The Socio-

Economic Baseline Assessment was produced in April 2018 and included context for the planning process through the presentation of social, cultural, and economic conditions and trends. While not required, the assessments were posted on ePlanning for public review. Comments on the documents were reviewed and incorporated into subsequent documents in the planning process.

### **5.3 Public Scoping**

Prior to the scoping period, the BLM and USFS interdisciplinary team convened with the cooperating agencies to develop preliminary planning criteria and a reasonable range of preliminary alternatives. The formal public scoping process began on May 14, 2019, with the publication of a NOI in the *Federal Register*. This 38-day public scoping period lasted through June 20, 2019. Simultaneously, the BLM and USFS released the published “*Browns Canyon National Monument Management Plan – Environmental Impact Statement Planning Criteria Report*” (Planning Criteria Report; BLM and USFS 2019b) which included preliminary alternatives by resource and resource use. Public outreach during this scoping period included three open houses, two online webinars, a press release, social media notifications, project website updates, media interviews, and newsletter distribution to interested individuals. Information at the public meetings included an overview of the project and public process, highlights of the preliminary range of alternatives, and a public comment mapping tool. A total of 125 unique comment letters were submitted, including comments from cooperating agencies, Tribes, various user and environmental groups, and the citizens’ proposal which was co-signed by approximately 105 local business, organizations, communities, and individuals. Once the submissions received during the public scoping process were entered into an online database, the letters were reviewed and parsed into individual comments to be coded according to issue categories. This parsing process resulted in approximately 472 individual comments, which were then coded according to planning issue categories. The majority of comments related to recreation and travel and transportation, followed by special designations. A complete summary of the scoping comments is provided in the “*Browns Canyon National Monument Management Plan – Environmental Impact Statement Final Scoping Report*” (Scoping Report, BLM and USFS 2019c).

### **5.4 Public Review and Comment on the Draft RMP**

Input provided during public scoping, along with guidance from Proclamation 9232, helped the ID Team and cooperating agencies refine and formulate three alternatives which were then analyzed for potential environmental impacts in the Draft RMP.

The BLM and USFS considered all input from the public and cooperating agencies. In the Draft RMP/EIS, the BLM and USFS revised alternatives A, B, and/or C (or retained and clarified those instances when a recommended citizens’ proposal action was already reflected in the alternatives) to maintain a reasonable range, address the citizens’ proposal and other monument issues identified in the Scoping Report, and identify a Preferred Alternative (Alternative C).

Four of the cooperating agencies (CPW, Chaffee County Commissioners, the City of Salida, and the Town of Buena Vista) endorsed elements of, or all of, the citizens’ proposal. Specifically, cooperating agencies provided recommendations specific to alternative management zone (MZ) framing, and recommended goals, objectives and management actions for cultural resources,

biological resources, wilderness characteristics, special designations, visual resources, vegetation, wildlife, maintaining and managing recreation and a travel network.

The BCNM Draft RMP/EIS was released on October 4, 2019 with the Notice of Availability (NOA) published in the *Federal Register*, which initiated a public comment period that ran through January 2, 2020. During the comment period, the BLM and USFS hosted three public meetings in November 2019 and two online webinars in December 2020. The BLM created an online story map that presented a user-friendly visual overview of the Draft RMP/EIS. The BLM and USFS received written comments on the Draft RMP/EIS by mail and electronic submission through the BLM's ePlanning project website. A total of 124 unique comment documents, 14 duplicate comment documents, and 63 form letters were received during the course of the public comment period.

## **5.5 Public Review and Protest of the Proposed RMP/Final EIS**

In accordance with 36 CFR 219.59, Use of Other Administrative Review Processes, the USFS waived current objection procedures of this subpart and instead adopted the BLM's protest procedures outlined in 43 CFR 1610.5-2, Protest Procedures. As required by the Planning Rule, the review included a joint response from BLM and USFS to those who filed for administrative review. Pursuant to the BLM's planning regulations in 43 CFR 1610.5-2, any person who participated in the BCNM RMP planning process and has an interest that might be adversely affected by the planning decisions can protest the proposed planning decisions within 30 days from the date the EPA published the NOA in the Federal Register. The 30-day protest period for the BCNM Proposed RMP began on April 17, 2020 and ended on May 18, 2020. The BCNM Proposed RMP did not contain any implementation decisions that are subject to appeal.

The BLM and USFS received 10 protest submissions that were timely filed during the 30-day protest period. In accordance with 43 CFR 1610.5- 2(a), the BLM dismissed eight of these letters because they were incomplete or were comments and not protests. The remaining two protest letters contained protest issues that required a response from the BLM.

Issues raised by protesters included those associated with the following:

- FLPMA – Areas of Critical Environmental Concern
- NEPA – Best Available Information – Cultural Resources
- NEPA – Lands with Wilderness Characteristics
- National Monument – Consistency with Presidential Proclamation 9232, FLPMA and Omnibus Land Management Act
- Secretarial Order 3376 and Electric Bicycles
- NEPA – Impact Analysis – Recreational Target Shooting
- Unmanned Drones – Consistency with Federal Aviation Administration Regulations

The USFS Region 2 Deputy Regional Forester and Forest Level Planning and Administrative Review Staff reviewed subsequent protest responses and concurred with the protest findings as presented. The BLM Director concluded that the BLM Colorado State Director followed the applicable laws, regulations, and policies, and considered all relevant resource information and public input. The BLM Director denied the protests.

The protest resolution report is available on the BLM's Protest Resolution website, at <https://www.blm.gov/programs/planning-and-nepa/public-participation/protest-resolution-reports>.

## **6.0 OTHER FINDINGS**

### **6.1 Determination of Non-Significant Amendment**

I prepared this amendment to the Forest Plan under the 2012 Planning Rule. The 2012 Planning Rule has different provisions from the 1982 Planning Rule procedures that the USFS used to develop the existing PSICC Land and Resource Management Plan.

Because the USFS completed this Plan Amendment jointly with the BLM, this Plan Amendment was analyzed in an EIS according to the BLM planning process. The BLM Land Use Planning Manual required and met a 90-day comment period for the Draft EIS as described under Section 5.4 above, and 30-day protest period for the Proposed RMP (BLM Manual 1601). This Plan Amendment is considered a non-significant amendment under 2012 Planning Rule (36 CFR 209.13.3) because it did not find a significant environmental effect.

### **6.2 Findings Required by Other Laws**

I have considered the statutes governing management of the BCNM, and I find that this decision represents the appropriate approach to meeting the current statutory duties of the USFS. I find that the selected alternative, Alternative D, is in compliance with the laws, policies, and regulations, described below and as further documented in the Approved Plan Amendment.

#### **6.2.1 Presidential Proclamation 9232**

Proclamation 9232 requires that the management plan provide for the protection and interpretation of the ROVs on the monument, and continued public access to those ROVs, consistent with their protection. Land use plans for a National Monument must analyze and consider measures to ensure that Monument objects and values are conserved, protected, and restored as part of the NLCS (BLM Manual Section 6220.1.6.G.4). After my review of the Proposed RMP, I am comfortable that the plan addresses these requirements, and does not violate any other specific direction in the Proclamation related to the rights of Indian Tribes, fish and wildlife management, motorized and mechanized vehicle use, livestock grazing permits and leases, vegetation management treatments, or existing withdrawals, reservations, or appropriations.

#### **6.2.2 Civil Rights and Environmental Justice**

The USFS considered information on the presence of minority and low-income populations to assess the potential for disproportionately high and adverse impacts on minority or low-income populations. Consideration of impacts includes existence of high and adverse human health and environmental effects and the degree to which low-income populations are more likely to be exposed or vulnerable to those effects.

The Proposed RMP/Final EIS finds that each of the action alternatives is likely to be more protective from a health and environmental standpoint than the continuation of current management under Alternative A. Because all action alternatives would provide for the proper care and management of monument ROVs, none of the action alternatives would result in disproportionate impacts to minority and low-income populations.

### **6.2.3 Valid Existing Rights**

This decision does not affect valid existing rights on NFS lands. Valid existing rights may be held by other Federal, State, or local government agencies or by private individuals or companies. Valid existing rights may pertain to mining claims, mineral or energy easements, ROWs, reciprocal ROWs, leases, agreements, permits, and water rights. The direction in the plan amendment will be applied consistent with applicable valid existing rights.

### **6.2.4 Section 7 under the Endangered Species Act**

The requirements for U.S. Fish and Wildlife Service Consultation were met through the actions described in Section 4.2 above.

### **6.2.5 2012 Planning Rule**

As explained below, this amendment complies with the procedural provisions of the 2012 Planning Rule (36 CFR 219.13(b)).

#### **6.2.5.1 Using the Best Available Scientific Information to Inform the Planning Process (36 CFR 219.3)**

My decision is based on the consideration of the BASI. This information is thoroughly discussed in the Planning Assessment (BLM and USFS 2018a), in the Proposed RMP/Final EIS, in the response to comments, and in the project file documentation.

Resource specialists considered what is most accurate, reliable, and relevant in their use of the BASI. The BASI used to develop the RMP and to help estimate environmental consequences in the Proposed RMP/Final EIS is listed in the Planning Assessment (BLM and USFS 2018a), literature cited and Appendix A: Bibliography, of the Proposed RMP/Final EIS, as well as any additional information that was used, updated, and/or included in the Proposed RMP/Final EIS or the planning record prior to the ROD. This information includes use of current data and reports available from various state and federal government agencies, including the BLM, USFS, Bureau of Reclamation, Colorado Parks and Wildlife, U.S. Environmental Protection Agency, U.S. Department of Agriculture, USFWS, U.S. National Park Service, Natural Resources Conservation Service, U.S. Geological Survey, Colorado Department of Public Health and Environment, and Colorado Department of Natural Resources; USFS directives (manuals and handbooks); current and past inventory, monitoring, and administrative information; and current literature endorsed by the USFS Rocky Mountain Region. Throughout the planning process, literature that was submitted by the public or other agencies was used to improve the analysis. The Planning Assessment for the Proposed RMP/Final EIS includes the BASI used to inform the development of the Proposed RMP, the Final EIS, and my decision, but it may also include science that is discussed in order to address opposing science, as required by NEPA.

Additionally, the USFS may have incorporated some portions of the documents referenced, but not others, as indicated in individual sections of the Proposed RMP/Final EIS.

In conclusion, I find that the best available scientific information was used to develop the Approved Plan Amendment.

**6.2.5.2 Providing Opportunities for Public Participation (36 CFR 219.4) and Providing Public Notice (36 CFR 219.16; 36 CFR 219.13 (B)(2))**

The requirements for providing opportunities for public participation and providing public notice were met through the actions described above in Section 4.0, Public Involvement and Tribal Consultation.

**6.2.5.3 Format for Plan Components (36 CFR 219.13 (B)(4); 36 CFR 219.7 (E))**

The plan amendment adds a BCNM Designated Area shown in Map 1 as the USFS lands within BCNM and the plan components found in Appendix 1.

**6.2.5.4 The Plan Amendment Process (36 CFR 219.13)**

The USFS notice in the Federal Register on April 18, 2017, informed the public that the USFS would use the EIS to decide on the proposed action that includes a plan amendment, which would be the addition of the Approved Plan Amendment direction to the PSICC Forest Plan. The USFS subsequently followed BLM's process in developing the RMP and the public outreach and consultation activities as described above in Sections 4.0, Coordination and Consultation, and 5.0, Public Involvement.

**6.2.5.5 Consistent with USFS NEPA Procedures (36 CFR 219.13 (B)(3))**

The Planning Rule requires the USFS to amend plans consistent with USFS NEPA procedures. The effects of the plan amendment are documented in the Proposed RMP/Final EIS. The USFS co-led the preparation of the EIS to ensure compliance with USFS NEPA procedures at 36 CFR Part 220 and is adopting the EIS to inform my decision.

**6.2.5.6 Administrative Review (36 CFR Part 219 Subpart B)**

The requirements for Administrative Review were met through the actions described above in Section 5.5, Public Review and Protest of the Proposed RMP/Final EIS. In accordance with 36 CFR 219.59, Use of Other Administrative Review Processes, the USFS waived current objection procedures of this subpart and instead adopted the BLM's protest procedures outlined in 43 CFR 1610.5-2, Protest Procedures.

**6.2.5.6.1 Compliance with the Rule's Applicable Substantive Provisions (36 CFR 219.13(b))**

The Planning Rule requires that those substantive rule provisions within 36 CFR 219.8 through 219.11 that are directly related to the amendment are applicable to this amendment. The applicable substantive provisions apply only within the scope and scale of the amendment (36 CFR 219.13(b)(5)).

### **6.2.5.7 Scope and Scale of the Amendment**

The scope and scale of the amendment is defined by the purpose for the amendment. As described above, the purpose for the plan amendment is the proper care and management of monument ROVs of the USFS lands of the BCNM that are identified in Presidential Proclamation 9232. Each paragraph of Presidential Proclamation 9232 was analyzed to identify the agencies' interpretation of ROVs by resource or resource use (see Appendix 4: Monument Resources, Objects, and Values). Therefore, I have determined that the scope of the amendment is based on the ROVs. Because the plan amendment applies only to the BCNM Designated Area (Appendix 3, Map 1), I have determined that the scale of the amendment is the designated area.

The section that follows identifies the provisions in the Planning Rule that are directly related to the amendment. I have applied those provisions within the scope and scale of the amendment.

### **6.2.5.8 Applicable Substantive Rule Provisions**

The Planning Rule requires that substantive rule provisions (36 CFR 219.8 through 219.11) that are directly related to the amendment must be applied to the amendment. A determination that a rule provision is directly related to the amendment is based on any one or more of the following criteria:

1. The purpose of the amendment (36 CFR 219.13(b)(5)(i))
2. Beneficial effects of the amendment (36 CFR 219.13(b)(5)(i))
3. Adverse effects of the amendment as determined by substantial adverse effects associated with a rule requirement (36 CFR 219.13(b)(5)(i) and (ii)(A))
4. Adverse effects of the amendment as determined by substantial lessening of protections for a specific resource or use (36 CFR 219.13(b)(5)(i) and (ii)(A))
5. Substantial impacts to a species or substantially lessening protections for a species if the species is a potential species of conservation concern (36 CFR 219.13(b)(6))

Although the Proposed RMP/Final EIS identifies adverse effects to some resources and uses of the designated area, all action alternatives would result in fewer impacts on resources than the No Action Alternative and no significant adverse effects were identified. The Proposed RMP/Alternative D would further result in beneficial effects to many resources and uses. Therefore, criteria 3, 4, and 5 do not apply to the plan amendment. Criteria 1 and 2 apply, as described below.

#### **6.2.5.8.1 Criterion 1**

The purpose of the amendment is described above and focuses on the protection of ROVs identified by Presidential Proclamation 9232.

The plan amendment establishes the Designated Area and plan components, including standards, specifically for the purpose of managing USFS lands in the BCNM. This addresses 36 CFR 219.10(b)(vi), which requires “[a]ppropriate management of other designated areas or recommended designated areas in the plan area.” I am applying the provisions to the scope and scale described above. Chapter 3 of the Proposed RMP/Final EIS indicates that the plan amendment would result in some beneficial effects for the identified ROVs for which the BCNM

was designated. I recognize that the Proposed RMP/Final EIS also identifies adverse effects that could occur; however, analysis also indicates that such effects can be mitigated for at the project level and that the overall effects would be beneficial (also see Appendix 6, Best Management Practices Reference List and Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures). I consider a beneficial effect for a resource or use to be provision for the resource or use as required by the substantive provision at the scope and scale of the amendment.

Applying the substantive provisions as identified in Appendix 1 as well as 219.10(b)(vi) to the proposed amendment, I find that the proposed amendment would meet those requirements, and therefore no adjustment to the proposed amendment is necessary for me to approve it.

#### 6.2.5.8.2 Criterion 2

The Proposed RMP/Final EIS indicates that the resources and uses for which the plan amendment has beneficial effects are the same as the ROVs evaluated for criterion 1; therefore, the substantive provisions and my finding are as described above for criterion 1.

### **6.2.6 Roadless Rule**

As described in Section 3.2.3 of the Proposed RMP/Final EIS, the USFS would continue to manage the Aspen Ridge Roadless Area in accordance with the 2012 Colorado Roadless Rule (36 CFR Part 294.43) to protect its roadless character.

### **6.2.7 Clean Air Act**

The USFS is tasked through the Federal Clean Air Act of 1970 to provide particular protection to air quality related values. This decision is consistent with the Clean Air Act. This decision will result in additional restrictions on activities that emit air pollutants; the Proposed RMP/FEIS finds that impacts would generally be negligible under all alternatives due to prohibitions on new road development in Presidential Proclamation 9232 and the application of BMPs. Implementation of the plan amendment direction will not result in exceedance of Colorado Air Pollution Control Division regulations.

### **6.2.8 Clean Water Act**

The Federal Water Pollution Control Act of 1948, expanded and reorganized in 1972 (Federal Water Pollution Control Amendments of 1972), is commonly known as the Clean Water Act. The objective of the Clean Water Act is to restore and maintain the chemical, physical, and biological integrity of the nation's waters. Nothing in this decision will change or modify standards, guidelines, and direction contained in the BMPs applicable to the USFS.

### **6.2.9 Migratory Bird Treaty Act**

As described in Section 2.3.8 and Section 3.10 of the Proposed RMP/Final EIS, all action alternatives would benefit migratory birds. This includes addressing potential impacts that are already occurring, managing to move toward vegetative desired conditions, and including special protections for disturbance from climbing activity. My selected alternative also includes nesting season time constraints to reduce effects of disturbing activities that may increase.

## **7.0 EFFECTIVE DATE**

The Plan Amendment becomes effective 30 calendar days following publication of the notice of its approval in the Federal Register (36 CFR 219.17(a), 2012 Planning Rule). Implementation

The plan amendment provides a framework to guide resource management. The plan is a strategic, programmatic document that does not make project-level decisions or irreversible or irretrievable commitments of resources. Such commitments would only be made subsequent to the initiation of more detailed, site-specific proposals and further public comment opportunities as they occur, as appropriate, as part of the site-specific environmental compliance process.

See Approved Plan Amendment Section 4.0 for additional information.

## **8.0 CONTACT PERSON**

For additional information concerning this decision, contact:

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**DIANA TRUJILLO** Digitally signed by DIANA  
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7/21/20

Diana M. Trujillo  
Forest and Grassland Supervisor  
Pike and San Isabel National Forests  
Cimarron and Comanche National Grasslands

Date

## **9.0 LITERATURE CITED**

- Bureau of Land Management (BLM). no date. National Monuments, National Conservation Areas, and Similar Designations Compatibility Analysis Framework.
- \_\_\_\_\_. 1997. *Standards for Public Land Health and Guidelines for Livestock Grazing Management*. BLM. Colorado State Office. Lakewood, Colorado. February 3, 1997.
- Bureau of Land Management and U.S. Forest Service (USFS). 2018a. *Browns Canyon National Monument Management Plan – Environmental Impact Statement Planning Assessment*. February 2018.
- \_\_\_\_\_. 2018b. *Browns Canyon National Monument Management Plan – Environmental Impact Statement Baseline Socioeconomic Report*. April 2018.
- \_\_\_\_\_. 2019a. *Browns Canyon National Monument Management Plan – Environmental Impact Statement Planning Criteria Report*. March 2019.
- \_\_\_\_\_. 2019b. *Browns Canyon National Monument Management Plan – Environmental Impact Statement Final Scoping Report*. July 2019.
- \_\_\_\_\_. 2019c. *Browns Canyon National Monument Management Plan – Draft Resource Management Plan and Environmental Impact Statement*. October 2019.
- \_\_\_\_\_. 2020a. *Browns Canyon National Monument Proposed Resource Management Plan and Final Environmental Impact Statement*. April 2020.
- \_\_\_\_\_. 2020b. *Bureau of Land Management Director’s Summary Protest Resolution Report. Browns Canyon National Monument Proposed Resource Management Plan and Final Environmental Impact Statement (PRMP and FEIS)*. July 2020.
- USFS. 1976. *National Forest Management Act of 1976*.
- \_\_\_\_\_. 1984. *Pike and San Isabel National Forests; Cimarron and Comanche National Grasslands Land and Resource Management Plan*.

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## **Appendix 1. Approved Plan Amendment**

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The U.S. Forest Service (USFS) amends the “*Pike and San Isabel National Forests; Cimarron and Comanche National Grasslands (PSICC) Land and Resource Management Plan*” (USFS 1984 as amended) as described in below and in Appendices 2 through 7.

## **1.0 INTRODUCTION**

The Federal lands within Browns Canyon National Monument (BCNM) are managed by the Bureau of Land Management (BLM) and USFS. An management plan provides broad guidance for managing public lands. The Federal Land Policy and Management Act (FLPMA) and Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, directs the BLM and USFS to develop resource management plans as the primary means to identify and allow for appropriate uses of public land. Management plans decisions guide future land management actions and subsequent site-specific implementation decisions and help establish goals and objectives for resource management. In addition, measures necessary for achieving the outcomes are expressed as actions (proactive management techniques) and allowable uses (land allocations that are open or closed to certain uses), including any restrictions on uses.

### **1.1 Purpose and Need for the Plan**

Presidential Proclamation 9232 defines the need for joint Federal agency action to manage BCNM’s resources, objects, and values (ROVs):

*The Secretary of the Interior and the Secretary of Agriculture (Secretaries) shall manage the monument through the Bureau of Land Management (BLM) and the U.S. Forest Service (USFS), pursuant to their respective applicable legal authorities, to implement the purposes of this proclamation.*

*The USFS shall manage that portion of the monument within the boundaries of the National Forest System (NFS), and the BLM shall manage the remainder of the monument. The lands administered by the BLM shall be managed as a unit of the National Landscape Conservation System, pursuant to applicable legal authorities, including, as applicable, the provisions of section 603 of the Federal Land Policy and Management Act (43 U.S.C. 1782) governing the management of wilderness study areas.*

\* \* \* \* \*

For purposes of protecting and restoring the objects identified above, the Secretaries shall jointly prepare a management plan for the monument and shall promulgate such regulations for its management as deemed appropriate.

The purpose of the RMP is to provide strategic direction and guidance for the BLM’s and the USFS’s allocation of resources and management of the public lands within the BCNM pursuant to the multiple-use and sustained yield mandates of the FLPMA of 1976, the National Forest Management Act of 1976, and Multiple Use Sustained Yield Act of 1960.

The monument’s growing popularity, visitation, and economic contribution to Colorado require that the BLM and USFS develop a joint BCNM management framework to:

- Ensure the protection and accurate interpretation of the BCNM ROVs;

- Guide shared conservation and stewardship of BCNM; and
- Provide sustainable and quality river- and upland-based recreation and livestock grazing resource use in the monument.

## **1.2 Planning Area and Map**

BCNM is located in central Colorado east of the Collegiate Peaks mountain range, between the cities of Salida and Buena Vista in Chaffee County. Consisting of 21,604 acres total, the monument encompasses 9,792 acres of BLM-administered lands within the Royal Gorge Field Office and 11,811 acres of USFS-administered lands within the Salida Ranger District of the Pike and San Isabel National Forests & Cimarron and Comanche National Grasslands (Appendix 3, Map 1). All land within the monument boundaries is federally owned. The monument also includes a portion of the Arkansas Headwaters Recreation Area (AHRA), a cooperatively managed area along the Arkansas River administered by the USFS, the BLM, and Colorado Parks and Wildlife (CPW). The BLM Browns Canyon Wilderness Study Area occur entirely within the monument.

## **1.3 Scoping and Issues**

The formal scoping period began with publication of the Notice of Intent in the *Federal Register* on May 14, 2019. The scoping period ended June 20, 2019.

During public scoping, the BLM and USFS solicited comments on preliminary planning issues from Federal, State, and local agencies; Native American Tribes; the public; stakeholders; and other interested parties. Planning issues are defined as a matter of controversy or dispute over potential land and resource allocations, levels of resource use, production, and related management practices. Issues addressed through alternatives and analysis can be found in section 1.4 of the Proposed RMP/Final EIS (BLM and USFS 2020a).

## **1.4 Planning Criteria and Legislative Constraints**

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

See section 1.3.2 of the Proposed RMP/Final EIS (BLM and USFS 2020a) for the planning criteria used in the development of the Approved Plan Amendment.

## **1.5 Related Plans**

BLM and USFS management plans must be consistent with officially approved or adopted land use or resource-related plans of other Federal, State, and local agencies, and Tribal governments, to the extent that those plans are consistent with Federal laws and regulations applicable to BLM- and USFS-administered public lands. Such plans are being considered during development of this RMP/EIS, examples of which are given in the Planning Assessment (BLM

and USFS 2018a) and Appendix E: Laws, Regulations, Policies, Guidance, and Monument Resources, Objects, and Values of the Proposed RMP/Final EIS (BLM and USFS 2020a). The BLM and USFS are not currently aware of any inconsistencies or conflicts between the alternatives considered in this EIS and local land-use plans.

## **2.0 MANAGEMENT DECISIONS**

This section of the Approved Plan Amendment presents the goals/desired conditions and objectives, and management actions/standards established for the lands in the BCNM. Most of the desired future conditions are long range and are assumed to require several years to achieve.

Each program area addressed below includes:

- Goals (BLM)/desired conditions (USFS): a broad statement of desired outcomes addressing resource, environmental, social, or economic characteristics within the planning area, or a portion of the planning area, toward which management of resources should be directed.
- Objectives: a concise statement of desired resource conditions within the planning area, or a portion of the planning area.
- Allowable uses and management actions (BLM)/standards (USFS): allocated areas for specific types of use and/or measures that will be applied to planning activities to achieve management objectives for resources.

Plan components below identified with “(BLM)” or “(USFS)” only apply to the BLM or USFS, respectively. All other components apply to both BLM- and USFS-administered lands.

The Browns Canyon National Monument (BCNM) Designated Area is established for the Land and Resource Management Plan (Appendix 3, Map 1).

The following plan components are added:

**Desired Condition BCNM-01:** The objects of antiquity and the objects of historic or scientific interest, as identified by Presidential Proclamation 9232 are protected.

**Standard BCNM-01:** The Browns Canyon National Monument Designated Area shall be managed per the following Management Decisions. This direction shall take precedence over other conflicting forest plan direction that may also apply to the Browns Canyon National Monument Designated Area.

**Suitability of Lands:** Lands within the BCNM Designated Area are not suited for timber production.

## **2.1 Special Designations**

### **2.1.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Sustain and protect outstandingly remarkable values of the BCNM to maintain the long-term sustainability of the area’s special characteristics and values for which the area was originally designated or considered for designation.

Objectives:

- 1.1 *Browns Canyon National Monument*** – Manage the BCNM consistent with Presidential Proclamation 9232 in a manner that does not impair the protections of ROVs.
- 1.2 *Browns Canyon Wilderness Study Area (WSA)*** (BLM) – Manage the Browns Canyon WSA in a manner that does not impair the suitability for designation of wilderness.
- 1.3 *Aspen Ridge Roadless Area*** (USFS) – Manage the roadless area to protect sources of drinking water, important fish and wildlife habitat, and semi-primitive or primitive recreation areas that include both motorized and non-motorized recreation opportunities in a manner that protects and maintains the social and ecological characteristics that provide the basis for wilderness recommendation.
- 1.4 *Browns Canyon Areas of Critical Environmental Concern (ACEC)*** (BLM) – Protect and prevent irreparable damage to the important and relevant fauna, scenic, and cultural values for which the ACEC was originally designated in 1995.
- 1.5 *Wild and Scenic River (WSRs)*** (BLM) – Protect eligible and suitable river and tributary stream segments within the BCNM for the National Wild and Scenic River System consistent with law and in accordance with the WSR Act and BLM guidance (BLM Manual 6400). In addition, maintain the free-flowing condition, water quality, and outstandingly remarkable values associated with suitable segments in a comprehensive administrative plan and/or strategy, and by maintaining the level of development allowed under the recommended classification.

## **2.1.2 Management Actions/Standards**

### **SD-1 Browns Canyon National Monument**

To clarify management, protection, and/or restoration of all ROVs, goals, objectives, standards, and management actions, prioritize and develop implementation-level plans and strategies, perform the appropriate form of NEPA review (e.g., Categorical Exclusion, Environmental Assessment or EIS), and implement National Historic Preservation Act (NHPA) protections for all surface disturbing activities, recreation infrastructure, new system route designation, designation of undesignated social routes, or other activities.

### **SD-2 Aspen Ridge Roadless Area (USFS)**

Manage the Aspen Ridge Roadless Area (11,185 acres) per the 2012 Colorado Roadless Rule.

The majority of the Aspen Ridge Roadless Area has been inventoried as suitable for consideration as wilderness. A full evaluation will occur during Forest Plan Revision.

If released from wilderness consideration by Congress, based on a recommendation during the Forest Plan Revision, manage the lands in the monument to protect for monument ROVs, and for the following resource values where present: cultural and visual resources, primitive settings (Monument – River East), primitive to front country settings (Aspen Ridge), and un-fragmented severe winter elk, bighorn sheep and other wildlife habitat. Also apply the following management:

- Allow Special Use Permits (SUPs) per REC-9 Special Recreation Permits and Special Use Permits.
- Close to motorized and mechanized travel, including over-snow motorized travel.
- Close to wood product sales and/or harvest (including Christmas tree harvest).
- Designate non-motorized, non-mechanized trails. (See REC-4 Social Trail Rehabilitation and REC-14 Monument – River East MZ –Trails.)

**SD-3 Browns Canyon Wilderness Study Area (BLM)**

If the Browns Canyon WSA is released from wilderness consideration, manage the lands in the monument to protect for monument ROVs, and for the following resource values where present: cultural and visual resources, primitive settings (Monument – River East), primitive to front country settings (Arkansas River Shore and Passage), and un-fragmented severe winter elk, bighorn sheep and other wildlife habitat. Apply the following management:

- Allow SUPs per REC-9 Special Recreation Permits and Special Use Permits
- Close to motorized and mechanized travel, including over-snow motorized travel.
- Close to wood product sales and/or harvest (including Christmas tree harvest).
- Allow designation of non-motorized, non-mechanized trails (See REC-4 Social Trail Rehabilitation, REC-14 Monument – River East MZ –Trails, and Section 2.10 “Travel and Transportation Management”.)
- Manage as a ROW exclusion area.
- Manage as Visual Resource Management (VRM) Class I.

(See also Sections 2.4 “Lands with Wilderness Characteristics,” 2.5 “Vegetation, Wildland Fire Ecology and Fuels,” 2.6 “Visual Resources, Night Skies, and Natural Soundscapes,” and 2.9 “Recreation”.)

**SD-4 Wild and Scenic River (WSR) (BLM)**

Determine the following eligible segment as suitable for designation:

- Arkansas River Segment 2 within the BCNM (7.1 miles) – recreational classification – recreation, scenery, wildlife, botany, fish, and cultural outstandingly remarkable values.

Apply interim protective management guidelines until Segment 2 is designated or released to multiple-use by Congress as follows:

- So long as the Voluntary Flow Management Program or instream flow water rights are in place with flow rates that protect and maintain the outstandingly remarkable values, land use authorizations will be allowed if project design is consistent with maintenance of free-flowing condition, outstandingly remarkable values, classification, and water quality.
- Approve no actions that would modify the setting or level of development of the suitable river segment to a degree that would change its tentative classification.

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- Approve no actions that would significantly degrade the water quality in the segment that is necessary to support the outstandingly remarkable values.
- Apply land use authorization avoidance on the suitable segment.
- Apply Conditions of Approval, BMPs, and standard operating procedures.

(See Section 2.7 “Watersheds, Soils, and Water Resources” below for management.)

### **SD-5 WSR Designation (BLM)**

Per BLM 6400 Manual guidance, BLM will exercise the option of not actively seeking WSR designation by Congress, in the form of not forwarding the suitability report to the President and Congress. BLM will take this course of action so long as measures such as the Voluntary Flow Management Program are in place with flow rates that protect and maintain the outstandingly remarkable values.

### **SD-6 WSR Coordination with the Colorado Water Plan (BLM)**

Coordinate with the Colorado Water Conservation Board and water users on implementation of the objectives of Colorado’s Water Plan and the Arkansas Basin Implementation Plan in the Arkansas River watershed, with the objective of proactively minimizing potential conflicts between proposed water supply projects and maintenance of outstandingly remarkable values in suitable WSR segments.

### **SD-7 WSR Voluntary Flow Management Program and instream flows – intergovernmental coordination with BLM by other agencies (BLM)**

When engaging in interagency or intergovernmental coordination, rely on provisions of the Voluntary Flow Management Program, Recreational In-Channel Diversion water rights, other protective stipulations and provisions in water court decrees for existing water rights, and existing instream flow rights to maintain flows necessary to support outstandingly remarkable values in Arkansas River Segment 2. Coordination may include working with the U.S. Army Corps of Engineers, the Bureau of Reclamation, and local governments on permitting or other matters.

Rely upon regulations implemented by other Federal, State, and local agencies to prevent land uses that are incompatible with suitable WSR corridor management as described herein. For minor projects that do not have the potential to change water quality, classification, or free flowing nature of the stream corridor on private lands within suitable segments, refrain from requesting terms and conditions in permitting processes.

Rely upon Voluntary Flow Management Program and Recreational In-Channel Diversion water rights obtained by local governments to protect flows necessary to support the outstandingly remarkable values in Arkansas River Segment 2.

### **SD-8 Browns Canyon ACEC (BLM)**

Do not designate the Browns Canyon ACEC. Manage the Browns Canyon ACEC relevant and important (R&I) values as monument resources, objects, and values (ROVs) and develop implementation-level plans, impact avoidance, mitigation measures, and BMPs.

For the complete report see the Proposed RMP/Final EIS, Appendix H: Updated Evaluation of Relevance and Importance Criteria as monument ROVs.

## **2.2 Cultural Heritage and Tribal Values and Uses**

*NOTE:* All Federal undertakings are subject to compliance with 54 U.S.C. §306108, the provision formerly codified as Section 106 of the National Historic Preservation Act (NHPA), which requires identification of historic properties (cultural resources that are potentially eligible for the National Register of Historic Places [NRHP]), evaluation of eligibility for the NRHP, resolution of any adverse effects to historic properties, and consultation with the Colorado State Historic Preservation Office (SHPO), Native American Tribes, local governments, and other consulting parties in advance of any federal undertaking. The management discussed in this plan applies to proactive efforts to identify, evaluate, and conserve cultural resources and known historic properties that are managed pursuant to Section 110 of the NHPA.

### **2.2.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Apply proper care and maintenance of BCNM cultural resources and traditional cultural landscapes, ensuring that they are available for appropriate uses by present and future generations through identification, preservation, and protection.

Objectives:

**1.1 Partnership** – Cooperate and identify opportunities with Tribal, university, support program, or other partners for protection, maintenance, stewardship, educational use, or experimental use of appropriate cultural resources that may lead to better protection and conservation.

**1.2 Research Projects** – Provide opportunities for scientific research related to cultural resources, incorporating site documentation, monitoring and stabilization, and enhancement.

**1.3 Public Education Events** – Provide opportunities for public education and interpretation of cultural resources.

**Goal/Desired Condition 2:** Reduce imminent threats and resolve potential conflicts from natural or human-caused deterioration, or potential conflict with other resource uses.

Objectives:

**2.1 Protections Issues** – Perform protective activities, such as identifying and signing, for important sites and areas.

**2.2 Avoidance** – Seek to avoid disturbing significant cultural resources, and protect, stabilize, enhance, and restore important and at-risk cultural resources.

**2.3 Long-term conservation** – Provide for the long-term identification, evaluation, and conservation of significant cultural resources.

**Goal/Desired Condition 3:** Recognize Tribal interests in BCNM and work with Tribes to support Tribal uses of public lands, as appropriate.

Objectives:

**3.1 Tribal Relationships** – Develop and maintain working relationships with Tribes that have an interest in the area.

**3.2 Tribal Uses** – Provide opportunities for traditional (Native American) uses of cultural resources, sacred sites, landscapes, native plants, and other natural resources.

## **2.2.2 Management Actions/Standards**

### **CR-1 Public Education and Outreach**

In collaboration with Tribes, develop interpretive, educational, and outreach programs, as appropriate and desired by Tribes to prevent damage to cultural heritage and archaeological resources through education and interpretation.

### **CR-2 Long-term Conservation**

In collaboration with Tribes and other partners, identify and provide opportunities for long-term conservation of significant cultural resources and cultural landscapes, including but not limited to, physical and administrative protection, inventory, monitoring, research, stabilization, restoration, and repair.

### **CR-3 Traditional Use**

Allow members of Indian Tribes noncommercial collection and use of natural resources necessary for traditional, religious, or ceremonial purposes without a permit, consistent with Presidential Proclamation 9232.

### **CR-4 Interpretive Sites**

Develop interpretive sites in line with the MZs to attract visitors and satisfy their desire to experience the history and prehistory of the area. Allow educational programs within designated trail systems. (See Section 2.9 “Recreation” below.)

### **CR-5 Programs**

Establish collaborative programs with Native American communities, SHPO, academic institutions, and qualified organizations to identify, inventory, document, monitor, and develop and implement BMPs for the restoration, stabilization, protection, and/or interpretation of historic and prehistoric resources.

## **2.3 Geology, Minerals, and Paleontology**

### **2.3.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage and protect paleontological and geologic resources consistent with the intent of Presidential Proclamation 9232 as it relates to the withdrawal of monument lands, promote resource access, promote scientific and educational use, and facilitate public understanding and appropriate use.

Objectives:

**1.1 Damage Prevention** – Manage monument uses to prevent damage to unique geological features (i.e., formations, caves, etc.), geomorphologic features, and paleontological resources. This also applies to materials from public lands located in museum collections.

**1.2 Public Education** – Use opportunities for education and interpretation to expand public knowledge and appreciation of BCNM geologic resources, as well as safety.

**1.3 Research** – Facilitate appropriate academic research, management studies, and citizen science to improve understanding and protections of geologic (i.e., formations, caves, etc.) and paleontological resources.

**1.4 Fossil Collection** – Use public awareness programs to reduce the risk of unauthorized fossil collection in BCNM.

**1.5 Geological Hazards** – Manage geological hazards and public safety, including abandoned mines.

**Goal/Desired Condition GM2:** Allow flexibility for potential U.S. Congressional action authorizing collection of monument minerals or materials.

Objectives:

**2.1 Access Trails** – Manage access to prevent resource damage and reduce recreational user conflicts.

**2.2 Shoreline** – Manage river access to prevent resource damage and reduce recreational user conflicts.

## **2.3.2 Management Actions/Standards**

### **GM-1 Resource Protection**

To protect sensitive geologic and paleontological features and landforms, such as caves, cliffs, spires, extrusions, etc., prioritize allowing access with engineering and educational avenues, such as elevated walkways and interpretive signage, over limiting access. Work with all monument users to understand and prevent damage to sensitive geologic and paleontological features.

### **GM-2 Mine Hazards**

Apply mine and abandoned mine hazard mitigation in a manner that protects resource values of the area, including wilderness characteristics; wildlife habitat; cultural site integrity; scenic values; natural, botanical, and geologic resources; and existing designated facilities in a way that protects public safety while employing minimal resources.

### **GM-3 Collection**

Prohibit collection of monument resources and objects, such as garnets, gold, rocks, fossils, and other minerals collected through rock hounding and gold placering, in accordance with Presidential Proclamation 9232, unless otherwise specified by Congress.

#### **GM-4 Rock Climbing**

Allow climbing routes to be established through implementation-level planning through the appropriate level of NEPA. Apply mitigation hierarchy and adaptive management, including partnering with the rock-climbing community, to address potential impacts and prevent damage to nesting raptor habitat, bighorn sheep habitat, geologic features, or other ROVs.

#### **GM-5 Mineral Collection**

Prohibit collection of monument resources and objects, in accordance with Presidential Proclamation 9232.

If Congress enacts legislation authorizing collection of minerals:

- Promulgate regulations governing noncommercial collection activities, consistent with the Congressional directive.
- Allow mineral collection within the monument at specific dates and locations.

## **2.4 Lands with Wilderness Characteristics**

### **2.4.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage inventoried units of lands with wilderness characteristics to maintain the qualities of naturalness, quiet, and solitude within the BCNM in balance with other uses and resource values.

Objectives:

**1.1 Monument ROVs** – Maintain the uses and ROVs identified in the Presidential Proclamation 9232 in those units found to have wilderness characteristics.

### **2.4.2 Management Actions/Standards**

#### **LWC-1 Management Action: Areas Managed to Protect Wilderness Characteristics (BLM)**

Do not manage lands that were inventoried and found to contain wilderness characteristics. Manage monument ROVs consistent with Monument - River East and Railroad Gulch (Appendix 3, Map 10).

## **2.5 Vegetation, Wildland Fire Ecology, and Fuels**

### **2.5.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** A mosaic of native forest, woodland, shrub, and grassland terrestrial vegetation and special status plant species are present, improving, and sustaining within the ecological thresholds compliant with the natural range of variability (NRV) across the monument landscape. Species diversity, grassland, shrub woodland and forest canopy, density, age class, and other cover measures exist within ecological site potential. Ecological processes and

functions within diverse vegetation communities exist; are protected, enhanced, and/or restored; and are providing ecosystem services.

Objectives:

- 1.1 *Vegetation Communities*** – Maintain and restore variability in age classes of Aspen forest stands, Ponderosa Pine-mixed conifer forest, and piñon-juniper woodland communities to the NRV.
- 1.2 *Special Status Plant Species*** –Protect and maintain special status plant species. Use policy under the ESA, various recovery plans, and the BLM Manual 6840 and Forest Service Manual (FSM) 2670 to proactively protect listed plant species and their habitats.
- 1.3 *Riparian – Wetland Vegetation*** – Enhance, restore, and encourage natural expansion of cottonwood-willow gallery forest communities and upland riparian-wetland vegetation.
- 1.4 *Grass/forb Upland Communities*** – Maintain or restore herbaceous vegetation communities to the NRV.

**Goal/Desired Condition 2:** Drought, climate (temperature, precipitation, extreme weather events, etc.), insects, infestations, and other stressors or disturbance driving forest die-off and affecting terrestrial vegetation are monitored, understood, managed, and mitigated, as possible.

Objectives:

- 2.1 *Drought*** – Protect soil, water, and vegetation resources during drought.
- 2.2 *Noxious weeds and Other Invasive Species*** – Monitor their presence, prevent new infestations, and reduce the acreage of existing infestations of noxious weeds and other invasive species.

**Goal/Desired Condition 3:** USFS and BLM jointly protect life, property, and resource values through management to address higher probability for human-caused ignitions and respond to wildfires based on ecological, social, and legal consequences of the fire and the circumstances under which it occurs.

Objectives:

- 3.1 *Wildfire*** – Use wildfire to protect, maintain, and enhance resources and, when possible, allow wildfire to function in its natural ecological role.
- 3.2 *Treatments*** – Reduce hazardous fuels using prescribed burns or biological or mechanical treatments to restore ecosystems; protect human, natural, and cultural resources; and reduce the threat of wildfire to communities. Design treatments to protect monument resources and values.
- 3.3 *Fire Response*** – Maximize the effectiveness of fire response in consideration of protecting human health and safety and ROVs, and in consideration of allowing wildfire to function as a driver towards establishing or maintaining fuel conditions within the NRV.
- 3.4 *Emergency Efforts*** – Allow emergency stabilization, rehabilitation, and restoration efforts to protect and sustain resources, public health and safety, and community infrastructure.

## **2.5.2 Management Actions/Standards**

### **VF-1 Land Health Standards (BLM)**

Maintain or improve resource conditions as measured by the “Colorado Public Land Health Standards” (BLM 1997).

### **VF-2 Noxious and Invasive Species**

Manage noxious weeds and other invasive species according to the principles of integrated pest management and the Colorado Undesirable Plant Act. Use BMPs to prevent the introduction and spread of Colorado List A and B noxious weeds and other invasive plants.

### **VF-3 Collection**

Allow agency, volunteer, or commercial collection of native seed and vegetative materials by permit on a case-by-case basis, and for purposes of restoration or enhancement of monument ROVs and species conservation.

### **VF-4 Restoration**

Require seed laboratory analysis for each seed lot for purity, noxious weeds, and noxious weed seeds. Select seeds and plants based on Natural Resources Conservation Service ecological site descriptions or other USFS current accepted standard. Allow for annual and/or non-persistent non-native cover crops for soil stabilization during reclamation activities on a case-by-case basis based on site assessment.

### **VF-5 Chemical Control of Noxious and Invasive Species**

Allow targeted broadcast of chemical control agents to specific noxious weeds and invasive plants. Allowed methods include hand application, ground equipment (e.g., vehicles and off-highway vehicles [OHVs]) and aircraft.

### **VF-6 Special Status Plant Species**

Require protective setbacks and/or other mitigation measures for new trails for sensitive plant species covered in Colorado Natural Heritage Program’s Potential Conservation Areas, critical habitat for federally listed plant species, and important habitat for special status plant species that are in or near an advanced seral stage.

### **VF-7 Vegetation Treatments**

Allow mechanical, chemical, and biological treatments (including targeted grazing and adaptive management strategies) to maintain, restore, and promote a natural range of native plant associations in the monument, meet desired plant conditions; improve vegetation structure, diversity, and resiliency; reduce noxious and invasive species; restore native plant communities; and maintain or improve forage availability.

Restrict vegetation treatments in the Browns Canyon WSA and the Aspen Ridge Roadless Area, to management actions that meet the wilderness quality non-impairment standard.

### **VF-8 Fuels and Vegetation Treatments**

Allow wildfire, prescribed burning (broadcast and/or pile), hand thinning, biological, chemical, and mechanical vegetation treatments in terrestrial vegetation communities to improve vegetation structure, diversity, and resiliency; to reduce noxious and invasive species; to restore native plant communities; and to maintain or improve forage availability.

Restrict vegetation treatments in the Browns Canyon WSA and Aspen Ridge Roadless Area to management actions that meet the wilderness quality non-impairment standard.

### **VF-9 Wildfire and Prescribed Fire**

Prioritize and use naturally ignited wildfires and natural processes to manage fuel loads.

Allow reductions in fuel load using mechanical, biological, prescribed fire fuel treatment techniques, and/or wildfire emergency response consistent with ROV protections.

Restrict prescribed burning vegetation treatments in the WSA and Aspen Ridge Roadless Area to treatments that meet the wilderness non-impairment standard.

### **VF-10 Wildfire Management**

Allow management of naturally ignited wildfires to do the following:

- Restore, maintain, or increase the amount, availability, and palatability/nutrition of wildlife forage/browse by setting back succession and creating a diverse age structure of plants.
- Restore, maintain, and vary the canopy cover in mature uniform-aged brush and pinyon-juniper stands.
- Restore, maintain, and vary ecological processes and forest age classes (including old growth forest habitats) where potential exists.
- Restore, maintain, and vary the diversity and abundance of grasses and forbs in the understory of transition and winter range habitats for the critical period of late fall through early spring.
- Manage naturally ignited wildfires within the WSA consistent with non-impairment standards.

## **2.6 Visual Resources, Night Skies, and Natural Soundscapes**

### **2.6.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage BCNM uses to maintain and promote public awareness and engagement with scenic quality, grandeur, night sky, and natural soundscapes.

Objectives:

- 1.1 *Scenery-Night Sky-Sounds* – Maintain BCNM scenic values, vistas, overlooks, open spaces, night skies, and natural aesthetics.

**1.2 Infrastructure** – Minimize impacts to visual resources by using BMPs and infrastructure design feature stipulations for color, contrast, background, integrity, form, and other visual criteria.

**1.3 Artificial Light** – Manage artificial light at night to avoid unnecessary impacts to the quality of natural night skies and dark dependent wildlife habitats.

**1.4 Natural Range of Variability** – Maintain integrity and stability of valued scenic character within the NRV.

## **2.6.2 Management Actions/Standards**

### **VR-1 Night Sky**

Minimize illumination (the number and intensity of lighting) and require permanent and temporary artificial outdoor lighting be shielded and downward facing (“full cut-off” fixtures) to minimize impacts on naturally dark night skies.

### **VR-2 Temporary Project Impacts**

Prohibit projects that temporarily depart from VRM Class I objectives or Very High Scenic Integrity Objectives (SIO) standards.

Development or construction phases of projects may temporarily depart from VRM class objectives or SIO standards in BLM Class II and III and USFS High and Moderate areas given that the construction or development phases of projects do not exceed 5 years.

### **VR-3 Scenic Features, Night Skies, Natural Soundscapes-Inventory**

Working in partnership with local communities, universities, other agencies, and stakeholders:

- Maintain night skies, measure light pollution, implement artificial light BMPs.
- Maintain natural soundscapes, measure and monitor soundscapes, implement noise BMPs.

### **VR-4 BLM VRM (BLM)**

Manage for VRM class designations on BLM-administered surface lands (Appendix 3, Map 2):

- VRM Class I: 8,878 acres
- VRM Class II: 429 acres
- VRM Class III: 339 acres
- VRM Class IV: 147 acres

### **VR-5 USFS Scenery Management System (USFS)**

Manage for SIO designations on USFS-administered surface lands (Appendix 3, Map 2):

- Very High: 11,038 acres
- High: 773 acres

- Moderate: 0 acres
- Low: 0 acres
- Very Low: 0 acres

## **2.7 Watersheds, Soils, and Water Resources**

### **2.7.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Maintain and restore water quality, soil productivity and health, and aquatic and riparian habitat, according to “Colorado Public Land Health Standards” (BLM 1997) as well as applicable laws, regulations, and executive orders.

Objectives:

**1.1 Proper Functioning Condition (PFC)** – Maintain monument riparian habitat and soil for proper function and condition in BCNM as measured by the “Colorado Public Land Health Standards” (BLM 1997) or other identified metric.

**1.2 Improvement** – Restore soils, water quality, and riparian habitat not meeting “Colorado Public Land Health Standards” (BLM 1997), or areas meeting with problems; using PFC, BLM Multiple Indicators Monitoring; Assessment, Inventory, & Monitoring; or other scientifically acceptable method for monitoring.

**1.3 Soils** – Manage public lands to avoid unstable areas and steep slopes to minimize erosion outside of the NRV.

**1.4 Watersheds** – Protect groundwater, water quality and quantity, riparian areas, hydrology, and stream morphology processes.

### **2.7.2 Management Actions/Standards**

#### **WS-1 Water Rights**

Allow acquisition of water rights, in compliance with State law to further ROV objectives and to support monument management for livestock watering, recreational facilities, and wildlife habitat.

#### **WS-2 Plant Community Reestablishment (USFS)**

Improve non-functioning or functioning at-risk soil, water, aquatic, and riparian conditions by using USFS’s “National Best Management Practices for Water Quality Management on National Forest System Lands” (Technical Guide FS-990a) or other agency technical manuals to inform proper use and timing of implementing BMPs. Manage vegetation to improve composition and structure to minimize soil erosion. (Also see REC-7 Waste.)

### **WS-3 Infrastructure**

Allow new in-channel infrastructure in high use areas to mitigate impacts of recreational development and infrastructure, address life and safety, protect monument ROVs, minimize erosion, and improve water quality.

### **WS-4 Surface-disturbing activities**

Avoid surface-disturbing activities, within the following (Appendix 3, Map 3):

- Public water reserves.
- Active floodplains.
- 100-year floodplain of the Arkansas River.
- 250 feet of intermittent and perennial streams, rivers, riparian areas, wetlands, and springs.

With the exception of emergency wildfire response, allow range improvements, vegetation treatments, and recreational infrastructure if impacts to watersheds and monument ROVs can be minimized or eliminated.

### **WS-5 Setbacks**

Apply setbacks to new grazing improvements, salt blocks, recreation facilities, or other surface disturbing activities to a minimum distance of 328 feet (100 meters) from the edge of the riparian zone of naturally occurring seeps and springs (lentic riparian areas). Also apply setbacks to the spring/seep recharge zone where it is determined to extend more than 328 feet (100 meters). Relocate existing improvements consistent with the above on a case-by-case basis where feasible.

### **WS-6 Recharge Areas**

In spring and seep recharge areas, maintain existing water developments in functional conditions where needed to meet livestock management or wildlife needs. Otherwise, reclaim water developments to achieve biological resource objectives where practicable.

### **WS-7 Springs**

For all new water developments and other actions, inspect and characterize all springs and seeps located inside the affected watershed, down gradient and within one mile of proposed development. Allow for new water developments when a) surface disturbing actions would not directly impact the source area, b) characterization of the spring/seep indicates the recharge potential would not be significantly altered, and c) development would be limited to instances where needed to achieve biological resource objectives

## **2.8 Wildlife and Fish**

### **2.8.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage BCNM’s biological integrity of terrestrial and aquatic ecosystems to maintain, restore, and/or improve habitat, fish and wildlife populations, ecosystem health, ecological processes, and overall biodiversity.

Objectives:

**1.1 Habitat Quality** – Maintain and/or improve habitat quantity and quality (forage, water, cover, space, security, trophic level integrity, and biogeochemical processes) sufficient to sustain diverse wildlife populations in coordination with the CPW.

**1.2 Stream Habitat** – Maintain and/or improve aquatic stream habitat to support productive and diverse fisheries and other aquatic populations.

**1.3 Connectivity** – Maintain and/or improve habitat connectivity and unrestricted wildlife movement between ecological zones.

**1.4 Aquatic** – Maintain, improve, and/or enhance aquatic and wildlife resources and provide for biological diversity to support healthy ecosystems.

**1.5 Public Education** – Increase public education and appreciation of fish and wildlife species through interpretation.

**Goal/Desired Condition 2:** Conserve migratory birds, raptors, and bats and their habitats in BCNM.

Objectives:

**2.1 Migratory Birds** – Conserve habitat for migratory birds and inventory through partnership and citizen science of migratory birds listed on the USFWS’s list of Birds of Conservation Concern and Partners-in-Flight Watch List species.

**2.2 Special Status** – Maintain, restore, or enhance migratory bird, bat, and sensitive and special status avian species habitat.

**2.3 Important Nesting Areas** – Apply limited use restrictions and seasonal closures of areas to protect important bird nesting areas.

**2.4 Human-Wildlife Conflicts** – Increase public awareness of avian, raptor, migratory bird, and bat issues to limit human wildlife conflicts and maintain the ecological integrity of wildlife habitats within BCNM.

**Goal/Desired Condition 3.** Maintain, improve, and/or restore habitat for big game species within production areas and winter ranges (e.g., critical winter range, winter concentration areas, severe winter range) by providing contiguous high quality and quantities of forage and browse, and hiding and thermal cover.

Objectives:

**3.1 Unfragmented Big Game Sensitive Habitats** – Minimize adverse human disturbance of big game species and density of recreation infrastructure in BCNM (e.g., bighorn sheep [*Ovis canadensis*], mule deer [*Odocoileus hemionus*], elk [*Cervus canadensis*]) in

winter ranges (e.g., winter range, severe winter range, winter concentration areas), production areas, priority habitats, concentration areas, and migration corridors in consideration of relevant CPW guidance and BMPs (Appendix 6: Best Management Practices Reference List).

**3.2 Corridors** – Maintain and improve BCNM contribution to landscape migration corridors, linkages, and connectivity of ranges for big game species, including important waterways.

**3.3 Big Game Habitat** – Maintain and improve big game habitat quality and winter range to meet or exceed the “Colorado Public Land Health Standards” (BLM 1997) and in consideration of other relevant Federal and State policy and guidance addressing big game migration corridors and habitat management.

**Goal/Desired Condition 4.** Special Status Species (including Species of Conservation Concern). Maintain or improve priority habitats in BCNM for native terrestrial and special status species (e.g., reptiles, amphibians, birds, mammals, pollinators) as described in CPW’s “State Wildlife Action Plan.”

Objectives:

**4.1 Special Status Species** – Increase public knowledge of wildlife habitat and special status species through interpretation.

**4.2 USFS Species of Conservation Concern** – Identify Species of Conservation Concerns in the BCNM in accordance with the USFS 2012 Planning Rule at 36 CFR 219 (2012) and Directives (USFS Handbook 1909.12).

**4.3 Special Status Species Habitat** – Maintain or improve the quality of Canada lynx, Mexican spotted owl, and other special status species habitat.

**4.4 Adaptive Management** – Employ adaptive management of special status species and their habitats within the monument, including conducting inventories to determine to the extent practicable the distribution, abundance, and population and habitat conditions and trends.

## **2.8.2 Management Actions/Standards**

### **WF-1 Nesting Birds**

As practicable, from April 15 to July 15 or if migratory non-raptor nesting birds are observed, avoid or minimize surface-disturbing activities, vegetation-altering projects, and broad-scale use of pesticides in identified and occupied priority migratory bird habitat.

### **WF-2 Fencing**

Require that newly constructed fences accommodate passage by wildlife. As funding allows, modify or replace existing fences that do not allow passage by wildlife.

### **WF-3 Facility Improvements**

Modify facilities, infrastructure, and range improvements (e.g., capping pipes, marking wires, installing bat gates) that are harmful to migratory birds or bats during permit reauthorization or approval.

### **WF-4 Recreation Conflicts**

Avoid, minimize, and mitigate wildlife and recreation conflicts by applying BMPs (Appendix 6: Best Management Practices Reference List) for public activities (new trails, developed areas, climbing, pet control, etc.) and permitted new activities (Special Recreation Permit [SRPs], SUPs, etc.) in the following habitats, if necessary (Appendix 3, Maps 4-8):

- Waterfowl and shorebird habitat within significant production areas.
- Big game migration and movement corridors.
- Rocky Mountain bighorn sheep production (lambing) areas, winter range, severe winter range, and winter concentration areas.
- Raptor nesting areas.
- Mule deer severe winter range and winter concentration area.
- Elk production (calving), winter range, severe winter range, and winter concentration areas.
- USFS sensitive species and BLM special status species habitat as identified based on-site specific assessment and/or habitat or population inventory.

### **WF-5 Seasonal Use**

Based on monitoring and applying adaptive management (Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures), implement buffer zones and seasonal restrictions for recreation use within the following areas to maintain the integrity of wildlife habitat to inventoried and known nest sites and surrounding habitat:

- Raptor nesting areas (Appendix 3, Map 9).
- 0.5-mile (0.8-km) radius of golden eagle active nest sites from December 15 to July 15.
- 0.5-mile (0.8-km) radius of prairie or peregrine falcon active nest sites from March 15 to July 31.
- 0.33-mile (0.5-km) radius of red-tailed hawk nest sites from February 15 to July 15.
- 0.25-mile (0.4-km) radius of all other non-special status raptor (accipiter, falcon [except kestrel], buteos, and owl) nest sites from January 1 to July 15.
- Bighorn sheep production (lambing) areas from April 15 to June 30 (Appendix 3, Map 9).

Other habitats as collaboratively determined referencing CPW *Recommendations to Avoid and Minimize Impacts to Wildlife from Land Use Development in Colorado* and Appendix G: Best Management Practices Reference List.

## **WF-6 Trail Development**

Minimize new trail development in bighorn lambing (production) habitat in coordination with CPW in the following MZ:

- Monument – River East

Allow for new trail development in coordination with CPW considering impacts on wildlife and seasonal closures subject to ROV and BMP protections of big game winter range and migratory corridors, planning, and mitigation in the following MZs:

- Monument – River West
- Arkansas River Shore and Passage
- Aspen Ridge
- Railroad Gulch

## **2.9 Recreation**

### **2.9.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Fosters protection of monument natural and cultural ROVs while providing a diverse range of recreation opportunities that supports outdoor-oriented lifestyles; enhances quality of life for local communities; and promotes visitor well-being through enjoyment of monument naturalness, quiet, solitude, and WSR adventure.

Objectives:

**1.1 Opportunities-Settings** – Manage for sustainable recreation and visitor access to the Arkansas River and areas with primitive, middle-, and backcountry settings, such as whitewater rafting, kayaking, river and on shore fishing/angling, stand-up paddle boarding, hiking, horseback riding, mountain biking, enjoying quiet, solitude, naturalness, hunting, fitness, sightseeing, universally accessible opportunities, scenic driving/viewing, dispersed camping, and interpretation.

**1.2 Partnerships – Collaboration** - Collaborate with State, local agency, private associations, and other organizations (e.g., commercial outfitters/guiding operations, civic organizations, friends groups) to monitor and manage recreation use through management zoning or similar methods.

**1.3 Monitoring** – Continue and enhance monitoring of dispersed recreational use to track and evaluate impacts of monument ROVs.

**1.4 Adaptive Management** – Assess need, adaptively plan, and manage potential type, level, and location of elevated recreation management strategies in monument settings (e.g., designated river corridor and backcountry campsites, private and commercial use, permits).

**1.5 Information** - Update and coordinate information and marketing materials to manage visitor expectations and focus visitor use to desired locations.

**Goal/Desired Condition 2:** Maintain sustainable levels of facilities, infrastructure, and visitor services consistent with a variety of recreation settings and outcomes ranging from quiet, solitude, and remote wilderness quality to high use river recreation and including individual, group, private, and commercial experiences to serve growing visitor demand while managing for other uses.

Objectives:

**2.1 River Services** – Maintain and provide BCNM river recreation services, facilities, and settings for cooperative management of the AHRA.

**2.2 Wilderness Opportunities** – Sustain wilderness quality settings and level of visitor services in the Browns Canyon WSA (BLM) and areas determined suitable as Wilderness (USFS) that are harder to reach, where quiet and solitude can be experienced and naturalness can be enjoyed.

**2.3 Trails** – Evaluate, maintain, improve, close, rehabilitate, or expand trails, including but not limited to the existing location and layout of permitted non-system trails, to accommodate varied recreation users (e.g., hikers, equestrian, mountain bikers, seniors, and those with disabilities).

**2.4 Damage-Trespass** – Curb illegal trespass and property damage and address public safety concerns.

**Goal/Desired Condition 3:** Visitor use enhances and knowingly protects a sustainable and vibrant outdoor recreation environment while not degrading recreation settings or ROVs.

Objectives:

**3.1 Partnerships** – Employ agency and empower citizen-based recreation management and protection of prehistoric and historic heritage resources.

**3.2 Collaboration-Conflict** – Increase collaboration and cooperation with community partners and other service providers to help communities produce greater wellbeing and socioeconomic health, and deliver outstanding recreation experiences to visitors, while sustaining the distinctive character of public lands recreation settings.

**3.3 Interpretation-Stewardship** – Increase awareness, understanding, and a sense of stewardship in recreational activity participants so their conduct safeguards cultural and natural resources.

**3.4 Recreation Restoration** – Apply restoration of recreation damage to ROVs, such as prehistoric and historic cultural heritage resources.

**3.5 Heritage Interpretation** – Develop visitor interpretation of irreplaceable prehistoric and historic cultural heritage resources.

## **2.9.2 Management Actions/Standards**

### **REC-1 USFS Recreation Opportunities Spectrum [ROS] (USFS)**

USFS-administered lands within the BCNM would be managed with USFS Recreation Opportunities Spectrum categories.

### **REC-2 USFS (USFS)**

For USFS-administered lands in the monument, construct, reconstruct, and maintain developed sites in accordance with the established Recreation Opportunities Spectrum classification for the given area and the USFS Built Environment Image Guide. See Appendix 8: Management Zones Frameworks for Recreation and Visitor Services.

### **REC-3 Camping at Trailheads**

Prohibit camping in trailheads or other facilities intended for day-use only, except where allowed in MZs.

### **REC-4 Social Trail Rehabilitation**

Close, rehabilitate, or designate all undesignated social routes to achieve MZ outcomes, settings, and characteristics and to protect monument ROVs.

### **REC-5 Management Zones (MZs)**

Allocate BCNM lands under the following MZs and landscape settings (Appendix 3, Map 10):

- Arkansas River Shore and Passage (Primitive to Front Country; 883 acres)
- Monument – River East (Primitive; 18,778 acres)
- Monument – River West (Backcountry to Middle Country; 405 acres)
- Aspen Ridge (Backcountry to Middle Country; 481 acres)
- Railroad Gulch (Primitive to Backcountry; 646 acres)
- Turret Road (Backcountry; 292 acres)
- Ruby Mountain – Hecla Junction Access (Front Country; 118 acres)

Refer to Section 2.9 below and Appendix 8: Management Zones Frameworks for Recreation and Visitor Services for further details on MZ objectives, activities, experiences, outcomes, and settings.

### **REC-6 Recreational Dispersed Target/Sport Shooting**

Allocate the following areas as eligible for long-term closure to target shooting. (983 acres) (Appendix 3, Map 11):

- Within the Arkansas River Shore and Passage MZ
- Within the Ruby Mountain – Hecla Junction Access MZ
- Within 50 feet of County/BLM Road 300
- Within 50 feet of County Road 194

Note: Discharge of firearms is prohibited in all developed recreation sites and areas on BLM-managed public lands per 43 CFR 8365.2-5(a), and in or within 150 yards of a residence, building, campsite, developed recreation site or occupied area on national forest lands per 36 CFR 261.10(d). State and local laws and ordinances regarding use of firearms or other weapons shall apply per 43 CFR 8365.1-7(c).

**REC-7 Waste**

Develop an education program to encourage proper human and pet waste disposal along the Arkansas River. Require human and pet waste collection and disposal offsite at the following locations:

- Within the Arkansas River Shore and Passage MZ
- Within the Ruby Mountain – Hecla Junction Access MZ
- Within the Railroad Gulch MZ
- Within the Aspen Ridge MZ

Implement signage and adaptive management (i.e., new technology) of human and pet waste collection and disposal offsite in other monument locations based on monitoring of degradation or damage to MZ outcomes or ROVs or where waste is resulting in violations of State or Federal water quality standards or posing a risk to human health or safety, or other triggers as identified in Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures.

**REC-8 Arkansas River Crossing (BLM)**

Allow lands for development of one new non-motorized, non-mechanized crossing of the Arkansas River, within BCNM outside of the WSA between the following near shore areas:

- Arkansas River Shore and Bench MZ;
- Ruby Mountain – Hecla Junction Access MZ

Provided that a crossing would not interfere with valid and existing rights, railroad and other ROWs, and protects BCNM ROVs. See SD-1 BCNM for ROV protections, and implementation-level guidelines and Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures.

**REC-9 Special Recreation Permits and Special Use Permits**

Allow SRPs (BLM) and SUPs (USFS) on a case-by-case basis consistent with ROV protection, impact avoidance criteria, current laws, regulations, and guidance that support MZ objectives and factors such as the type and size of equipment, size of area used, number of participants, frequency of use, seasonal closures, and compatibility with other uses.

Allow SRPs and SUPs as an adaptive management tool to mitigate impacts to the WSA and other ROVs within the monument (e.g., guided day hiking to inform visitors of ROVs, user ethics, management issues).

**REC-10 Competitive Events**

Allow competitive events only on river surface and Recreation and Public Purpose (R&PP) leases.

**REC-11 Arkansas River MZ – Trails (BLM)**

Close, rehabilitate, and/or designate undesignated social routes.

Designate, construct, realign, and maintain system trails.

**REC-12 Arkansas River MZ – Camping (BLM)**

Use adaptive management techniques and triggers to implement management actions such as camping registration systems, designated dispersed camping, or numbers limitations to reduce user conflicts (Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures).

Allow implementation-level plans and adaptive management of camping to protect monument ROVs, including restrictions on agency approved tools or campfire locations if necessary.

**REC-13 Rail – Trail Proposals (BLM)**

Subject to valid and existing Union Pacific ROW, allocate lands for proposal and development of a system railroad trail (152 acres) (Appendix 3, Map 12).

**REC-14 Monument – River East MZ – Trails**

Designate new and social trails through site-specific NEPA in areas outside of the WSA. Designate new and social trails through site-specific NEPA within the WSA in order to mitigate impacts to other ROVs and protect visitor safety.

Allow closure of undesignated social trails as necessary.

Apply mitigation and adaptive management strategies, such as:

- Limits on group size.
- Limits on SUPs/SRPs.
- Seasonal closures of trails and roads.
- Signage

Allow for continued mechanized use on existing designated route NFST1435, only.

**REC-15 Monument –River East MZ – Camping**

Apply mitigation and adaptive management strategies, such as:

- Restrictions on overnight camping within 300 feet of any surface water.
- Duration limits on overnight camping.
- Camping setback limits near trailheads.
- Limits on campfires.

**REC-16 Monument – River West MZ – Trails (BLM)**

Develop minimal new recreation infrastructure such as trailheads, trails, scenic overlooks, signage, and Architectural Barriers Act (ABA) compliant parking facilities.

Allow seasonal closures to roads and trails.

Close, rehabilitate, and/or designate undesignated social routes.

Designate, construct, realign, and maintain system trails.

**REC-17 Monument – River West MZ – Camping (BLM)**

Require the use of fire-pans or agency constructed fire rings where overnight camping is allowed.

For adaptive management, allow:

- Development of designated dispersed camping sites, campgrounds, and/or overnight facilities.
- 7-day camping limits.
- Restrictions on camping/overnight use in trailhead or other facilities intended for day-use only.
- Camping in designated sites only.
- Overnight parking to support backcountry use.

**REC-18 Aspen Ridge MZ – Trails (USFS)**

Consistent with the USFS Colorado Roadless Rule (2013) and USFS Land and Resource Management Plan (1984), as amended:

- Close and rehabilitate spur routes off of FS 185 and FS 185D if determined appropriate after site-specific NEPA review.
- Develop ABA/Forest Service Trail Accessibility Guidelines -compliant trails to scenic overlooks and interpretive opportunities.
- Develop signs and kiosks for navigation and interpretation purposes.
- Do not allow new mechanized routes.

**REC-19 Aspen Ridge MZ – Camping (USFS)**

Consistent with the USFS Colorado Roadless Rule (2013) and USFS Land and Resource Management Plan (1984), as amended:

- Designate areas for camping with recreation infrastructure and motorized vehicle access.
- Camping, where allowed, would be limited to 7 days.
- Camping/overnight use in trailheads or other facilities intended for day-use only would not be allowed.
- Overnight parking to support backcountry use.
- Camping in designated sites only.
- Require use of fire-pans where overnight camping is allowed.

**REC-20 Railroad Gulch MZ –Trails**

Develop minimal new non-mechanized trails, recreation infrastructure, and signage only as necessary for:

- route identification, reassurance, and confirmation;

- user safety;
- notification of restrictions; and
- protection of resources.

Consistent with USFS Land and Resource Management Plan (1984), as amended, provide BCNM gateway access on adjacent USFS administered lands. (See Appendix 8, Section 2).

**REC-21 Railroad Gulch MZ – Camping**

Prohibit camping/overnight use.

**REC-22 Turret Road MZ – Trails (USFS)**

Consistent with the USFS Colorado Roadless Rule (2013) and USFS Land and Resource Management Plan (1984), as amended, allow development of visitor infrastructure only as necessary to mitigate and protect BCNM ROVs from social trails and parking and provide BCNM gateway access on adjacent USFS administered lands.

**REC-23 Turret Road MZ – Camping (USFS)**

Allow motorized dispersed camping within one vehicle length off of designated routes, where not specifically prohibited, unsafe, or causing resource damage.

Camping, where allowed, would be limited to 7 days.

Camping/overnight use in trailheads or other facilities intended for day-use only would not be allowed.

Allow overnight parking to support backcountry use.

Require the use of fire-pans where overnight camping.

Allow designated dispersed camping if needed to adaptively manage, mitigate, and protect monument ROVs.

**REC-24 Ruby Mountain - Hecla Junction Access MZ (BLM)**

All uses within the R&PP sites would be consistent with AHRA policy and regulation and BLM R&PP lease stipulations to protect monument ROVs.

## **2.10 Travel and Transportation Management**

### **2.10.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage a BCNM travel and transportation system that accommodates a variety of uses and growing visitation, minimizes user conflicts, and contributes to protection of sensitive resources (such as wildlife habitat, riparian areas, and cultural resources).

Objectives:

**1.1 Ingress-Egress-Parking** – Work with the local and State agencies to provide safe ingress, egress, and parking for the BCNM at Ruby Mountain, Hecla Junction, Aspen Ridge Road, Turret Road, and Turret Trail.

**1.2 Travel Opportunities** – Provide travel opportunities as open, closed, or limited for all travel modes (from motorized to non-motorized, including access for visitors with disabilities), based on opportunities provided and/or the need to protect resources per Presidential Proclamation 9232.

**1.3 Protection** – Sustain compatible traditional, current, and future use of the land by establishing a route system that contributes to protection of sensitive resources, accommodates recreation and grazing uses, and minimizes user conflicts.

## **2.10.2 Management Actions/Standards**

### **TM-1 Safe Access**

In cooperation with State and local governments, study and develop feasible solutions for monument access; travel and transportation options to serve varied scenarios of visitor growth; and reducing and/or mitigating monument transportation and travel infrastructure risk factors, vehicle collision, and public safety risks.

### **TM-2 Route Designations**

Travel decisions will be consistent with existing Travel Management Plans. The BLM and USFS recognize planning and administration of the travel routes and facilities include county, State, and Federal infrastructure. Routes may be analyzed and approved separately.

### **TM-3 County Coordination**

Actively participate in Chaffee County travel management planning for access to the monument and collaboratively seek feasible solutions to address issues created outside the monument.

### **TM-4 Mechanized Travel (USFS)**

Per USFS Travel Management Rule, limit electric bikes (e-bikes) (defined as a motor vehicle per 36 CFR 212.1) to routes where motorized use is allowed

### **TM-5 Mechanized Travel (BLM)**

Limit mechanized travel and equipment to routes designated by BLM specifically for such use (e.g. mechanized use) and routes where OHV use is allowed (unless mechanized use is otherwise specifically prohibited).

### **TM-6 OHV Area Designations**

Consistent with the Presidential Proclamation 9232, limit OHV travel and equipment routes previously designated as such, and consistent with the care and management of ROVs. Allocate the following OHV area designations (Appendix 3, Map 13):

- OHV Open: 0 acres

- OHV Limited: 14,141 acres
- OHV Closed: 7,463 acres

### **TM-7 Route Rehabilitation**

Allow rehabilitation and reclamation of routes, or sections of routes, within the monument to protect monument ROVs.

### **TM-8 Over Snow Vehicles**

Consistent with Presidential Proclamation 9232 and seasonal closures for wildlife protections, BCNM is closed to over-snow vehicles except on designated system routes.

### **TM-9 Shuttle System**

Allow shuttle system SRPs to address visitor capacity within BCNM.

### **TM-10 County/BLM Road 300 [Ruby] – County Road 194 [Hecla Junction]**

Allow County/BLM Road 300 and County Road 194 system ingress/egress facility improvement for visitor safety and capacity management within BCNM.

### **TM-11 Motorized Routes**

Refer to Section 2.9 “Recreation” above for level and type of desired recreation settings per MZ.

Consistent with Presidential Proclamation 9232, new motorized trails are allowed only west of the Arkansas River and at the Ruby Mountain Recreation Site, and only when necessary to provide reasonable river or campground access.

(See LR-6 for management actions on unmanned aircraft system [UASs].)

### **TM-12 Non-motorized, Non-Mechanized Routes**

Allow new non-motorized or non-mechanized route designations following site-specific NEPA analysis, consistent with ROV protections where compatible with MZ objectives. (See Appendix 8: Management Zones Frameworks for Recreation and Visitor Services.)

## **2.11 Range and Livestock Grazing**

### **2.11.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Maintain, restore, or enhance rangeland health and provide for appropriate livestock grazing opportunities.

Objectives:

**1.1 Conditions** – Manage livestock use to meet the “Colorado Public Land Health Standards” (BLM 1997) and USFS Desired Condition.

**1.2 Grazing Use** – Balance livestock grazing use and stocking rates with available forage to meet desired vegetation and habitat structural conditions.

**Goal/Desired Condition 2:** Promote visitor education about grazing use on public lands in relation to validity, importance to community culture, and open space conservation.

Objectives:

**2.1 Public Interpretation** – Display interpretive materials related to livestock grazing use at kiosks or other central locations.

## **2.11.2 Management Actions/Standards**

### **LG-1 Grazing Focus**

Livestock grazing use will be managed consistent with the laws, regulations, and policies currently followed by the BLM or the USFS in issuing and administering grazing permits or leases on lands under their jurisdiction.

### **LG-2 Healthy Rangelands**

Design grazing systems and range improvements per the BLM Guidelines for Livestock Grazing Management in Colorado and based on BASI and BMPs to achieve and maintain healthy rangelands.

### **LG-3 Vehicle Use**

Authorize vehicle use for new range improvements and maintenance of existing range improvements, including water rights and grazing permit use, as long as resource damage does not occur and no new routes are created.

### **LG-4 Range Improvements**

Construct range improvement projects to achieve resource condition objectives, mitigate other user and resource conflicts, and provide the greatest forage value for livestock on an as-needed basis.

### **LG-5 Allotment Allocations – BLM (BLM)**

Maintain 9,615 acres in the BLM Ruby Mountain, Hecla Junction East, Hecla Junction West, Sugarloaf Mountain, and Three Mile Creek allotments as open to livestock grazing. Grazing allotments will not be closed (Appendix 3, Map 14).

### **LG-6 Allotment Allocations – USFS (USFS)**

Maintain 7,560 acres in the USFS Aspen Ridge and Cameron allotments as open to livestock grazing. Grazing allotments will not be closed.

### **LG-7 Management Categories (BLM)**

Allow for the ability to adjust BLM range allotment management categories to Maintain and Improve categories in order to meet monument objectives.

### **LG-8 Range Improvement Standards**

Inventory and assess existing range improvements. Allow for removal of structural improvements that are no longer needed. Allow improvements that are designated for retention to be improved and upgraded to meet current standards.

### **LG-9 Trailing**

For BLM, authorize livestock trailing permits through BCNM consistent with the protection of monument ROVs.

For USFS, authorize livestock trailing through BCNM consistent with the protection of monument ROVs as part of the allotment management plan.

### **LG-10 Adaptive Management**

Allow adjustments in grazing use or other uses on a case-by-case basis to achieve resource objectives to improve ecosystem health, reduce conflict with other resources, and best protects special status plant species and other vegetative resources, and community values. Changes in number of livestock, season-of-use and duration-of-use should be based on pertinent monitoring studies and inventory data. In times of drought, cooperate with stakeholders for adjustments in livestock use and management.

### **LG-11 Kinds of Livestock**

Do not restrict allotments or grazing to specific kinds and classes of livestock, including if grazing is used as a vegetative treatment tool, as long as there are no identified disease or wildlife related issues and adequate infrastructure for control of livestock is currently in place or will be constructed. Also see VF-7 Vegetation Treatments.

## **2.12 Lands and Realty**

### **2.12.1 Goal/Desired Condition and Objectives**

**Goal/Desired Condition 1:** Manage ROWs, Special Use Authorizations (SUAs), authorizations, and surface use of lands in a manner that improves efficient management and protects the BCNM ROVs.

Objectives:

**1.1 Administration** – Administer existing authorizations, ROWs, SUAs, and leases to protect BCNM ROVs.

**1.2 Avoidance** – Avoid designating, authorizing, or employing ROW or SUAs for transportation or utility corridor use.

## **2.12.2 Management Actions/Standards**

### **LR-1 Trespass**

Identify, manage, and resolve trespasses and other unauthorized uses by removal and site restoration or, when appropriate, through ROW, SUAs, or other authorization procedures.

### **LR-2 Recreation and Public Purpose [R&PP] Leases (BLM)**

Additional R&PP leases within the Cooperative Management Lands (CML) can be allowed if needed to protect and mitigate adverse impacts to monument ROVs.

### **LR-3 Exclusion/ Avoidance**

On BLM land, manage the BCNM as ROW avoidance area. Per BLM Manual 6330, no new ROWs within the WSA will be approved for uses that do not satisfy the non-impairment standard.

On USFS land, manage the BCNM as a SUA avoidance area for communication sites and above-ground utilities. Manage other SUAs in accordance with USFS Manual 2700 to protect and mitigate adverse impacts to monument ROVs.

### **LR-4 New ROWs**

When processing a new ROW or SUA/SUP application, consider siting, stipulations, BMPs, and other mitigation measures to the greatest extent possible through the NEPA process to eliminate or minimize adverse impacts. Minor ROWs and SUAs/SUP may be authorized when the applications are consistent with MZ objectives and settings and ROV protections. Locate new ROWs or SUAs/SUPs within or near existing ROWs or SUAs/SUPs to the greatest extent possible.

### **LR-5 Filming**

Authorize commercial filming via the appropriate agency throughout the BCNM if the project is limited to existing highways and pullouts; designated routes, roads, and trails; river surface; and previously disturbed or cleared areas.

If the proposal is within the WSA, it must meet the non-impairment standard or one of the exceptions for WSAs per BLM Manual 6330. Commercial filming may be permitted under 43 CFR 2920 and 36 CFR 251 Special Uses, USFS directives (FSM 2720 and FSM 2709.11) and subject to monument ROV protections. Commercial filming permits must stipulate that if the WSA is designated as wilderness, the permit will be terminated.

### **LR-6 Unmanned Aircraft Systems [UASs]**

Casual-use landing and takeoff of UASs would not be allowed in the following areas in the BCNM:

- BLM WSA.
- Developed recreation areas.

- CPW owned/leased lands and above the river corridor within the AHRA except as authorized by an AHRA Special Activity Agreement/Permit or BLM/ USFS authorization.

Use of UASs for administrative use, permitted use, safety, or special activity use would be analyzed on a case-by-case basis.

### **3.0 PUBLIC INVOLVEMENT**

As the BLM and USFS implement the Approved Plan Amendment, the public may remain involved in several ways. The public will have the opportunity to participate in the NEPA process as individual actions are reviewed and implemented, including the development of implementation-level plans identified in the Approved RMP. The BLM and USFS are also responsible for continuing government-to-government tribal consultation; engaging local volunteers and stakeholders in stewardship efforts; coordinating with education institutions on monitoring and research; and coordinating public input on activity-level planning efforts. The public may engage with the monument through the Royal Gorge Field Office and the Salida Ranger District.

### **4.0 MANAGEMENT PLAN IMPLEMENTATION**

The BLM and USFS will develop an implementation strategy to identify and prioritize the work needed to meet the goals and objectives. The implementation plan will assist managers and staff to prepare budget requests and to schedule work priorities. The BLM and USFS will prepare supplementary rules, as necessary, to provide full authority to BLM and USFS Law Enforcement to enforce management decisions made in the Approved Plan Amendment pursuant to the BLM's authority under 43 CFR 8365.1-6 and USFS's authority under 36 CFR 261.50 (a) and (b).

**Immediate Decisions:** Most of the land use plan decisions in this document are current on the effective date. These decisions include the goals, objectives, and management actions such as the allocation of lands as limited or closed for OHV, and ROW avoidance and exclusion areas. These decisions require no additional analysis and guide future land management actions and subsequent site-specific implementation decisions in the monument. Proposals for future actions, such as an application for a new ROW and other allocation-based actions, will be reviewed against these decisions in the Plan Amendment to determine if the proposal conforms with the applicable plan objective and management action.

**Subsequent Decisions:** Some decisions may take a number of years to implement on the ground and will require additional analysis and site-specific activity planning. Site-specific NEPA compliance can vary from a simple statement of conformance with the Plan Amendment and adequacy of existing NEPA analysis to EAs or EISs that analyze several alternatives. Many of these decisions will be implemented as funding and staff availability allow, as well as national and statewide direction. Further, existing regulations and authorities, including FLPMA, Public Law 111-11, and SO 3308 require national monuments to be managed to protect the values for which they were designated. In addition to this Approved Plan Amendment, these compatibility requirements apply to all implementation plans and proposed discretionary uses not specifically addressed.

## **5.0 MONITORING, EVALUATION, MAINTENANCE, AND AMENDMENTS**

### **5.1 Monitoring**

Land use plan decision monitoring is a continuous process occurring over the life of the plan. The aim is to maintain a dynamic plan. Monitoring data are collected, examined, and used to draw conclusions about 1) whether planned actions have been implemented in the manner prescribed by the Plan Amendment (implementation monitoring), 2) whether Plan Amendment allowable use and management action decisions and the resultant implementation actions are effective in achieving program-specific objectives or desired outcomes (effectiveness monitoring), and 3) calculating the cost of delivering a service or product (efficiency monitoring by program elements).

The BLM and USFS use conclusions drawn from monitoring to make recommendations on whether to continue current management or to determine what changes need to be made to implementation practices to better achieve the goals. Indicators, methods, locations, units of measures, frequency, and action triggers can be established by national policy guidance, or by technical specialists in order to address specific issues. (See Appendix 7: Mitigation Strategy, Adaptive Management, and Monitoring Measures.)

Based on staffing and funding levels, monitoring is annually prioritized consistently with the goals and objectives of the Plan Amendment. The BLM and USFS may work in cooperation with local, State, and other Federal agencies, or may use data collected by other agencies and sources when appropriate and available.

### **5.2 Evaluation**

In accordance with the BLM's Land Use Planning Handbook (H-1601-1) and USFS's 2012 Planning Rule, the Approved Plan Amendment will be evaluated periodically to determine whether the land use plan decisions and NEPA analysis are still valid and whether the plan is being implemented effectively. More specifically, the Plan Amendment will be evaluated to determine whether 1) the decisions remain relevant to current issues, 2) decisions are effective in achieving or making progress toward achieving the desired outcomes specified in the plan, 3) any decisions are in need of revision, 4) any decisions need to be dropped from further considerations, or 5) any areas require new decisions.

In making these determinations, the evaluation by BLM and USFS will consider whether mitigation measures such as those described in the Approved Plan Amendment are satisfactory, whether there are significant changes in the related plans of other entities, or whether there is significant new information.

In addition to periodic evaluations, special evaluations may also be required to review unexpected management actions or significant changes in the related plans of Native American Tribes, other Federal agencies, and State and local governments, or to evaluate legislation or litigation that has the potential to trigger an amendment or revision to the Plan Amendment. Evaluations may identify resource needs as well as the means for correcting deficiencies and

addressing issues through plan maintenance, amendments, or revisions. Evaluations should also identify where new and emerging issues and other values have surfaced.

### **5.3 Maintenance**

During the life of the Plan Amendment, BLM and USFS expect that new information gathered from field inventories and assessments, other agency studies, and other sources will allow the agencies to update GIS data and BMPs. To the extent that this new information addresses issues covered in the plan, BLM and USFS will integrate the data through plan maintenance. BLM regulations in 43 CFR 1610.5-4 and USFS's 2012 Planning Rule stipulate that decisions and supporting actions can be maintained to reflect minor changes in data.

Maintenance is limited to further refining, documenting, or clarifying a previously approved decision incorporated in the plan. Maintenance must not expand the scope of resource uses or restrictions or change the terms, conditions, and decisions of the Approved Plan Amendment. For example, adjusting the parameters of special status species habitat based on new inventory information or adjusting fire management polygons due to changes in fuel source or urban interface patterns may be reasonable maintenance actions.

Maintenance may be especially necessary to update acreage figures shown throughout the RMP. Acreages are based on GIS data, which are subject to constant refinement. Any potential discrepancies within the acreage figures or future refinements in the data may be corrected or updated in the RMP through plan maintenance.

### **5.4 Amendments**

These decisions are subsequently changed through either a plan amendment or another LRMP revision. The process for conducting plan amendments is basically the same as the land use planning process used in developing or revising LRMPs. The primary difference is that circumstances may allow for completing a plan amendment through the environmental assessment (EA) process, rather than through an EIS. Plan amendments (43 CFR 1610.5-5) change one or more of the terms, conditions, or decisions of an approved land use plan. Plan amendments are most often prompted by the need to consider a proposal or action that does not conform to the plan; implement new or revised policy that changes land use plan decisions; respond to new, intensified, or changed uses on BLM- and USFS- administered land; and consider significant new information from resource assessments, monitoring, or scientific studies that change land use plan decisions.

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## **Appendix 2. Glossary**

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**Adaptive management.** A type of natural resource management in which decisions are made as part of an ongoing science-based process. Adaptive management involves testing, monitoring, evaluating applied strategies, and incorporating new knowledge into management approaches that are based on scientific findings and the needs of society. Results are used to modify management policy, strategies, and practices.

**Administrative access.** Administrative access pertains to travel on routes that are limited to authorized users (typically motorized access). These are existing routes that lead to developments that have an administrative purpose, where the Bureau of Land Management (BLM), U.S. Forest Service (USFS), or a permitted user must have access for regular maintenance or operation.

**Allotment.** An area of land in which one or more livestock operators graze their livestock. Allotments generally consists of BLM or USFS lands but may include other federally managed, state-owned, and private lands. An allotment may include one or more separate pastures. Livestock numbers and periods of use are specified for each allotment.

**Allotment management category.** Each permitted BLM allotment has been evaluated and designated into one of three categories: maintain (M), improve (I), or custodial (C).

- *Maintain.* Allotments in the M Category are in generally good condition and have no serious resource conflicts under present management. These may have some potential for a positive return on investments.
- *Improve.* I Category allotments may have serious resource conflicts, or their resource production is below its potential under present management. These allotments have potential to improve, or have conflicts, that can be resolved through changes in livestock grazing management or investments in range improvement projects.
- *Custodial.* Allotments in the C Category have low productivity potential, limited resource conflicts, and no opportunity for a positive return on public investments.

**Area of critical environmental concern (ACEC).** Special area designation established through the BLM's land use planning process (43 Code of Federal Regulations [CFR] 1610.7-2), where special management attention is needed to protect and prevent irreparable damage to important historical, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards. The level of allowable use within an ACEC is established through a collaborative planning process. Designation of an ACEC allows for resource use limitations in order to protect the identified resources or values.

**Best available scientific information (BASI).** Disclosure of the most relevant, accurate, and reliable data that was considered to ensure that science was appropriately interpreted and applied in the development of the Resource Management Plan (RMP). Under the 2012 USFS Planning Rule, the BASI must inform the planning process. The rule requires the responsible official to consider the general characteristics of quality scientific information (described in Section 42.12, Forest Service Handbook (FSH) 1909.12 - Land Management Planning Handbook; Chapter 40 – Key Processes Supporting Land Management Planning). The determination of the BASI should be based on what scientific information is the most accurate, reliable, and relevant with regard to the issues being considered in the planning process.

**Best management practices (BMPs).** A suite of techniques that guide or may be applied to management actions to aide in achieving desired outcomes. BMPs are not considered a planning decision.

**Candidate species.** Candidate species are plants and animals for which there is sufficient information on their biological status and threats to propose them as endangered or threatened under the ESA, but for which development of a proposed listing regulation is precluded by other higher priority listing activities.

**Cooperating agency.** Assists the lead Federal agency in developing an environmental assessment or environmental impact statement. These can be any agency with jurisdiction by law or special expertise for proposals covered by National Environmental Policy Act (NEPA; 40 CFR 1501.6). Any Tribal, Federal, State, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency.

**Council on environmental quality (CEQ).** An advisory council to the President of the United States established by NEPA. It reviews Federal programs to analyze and interpret environmental trends and information.

**Cultural resource.** A definite location of human activity, occupation, or use identifiable through field inventory (survey), historical documentation, or oral evidence. Cultural resources are archaeological, historic, or architectural sites, structures, or places with important public and scientific uses, and may include definite locations (sites or places) of traditional cultural or religious importance to specified social and/or cultural groups. Cultural resources are concrete, material places and things that are located, classified, ranked, and managed through the system of identifying, protecting, and utilizing for public benefit, without regard to eligibility for listing on the National Register of Historic Places.

**Desired future condition/goals.** A broad statement of desired outcomes addressing resource, environmental, social, or economic characteristics within a planning area, or a portion of the planning area, toward which management of resources should be directed. Typically they do not vary by alternative. They describe the aspirations or visions for how the planning area (or a portion of the planning area) should be managed and drive the development of the other plan components. They identify the desired condition of resources in the future and the other plan components and give more specific guidance on how to achieve those desired conditions.

**e-bike (electric bicycle).** A "low-speed electric bicycle" falling within one of the following classifications:

- i) "Class 1 electric bicycle" shall mean an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling, and that ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour;
- ii) "Class 2 electric bicycle" shall mean an electric bicycle equipped with a motor that may be used exclusively to propel the bicycle, and that is not capable of providing assistance when the bicycle reaches the speed of 20 miles per hour; and
- iii) "Class 3 electric bicycle" shall mean an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling, and that ceases to provide assistance when the bicycle reaches the speed of 28 miles per hour.

**Eligible river.** A river or river segment found to meet criteria found in Sections 1(b) and 2(b) of the Wild and Scenic Rivers Act (16 U.S.C. 1271, 1273[b]) of being free flowing and possessing one or more outstandingly remarkable value (BLM Manual 6400, Wild and Scenic Rivers).

**Endangered species.** Any species that is in danger of extinction throughout all or a significant portion of its range (BLM Manual 6840, Special Status Species). The U.S. Fish and Wildlife Service oversees the protection and recovery of imperiled species and the ecosystems upon which they depend per the Endangered Species Act 1973.

**Environmental assessment (EA).** A concise public document prepared to provide sufficient evidence and analysis for determining whether to prepare an environmental impact statement or a finding of no significant impact. It includes a brief discussion of the need for the proposal, alternatives considered, environmental impact of the proposed action and alternatives, and a list of agencies and individuals consulted.

**Environmental impact statement (EIS).** A detailed statement prepared by the responsible official in which a major Federal action that significantly affects the quality of the human environment is described, alternatives to the proposed action are provided, and effects are analyzed.

**Exclusion area.** An area on the public lands where a certain activity or activities are prohibited to ensure protection of other resource values present on the site. In the Browns Canyon National Monument (BCNM) RMP, this term is primarily used in reference to lands and realty actions and proposals (e.g., rights-of-way) and renewable energy development. This restriction is functionally analogous to the phrase "no surface occupancy" used by the oil and gas program, and is applied as an absolute condition to those affected activities. The less restrictive analogous term is avoidance area. Also see "*right-of-way exclusion area*" definition.

**Federal Land policy and Management Act of 1976 (FLPMA).** Public Law 94-579, October 21, 1976, often referred to as the BLM's "Organic Act," which provides most of the BLM's legislated authority, direction policy, and basic management guidance.

**Geographic information system (GIS).** A system of computer hardware, software, data, people, and applications that capture, store, edit, analyze, and display a potentially wide array of geospatial information.

**Goal.** See Desired Future Condition

**Historic property.** Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register. The term includes artifacts, records, and remains that are related to and located within such properties.

**Invasive plant.** Invasive plants include not only noxious weeds, but also other plants that are not native to this country or to the area where they are growing. The BLM considers plants invasive if they have been introduced into an environment where they did not evolve. The USFS considers plants invasive if they are non-native or alien to the ecosystem under consideration and whose introduction causes or is likely to cause environmental harm or harm to human health.

**Management zone (MZ).** Management zones provide a management tool to achieve identified settings for a specific geographic location.

**Mineral.** Any naturally formed inorganic material, solid or fluid inorganic substance that can be extracted from the earth, and any of various naturally occurring homogeneous substances (as

stone, coal, salt, sulfur, sand, petroleum, water, or natural gas) obtained usually from the ground, under Federal laws considered as locatable (subject to the general mining laws), leasable (subject to the Mineral Leasing Act of 1920), and salable (subject to the Materials Act of 1947).

**Mining claim.** A parcel of land that a miner takes and holds for mining purposes, having acquired the right of possession by complying with the Mining Law and local laws and rules. There are four categories of mining claims: lode, placer, millsite, and tunnel site.

**Mitigation.** Includes specific means, measures, or practices that could reduce, avoid, or eliminate adverse impacts. Mitigation can include avoiding the impact altogether by not taking a certain action or parts of an action, minimizing the impact by limiting the degree of magnitude of the action and its implementation, rectifying the impact by repairing, rehabilitating, or restoring the affected environment, reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action, and compensating for the impact by replacing or providing substitute resources or environments.

**Multiple-use.** The management of the public lands and their various resource values so that they are used in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and nonrenewable resources, including recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output (FLPMA). The policy and purpose of the National Forests to provide for multiple-use and sustained yield of products and services per The Multiple Use Sustained Yield Act of 1960.

**National Environmental Policy Act of 1969 (NEPA).** Public Law 91-190. Establishes environmental policy for the nation. Among other items, NEPA requires Federal agencies to consider environmental values in decision-making processes.

**National register of historic places (NRHP).** The NRHP, or National Register, expanded and maintained by the Secretary of the Interior, as authorized by Section 2(b) of the Historic Sites Act and Section 101(a)(1)(A) of the National Historic Preservation Act. The National Register lists cultural properties found to qualify for inclusion because of their local, State, or national significance. Eligibility criteria and nomination procedures are found in 36 CFR Part 60. The Secretary's administrative responsibility for the National Register is delegated to the National Park Service.

**National wild and scenic rivers system (NWSRS).** A system of nationally designated rivers and their immediate environments that have outstanding scenic, recreational, geologic, fish and wildlife, historic, cultural, and other similar values and are preserved in a free-flowing condition. The system consists of three types of streams: (1) recreation—rivers or sections of rivers that are readily accessible by road or railroad and that may have some development along their shorelines and may have undergone some impoundments or diversion in the past; (2) scenic—rivers or sections of rivers free of impoundments with shorelines or watersheds still largely undeveloped

but accessible in places by roads; and (3) wild— rivers or sections of rivers free of impoundments and generally inaccessible except by trails, with watersheds or shorelines essentially primitive and waters unpolluted.

**Native American Graves Protection and Repatriation Act.** Describes the rights of Native American lineal descendants, Indian Tribes, and Native Hawaiian organizations with respect to the treatment, repatriation, and disposition of Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony, referred to collectively in the statute as cultural items, with which they can show a relationship of lineal descent or cultural affiliation.

**Non-native plant (weed).** A plant introduced with human help (intentionally or accidentally) to a new place or new type of habitat where it was not previously found.

**Noxious weed.** A noxious weed is any plant designated by a Federal, State, or county government as injurious to public health, agriculture, recreation, wildlife, or property. A noxious weed is also commonly defined as a plant that grows out of place and is competitive, persistent, and pernicious.

**Objectives.** Specific desired outcomes for resources. To the extent feasible, objectives are quantifiable and measurable and may have established time frames for achievement.

**Off-highway vehicle (OHV).** Any motorized vehicle capable of, or designated for travel on or immediately over land, water or other natural terrain, excluding: (1) any non-amphibious registered motorboat; (2) any military, fire, emergency, or law enforcement vehicle while being used for emergency purposes; (3) any vehicle whose use is expressly authorized by the authorized officer, or otherwise officially approved; (4) vehicles in official use; and (5) any combat or combat support vehicle when used for national defense.

**Off-highway vehicle (OHV) area designations.** Lands are designated as Open, Limited, or Closed for OHV use.

- *Open.* Designated areas where all types of motorized vehicles (jeeps, all-terrain vehicles, motorized dirt bikes, etc.) are permitted at all times, anywhere in the area, on roads or cross country, subject to the operating regulations and vehicle standards set forth in 43 CFR subparts 8341 and 8342.
- *Limited.* Designated areas where motorized vehicles are restricted to designated routes. Off-road, cross-country travel is prohibited in Limited areas, unless an area is specifically identified as an area where cross-country over-snow travel is allowed. Some existing routes may be closed in Limited areas.
- *Closed.* Designated areas where off-road motorized vehicle travel is prohibited yearlong. Emergency use of vehicles is allowed yearlong.

**Outstandingly remarkable values (ORVs).** Values among those listed in Section 1(b) of the Wild and Scenic Rivers Act of 1968: “scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values....” Other similar values that may be considered include ecological, biological, or botanical.

**Paleontological resources.** The physical remains or other physical evidence of plants and animals preserved in soils and sedimentary rock formations. Paleontological resources are

important for correlating and dating rock strata and for understanding past environments, environmental change, and the evolution of life.

**Perennial stream.** A stream that flows continuously. Perennial streams are generally associated with a water table in the localities through which they flow.

**Permittee.** A person or company who has received a special use permit to conduct outfitter guide activities, host an event, or graze livestock on public land.

**Proper functioning condition (PFC).** A term describing stream health that is based on the presence of adequate vegetation, landform, and debris to dissipate energy, reduce erosion, and improve water quality. A lotic riparian area is considered to be in proper functioning condition, or “functioning properly,” when adequate vegetation, landform, or woody material is present to:

- Dissipate stream energy associated with high water flow, thereby reducing erosion and improving water quality.
- Capture sediment and aid floodplain development.
- Improve floodwater retention and groundwater recharge.
- Develop root masses that stabilize streambanks against erosion.
- Maintain channel characteristics (Dickard et al. 2015).

**Proposed species.** Proposed species for listing under the Endangered Species Act are those candidate species that were found to warrant listing as either threatened or endangered, after completion of a status review and consideration of other protective conservation measures.

**Public land.** Land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM or Secretary of Agriculture through the USFS without regard to how the United States acquired ownership, except lands located on the Outer Continental Shelf and land held for the benefit of Indians, Aleuts, and Eskimos (BLM Handbook H-1601-1, Land Use Planning).

Recreational dispersed target shooting (BLM) and Recreational sport shooting (USFS). *See Target Shooting.*

**Resource management plan (RMP).** A land use plan as prescribed by FLPMA that establishes, for a given area of land, land-use allocations, coordination guidelines for multiple-use, objectives, and actions to be achieved.

**Right-of-way (ROW).** Public lands authorized to be used or occupied for specific purposes pursuant to a ROW grant, which are in the public interest and which require ROWs over, on, under, or through such lands.

**Right-of-way avoidance area.** An area identified through resource management planning to be avoided, but may be available for ROW location with special stipulations.

**Right-of-way exclusion area.** An area identified through resource management planning that is not available for ROW location under any conditions.

**Riparian area.** A form of wetland transition between permanently saturated wetlands and upland areas. Riparian areas exhibit vegetation or physical characteristics that reflect the influence of permanent surface or subsurface water. Typical riparian areas include lands along,

adjacent to, or contiguous with perennially and intermittently flowing rivers and streams, glacial potholes, and the shores of lakes and reservoirs with stable water levels. Excluded are ephemeral streams or washes that lack vegetation and depend on free water in the soil.

**Roadless area.** A USFS undeveloped area typically exceeding 5,000 acres that met the minimum criteria for wilderness consideration under the Wilderness Act and that were inventoried during the USFS's Roadless Area Review and Evaluation (RARE II) process, subsequent assessments, or forest planning.

**Scenery management system (SMS).** A USFS system of analysis to address the amount of visible impact created by man-made activities on National Forest System lands.

**Scoping.** An early and open public participation process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action.

**Special use authorization (SUA).** A USFS permit, term permit, lease, or easement which allows occupancy, use, rights, or privileges of National Forest System land.

**Special recreation permit (SRP).** Authorization that allows for recreational uses of public lands and related waters. Issued as a means to control visitor use, protect recreational and natural resources, and provide for the health and safety of visitors. Commercial SRPs are also issued as a mechanism to provide a fair return for the commercial use of public lands.

**Special status species.** Collectively, federally listed or proposed, and BLM and USFS sensitive species, which include both Federal candidate species and delisted species within five years of delisting. See also "U.S. Forest Service Sensitive Species" and "Species of Conservation Concern."

**Species of conservation concern.** Species, other than federally recognized threatened, endangered, proposed, or candidate species, that are known to occur in the plan area [National Forest System lands within the congressionally designated boundary] and for which the regional forester has determined that the best available scientific information indicates substantial concern about the species' capability to persist over the long-term in the plan area" (Forest Service Manual [FSM] 1909.12.52). These species are native to and are known to occur in the plan area.

**Suppression.** All the work of extinguishing a fire or confining fire spread.

**Surface-disturbing activities (or surface disturbance).** Greater than casual use actions created through mechanized or motorized means that would cause soil mixing and result in alteration or removal of soil and vegetation, exposing the mineral soil to erosive processes to the extent that reclamation may be required. These actions may include the use of mechanized earth-moving equipment; self-propelled drilling equipment; certain geophysical exploration; placement of surface facilities such as utilities, pipelines, structures, and oil and gas wells; new road construction; and use of pyrotechnics or explosives. Surface-disturbing activities do not include livestock grazing; low-impact vegetation tools (e.g., mastication and hand thinning) and associated short term infrastructure; cross-country hiking; driving on and maintaining existing roads, primitive roads, and limited administrative vehicle travel off routes in areas designated as limited to off-highway vehicle use; scientific excavation; cultural resource inventories, restoration, and/or mitigation of limited scope approved by the Field Office Manager.

**Target shooting (recreational dispersed target shooting [BLM] and recreational sport shooting [USFS]).** Any form of sport, training, competition, or pastime, whether formal or

informal, that involves the dispersed discharge of a rifle, handgun, or shotgun. Does not include hunting, including game and non-game animals. Also referred to as target shooting, sport shooting, recreational shooting. An area open to target shooting is not the same as a shooting range.

**Threatened species.** Any species that is likely to become endangered within the foreseeable future throughout all or a significant portion of its range (BLM Manual 6840 - Special Status Species Management Policy). The U.S. Fish and Wildlife Service oversees the protection and recovery of imperiled species and the ecosystems upon which they depend per the Endangered Species Act 1973.

**Traditional cultural property.** A property that derives significance from traditional values associated with it by a social or cultural group, such as an Indian Tribe or local community. A traditional cultural property may qualify for the National Register of Historic Places if it meets the criteria and criteria exceptions at 36 CFR 60.4. See National Register Bulletin 38.

**Traditional use.** Longstanding, socially conveyed, customary patterns of thought, cultural expression, and behavior, such as religious beliefs and practices, social customs, and land or resource uses. Traditions are shared generally within a social and/or cultural group and span generations.

**U.S. Forest Service sensitive species.** Plants and animals identified by the Regional Forester for which population viability is a concern. Concern is warranted by a downward trend in population numbers, density, or habitat conditions that would reduce a species' existing distribution (FSM 2670.5). Sensitive species are managed so that USFS actions ensure that these species do not become threatened or endangered (FSM 2670.22). See also "Special Status Species" and "Species of Conservation Concern." Under the 2012 USFS planning rule, the term "Sensitive Species" is replaced by "Species of Conservation Concern."

**Utility corridor.** Tract of land varying in width forming passageway through which various commodities such as oil, gas, and electricity are transported.

**Valid existing rights.** Documented, legal rights or interests in the land that allow a person or entity to use said land for a specific purpose and that are still in effect. Such rights include but are not limited to fee title ownership, mineral rights, right-of-way, easements, permits (excluding permits for grazing), and licenses. Such rights may have been reserved, acquired, leased, granted, permitted, or otherwise authorized over time.

**Vegetation treatments (as used for wildland fire and fuel management).** Management practices which change the vegetation structure to a different stage of development. Vegetation treatment methods include:

- *Biological:* including insects or grazing by allowable livestock to reduce biomass.
- *Chemical:* application of chemicals to control vegetation that can lead to unwanted wildfire potential.
- *Manual:* hand thinning, and hand piling.
- *Mechanical:* includes mastication, mowing, weed whacking, chopping, chipping, and cutting, logging, skidding (activities associated with commercial timber operations),

improving control feature effectiveness (e.g., shaded fuel breaks along roads), and improving point protection around values at risk.

- *Prescribed fire*: including broadcast burning, activity slash pile burning, aspect burning, and jackpot burning.

**Visual resource management (VRM).** The inventory and planning actions taken to identify visual resource values and to establish objectives for managing those values, and the management actions taken to achieve the visual resource management objectives.

**Wild and scenic study river.** Rivers identified in Section 5 of the Wild and Scenic Rivers Act of 1968 for study as potential additions to the NWSRS. The rivers will be studied under the provisions of Section 4 of the Wild and Scenic Rivers Act (BLM Manual 8351, Wild and Scenic Rivers – Policy and Program Direction for Identification, Evaluation, and Management).

**Wilderness.** A congressionally designated area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, that is protected and managed to preserve its natural conditions and that (1) generally appears to have been affected mainly by the forces of nature, with human imprints substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is large enough to make practical its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historic value (Section 2(c) of the Wilderness Act of 1964 [78 Stat. 891]).

**Wilderness characteristics.** These attributes include the area's size, its apparent naturalness, and outstanding opportunities for solitude or a primitive and unconfined type of recreation. They may also include supplemental values. Lands with wilderness characteristics are those lands that have been inventoried and determined by the BLM to contain wilderness characteristics as defined in section 2(c) of the Wilderness Act (BLM Manual 6310, Conducting Wilderness Characteristics Inventory on BLM Lands).

**Wilderness study area (WSA).** Areas with wilderness characteristics identified and designated through the inventory and study processes authorized by Section 603 of FLPMA, and, prior to 2003, through the planning process authorized by Section 202 of FLPMA (BLM Manual 6310, Conducting Wilderness Characteristics Inventory on BLM Lands).

**Wildfire.** Unplanned ignition of a wildland fire (such as a fire caused by lightning, volcanoes, unauthorized and accidental human-caused fires) and escaped prescribed fires (U.S. Department of Agriculture (USDA) and BLM 2009).

**Wildland fire.** Wildland fire is a general term describing any non-structure fire that occurs in the wildland. Wildland fires are categorized into two distinct types: a. Wildfires - Unplanned ignitions or prescribed fires that are declared wildfires, b. Prescribed Fires - Planned ignitions (USDA and BLM 2009).

**Wildland fire use.** A vegetation treatment that involves taking advantage of a naturally ignited wildland fire in an area where fire would benefit resources.

**Withdrawal.** A Congressional or Secretarial action that restricts the use of public land and segregates the land from the operation of some or all of the public land and mineral laws.

Withdrawals are also used to transfer jurisdiction of management of public lands to other Federal agencies.

## **Appendix 3. Maps**

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## **Map Number and Name**

Map 1. Planning and Decision Area

Map 2. Visual Resources

Map 3. Waters within the National Monument Boundary

Map 4. Bighorn Sheep Habitat

Map 5. Elk Habitat

Map 6. Mule Deer Habitat

Map 7. Raptor Nesting Areas

Map 8. Canada Lynx and Mexican Spotted Owl Modeled Habitat

Map 9. Bighorn Sheep Production Area and Raptor Nesting Area Seasonal Restrictions

Map 10. Management Zones

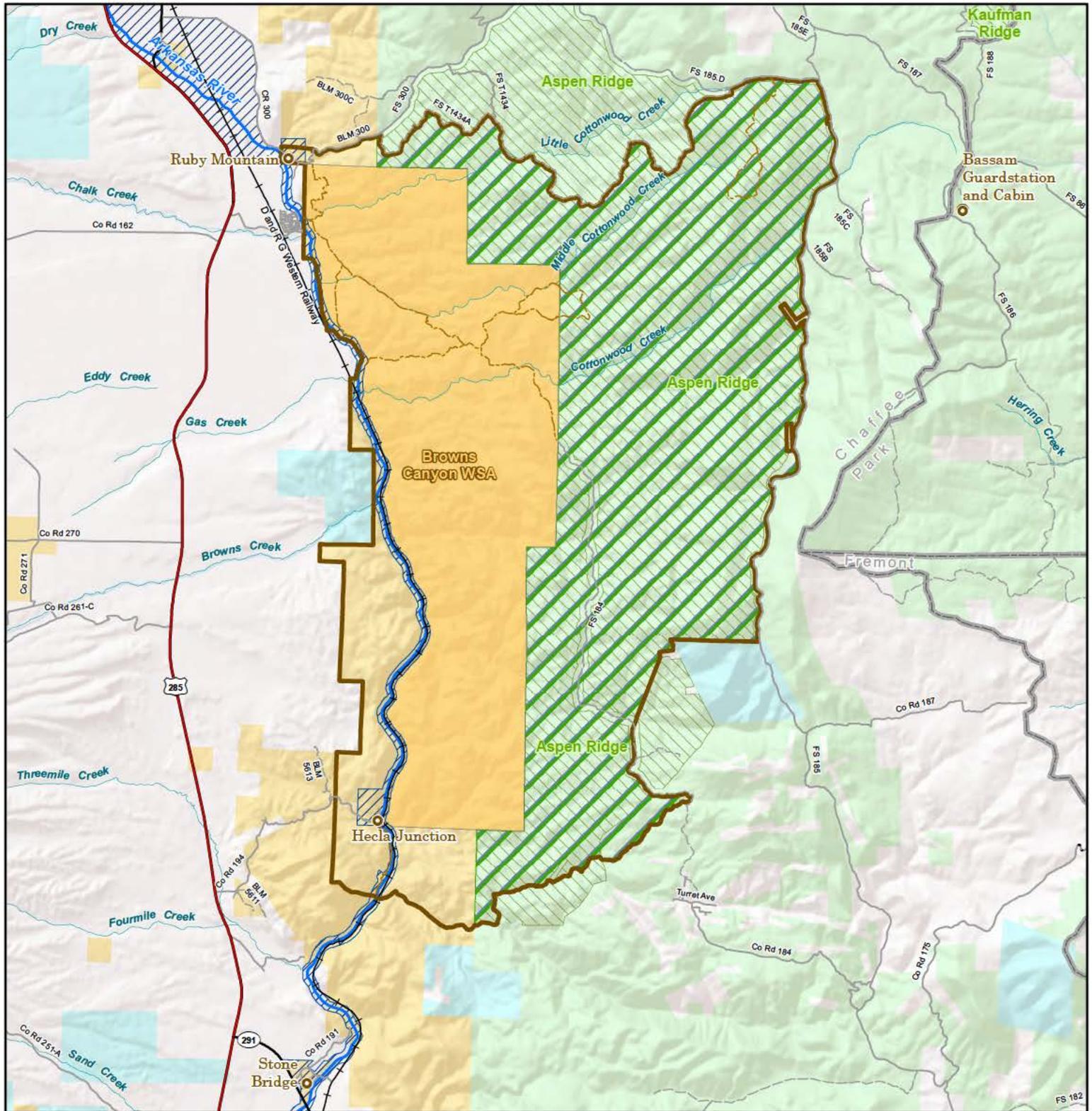
Map 11. Recreational Dispersed Target Shooting

Map 12. Lands and Realty

Map 13. Travel Management

Map 14. Livestock Grazing Allotments

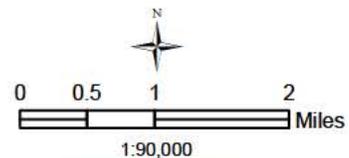
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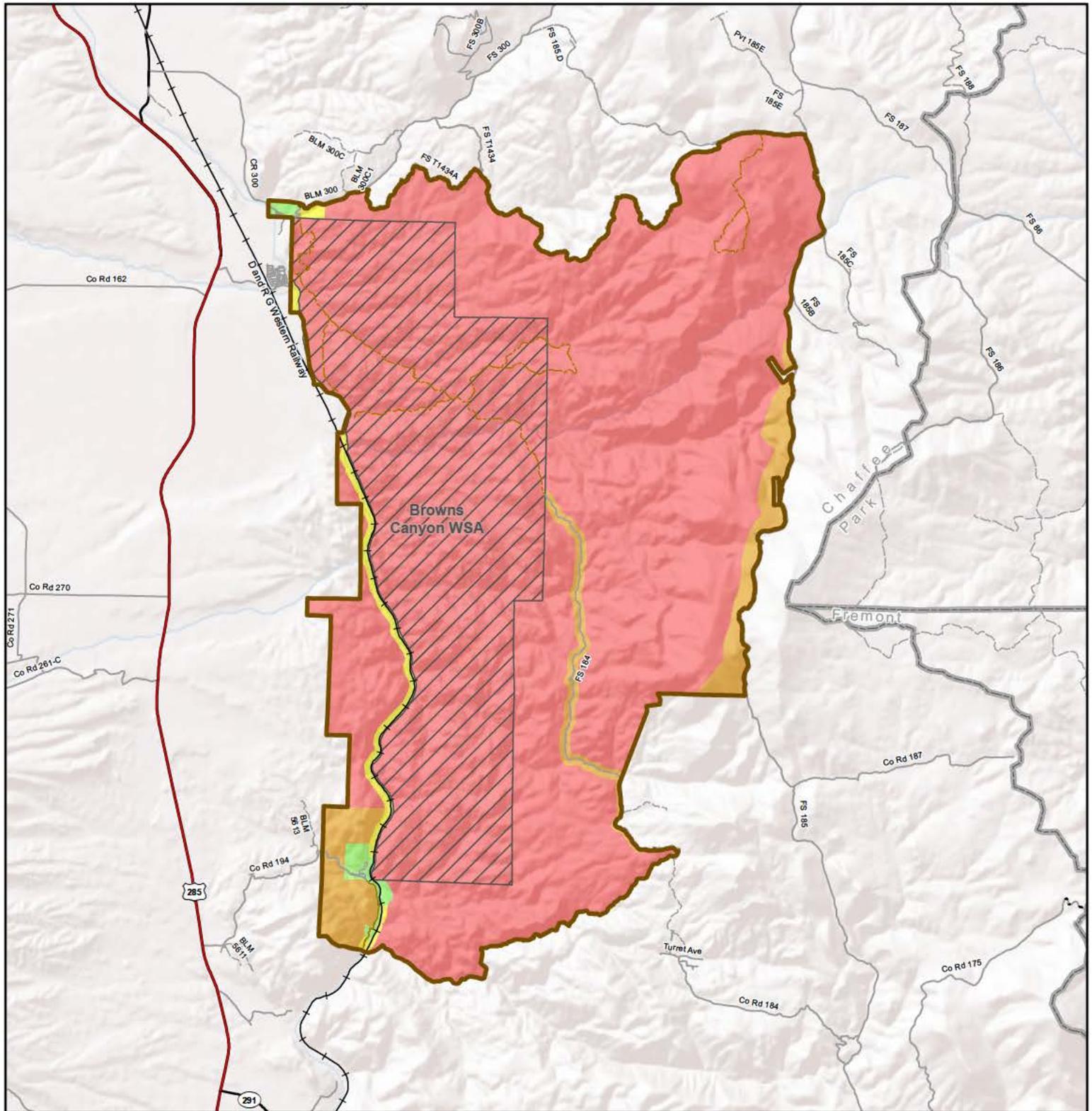
- Recreation Site
- System Trail
- Motorized Route
- ▭ Browns Canyon NM Planning Area and USFS Decision Area
- ▨ Cooperative Management Lands
- ▭ Wilderness Study Area
- ▨ USFS Roadless Area
- ▨ USFS Browns Canyon NM Designated Area
- State
- Bureau of Land Management
- Private
- U.S. Forest Service



**Map 1 - Planning and Decision 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 aggregation use with other data. All boundaries are an approximate representation.

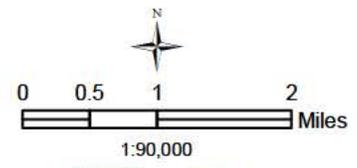


- System Trail
- Motorized Route
- Browns Canyon NM
- Wilderness Study Area

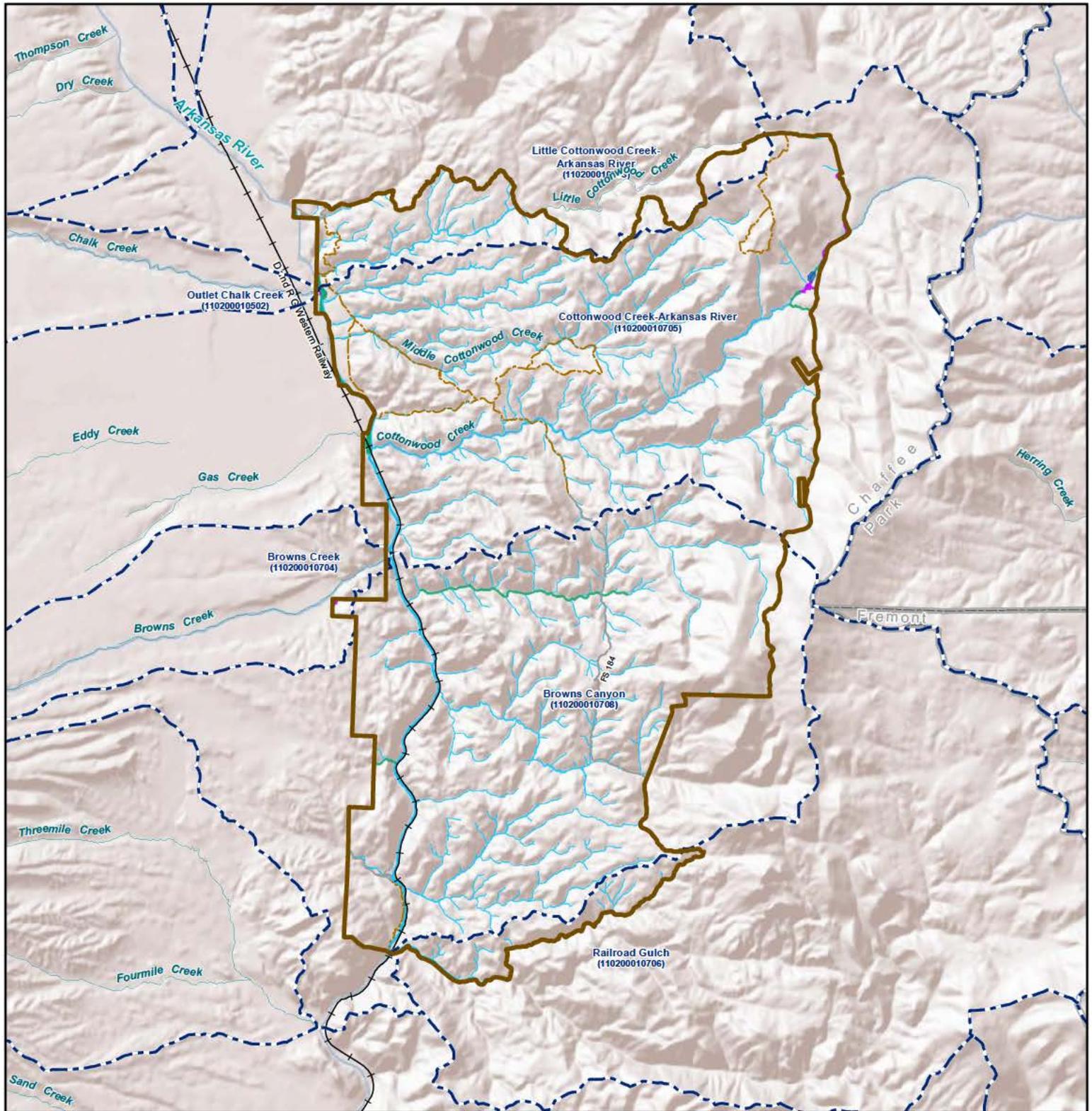
BLM VRM Class	USFS SIO Class
I	Very High
II	High
III	Moderate
IV	Low



**Map 2 - Visual Resources**



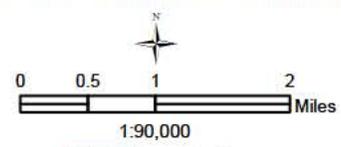
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



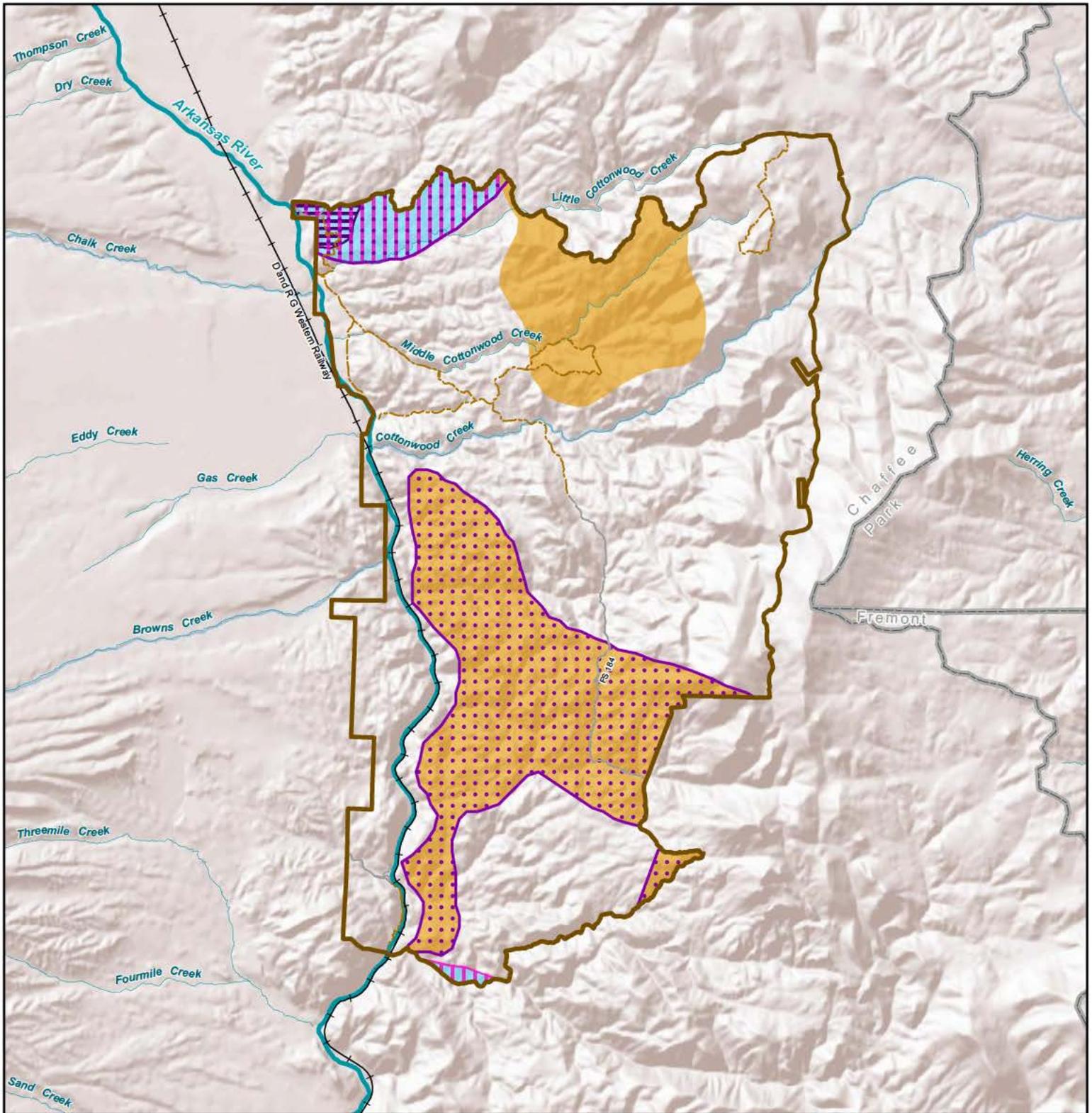
- Browns Canyon NM
- Sixth-level Watershed
- Wetlands**
- Freshwater Emergent Wetland
- Freshwater Forested/Shrub Wetland
- Freshwater Lake or Pond
- Riverine



### Map 3 - Waters within the National Monument Boundary



No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



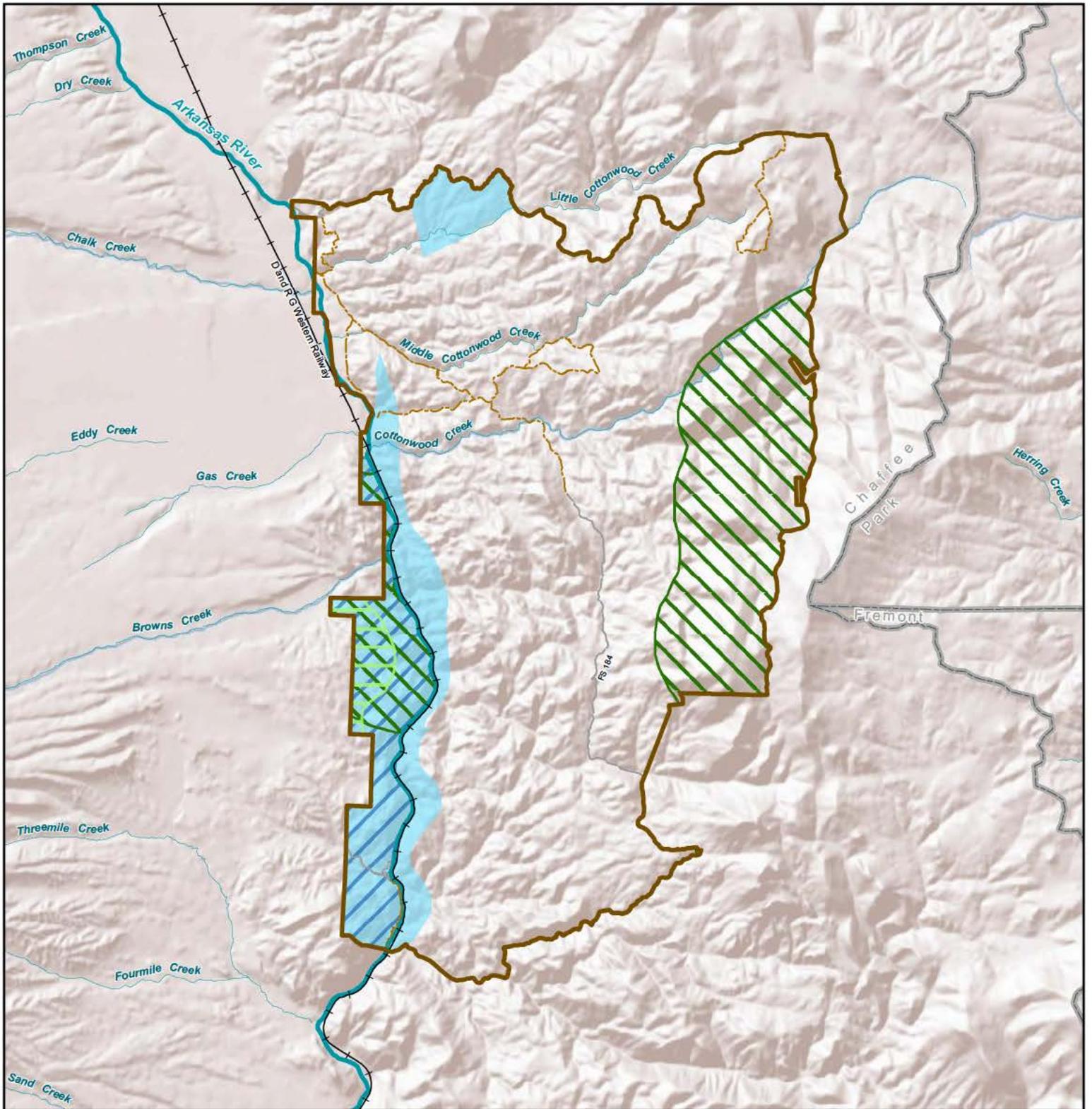
- Browns Canyon NM
- Habitat Type**
- Migration Corridor
- Summer Concentration Area
- Winter Concentration Area
- Severe Winter Range
- Production (Lambing) Area



### Map 4 - Bighorn Sheep Habitat



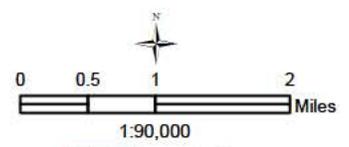
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



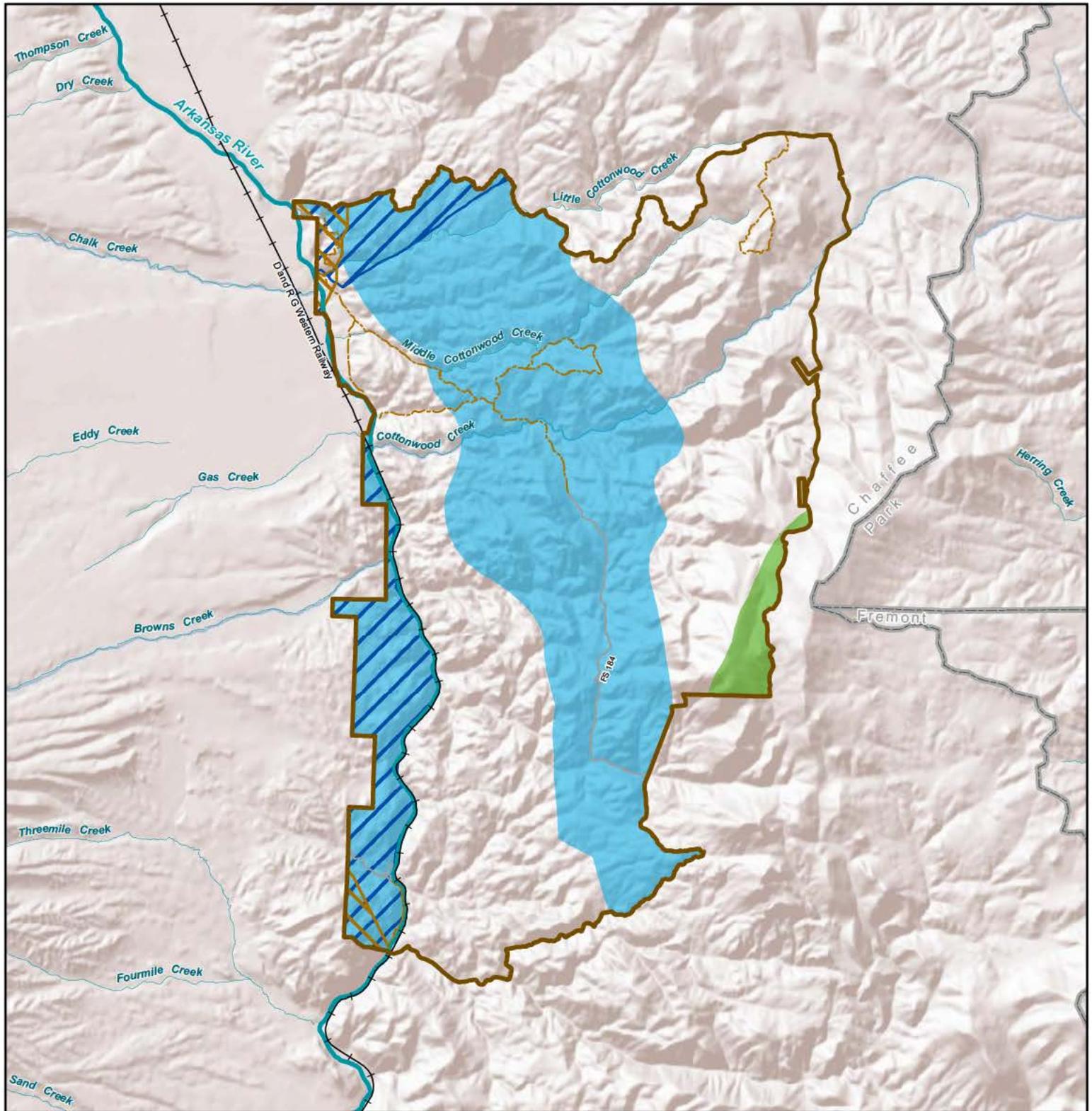
- Browns Canyon NM
- Habitat Type**
- Production (Calving) Area
- Summer Concentration Area
- Winter Concentration Area
- Severe Winter Range



### Map 5 - Elk Habitat



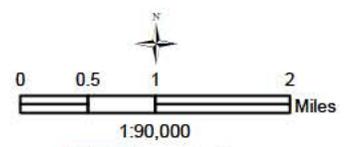
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



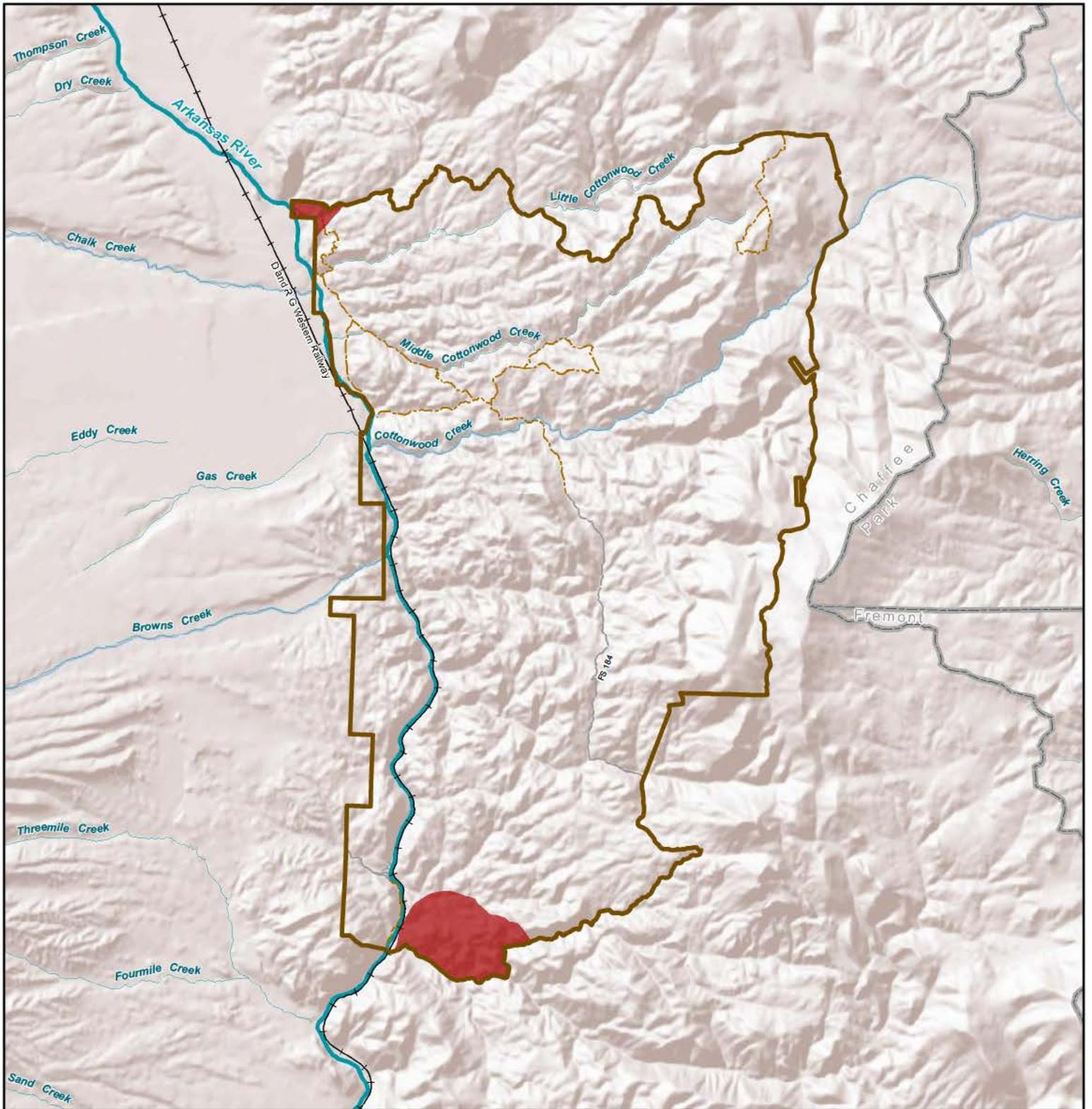
- Browns Canyon NM
- Habitat Type**
- Migration Corridor
- Concentration Area
- Winter Concentration Area
- Severe Winter Range



### Map 6 - Mule Deer Habitat



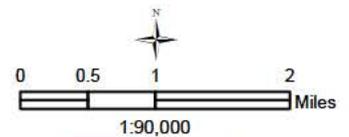
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



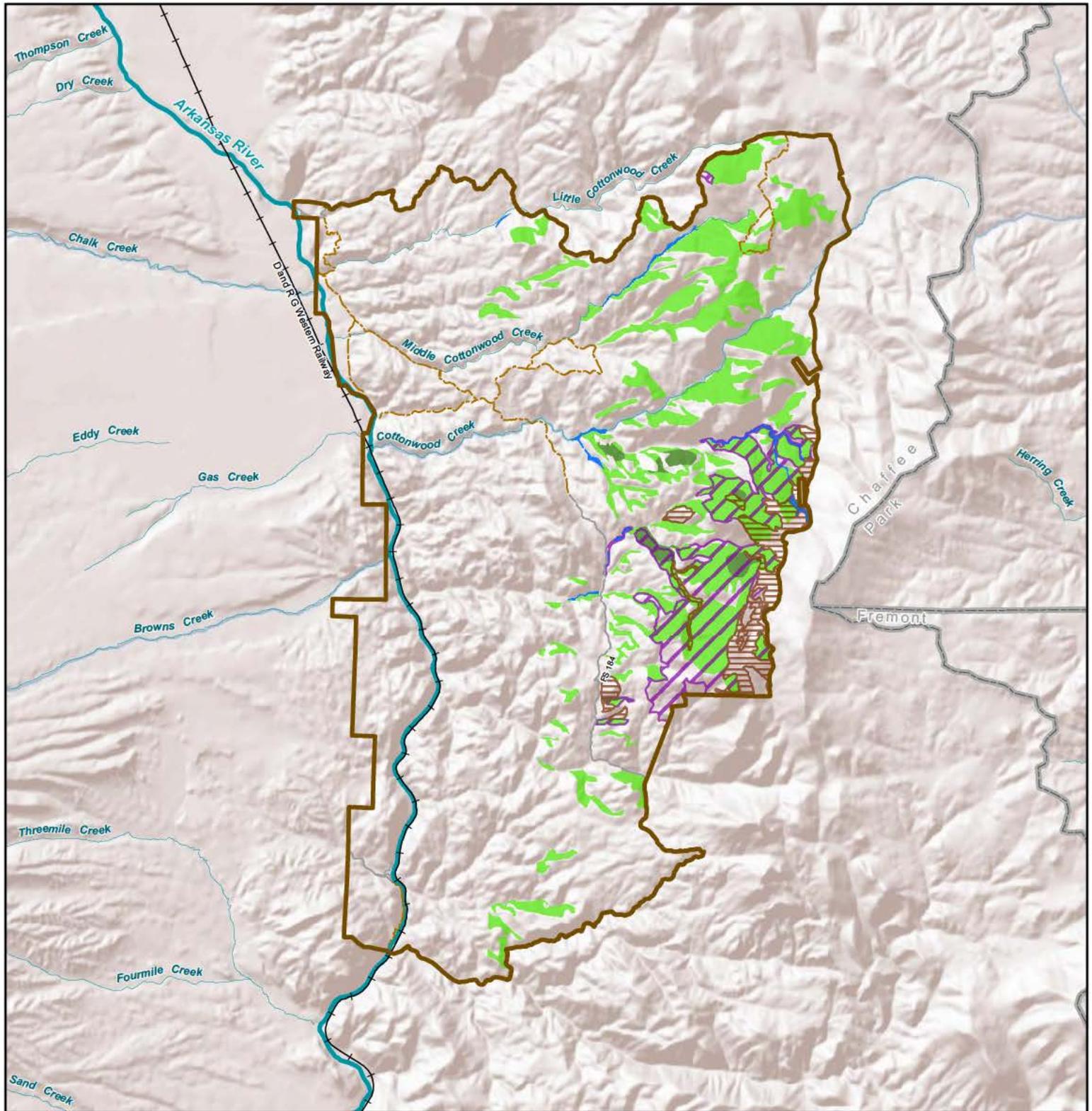
-  Browns Canyon NM
-  Raptor Nesting Area



### Map 7 - Raptor Nesting Areas



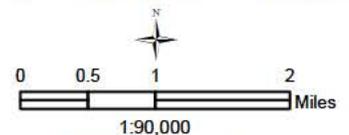
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



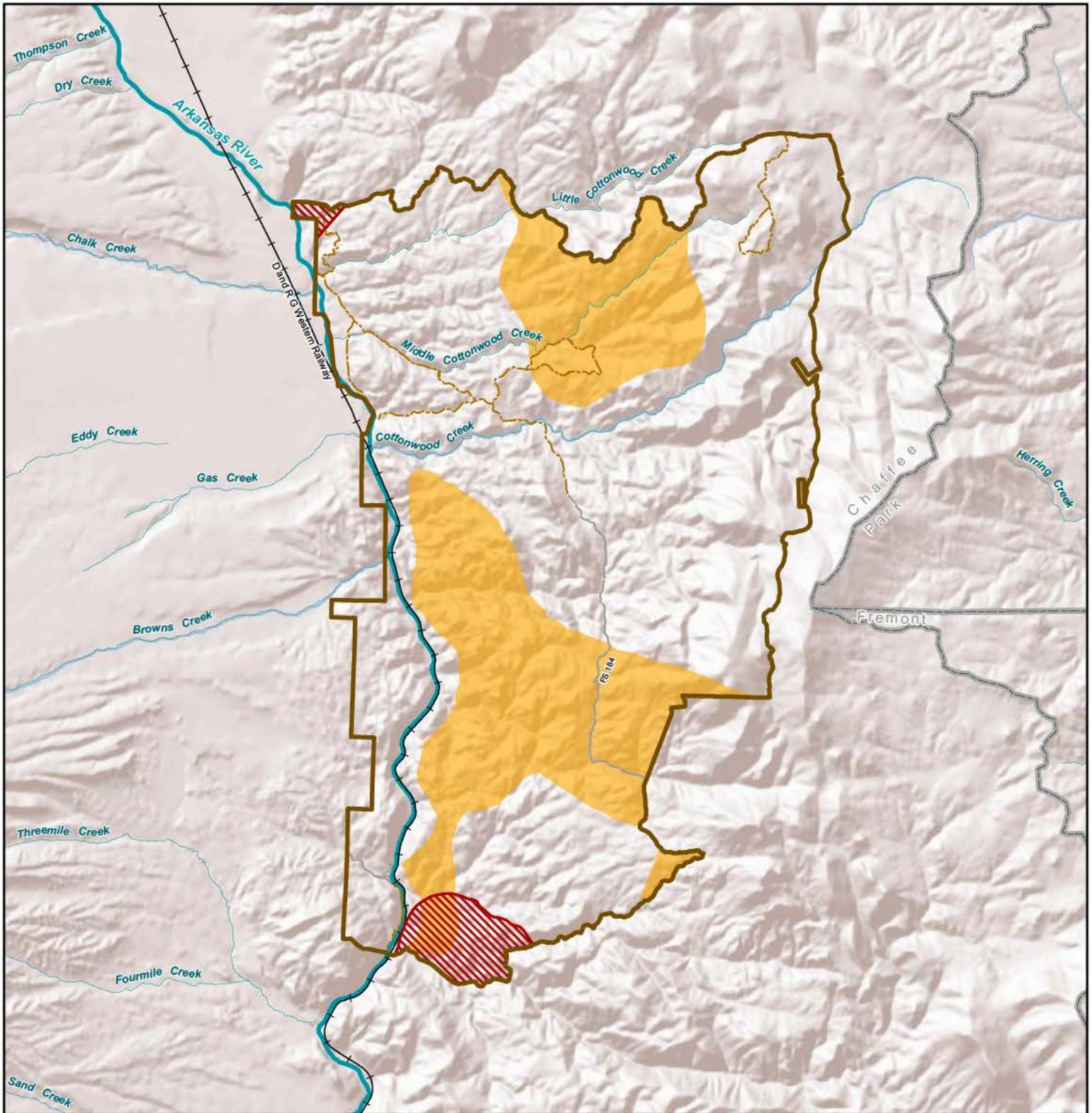
- Browns Canyon NM
- Lynx Habitat Class (USFS)**
- Primary Habitat
- Secondary Habitat
- Mexican Spotted Owl Habitat (USFS)**
- Forested Foraging/Non-breeding Habitat
- Forested Nest/Roost Habitat
- Riparian Recovery Habitat



**Map 8 -  
Canada Lynx and Mexican  
Spotted Owl Modeled Habitat**



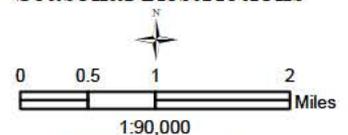
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



-  Browns Canyon NM
-  Raptor Nesting Area Seasonal Restriction
-  Production (Lambing) Area Seasonal Restriction

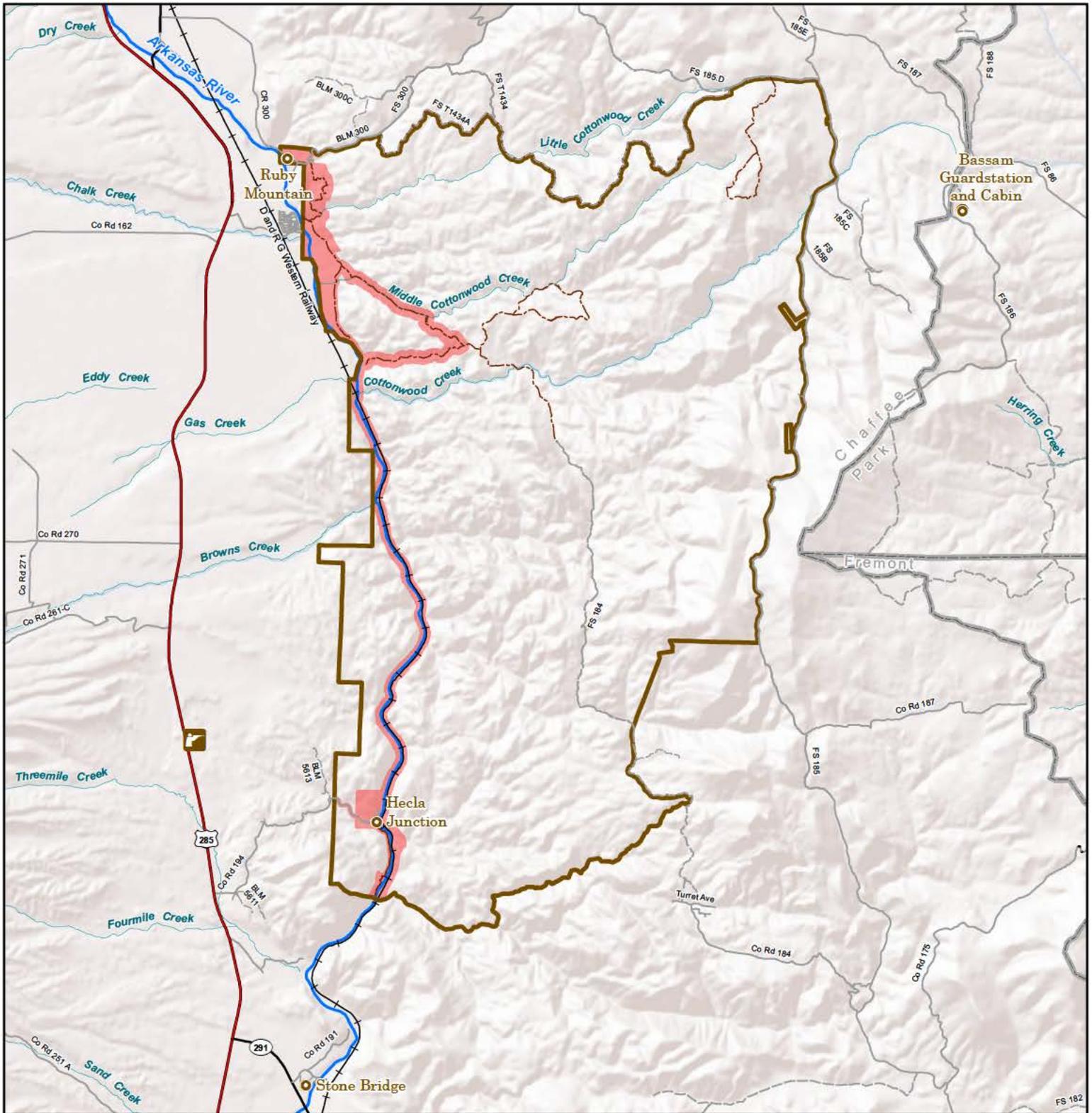


### Map 9 - Bighorn Sheep Production Area and Raptor Nesting Area Seasonal Restrictions



No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.

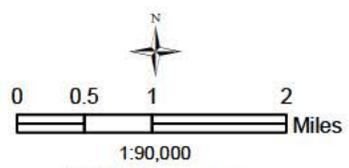




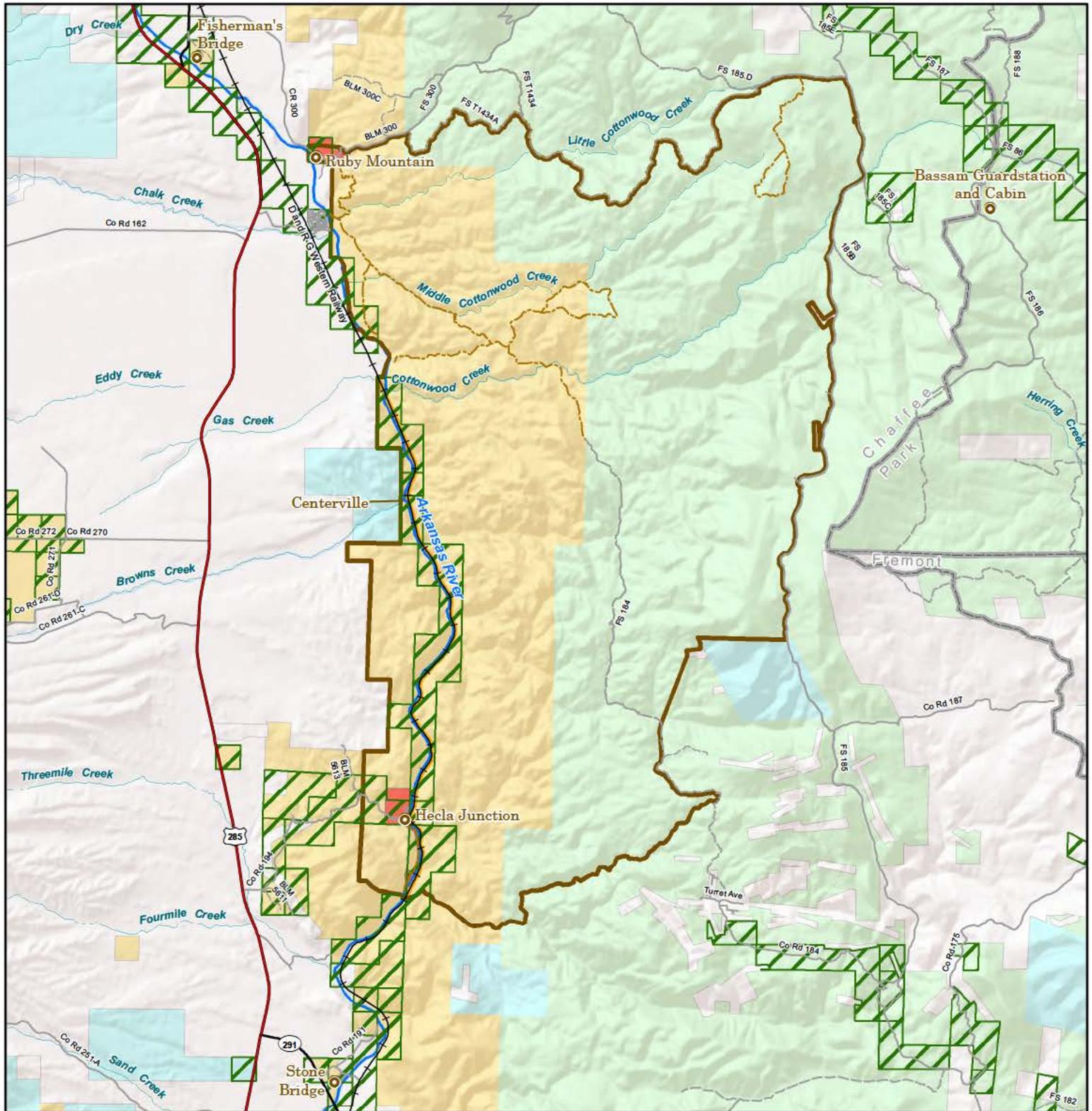
- Recreation Site
- System Trail
- Motorized Route
- Chaffee County Shooting Range
- Areas Eligible for Closure to Target Shooting
- Browns Canyon NM



### Map 11 - Recreational Dispersed Target Shooting



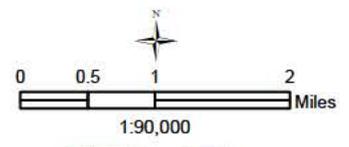
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



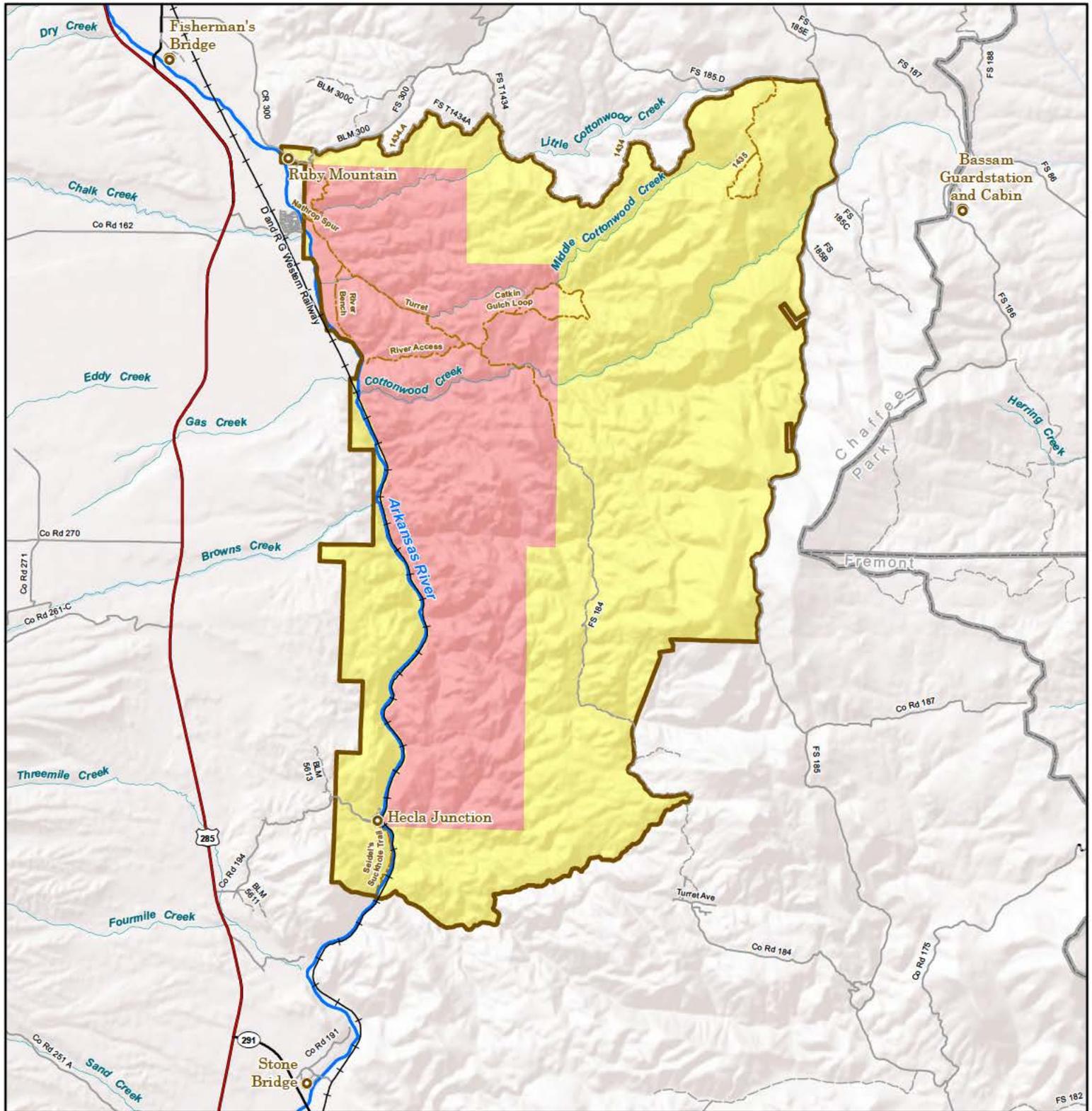
- System Trail
- Motorized Route
- R&PP Lease Site
- Railroad 200-ft ROW Corridor
- ROWs
- Browns Canyon NM
- State
- Bureau of Land Management
- U.S. Forest Service
- Private



**Map 12 - Lands and Realty**



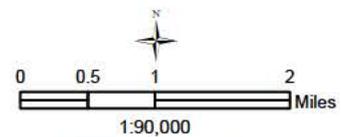
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



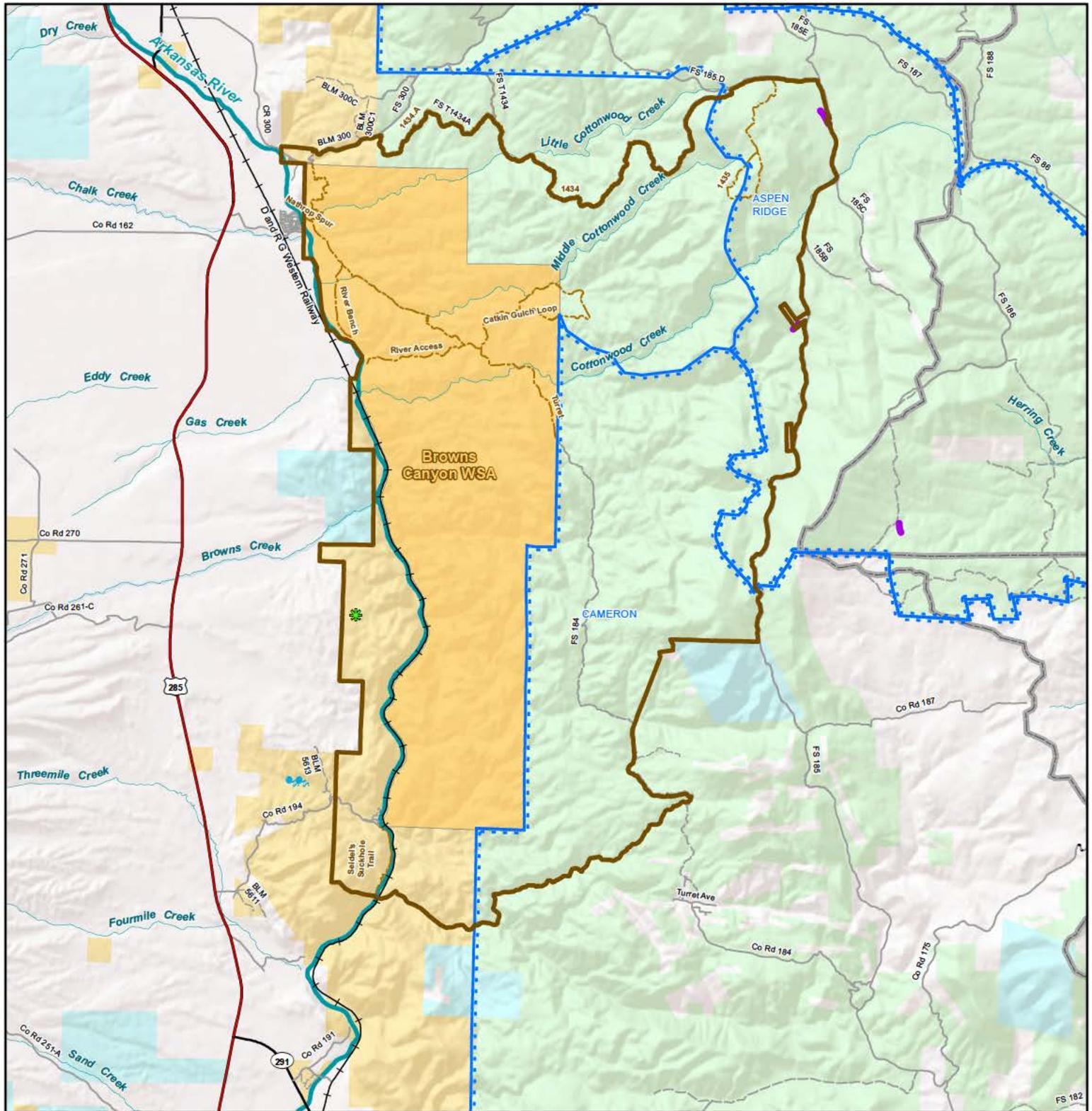
- Recreation Site
  - System Trail
  - Motorized Route
  - ▭ Browns Canyon NM
- Travel Management Area Designations**
- ▭ OHV Limited
  - ▭ OHV Closed



### Map 13 - Travel Management



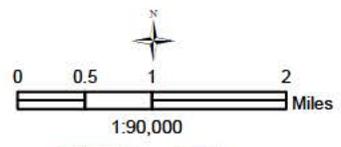
No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.



- Cattle Guard
- Tank
- Spring
- Vegetation Treatment Seed
- Pipeline
- Fenceline
- Grazing Allotment
- Wilderness Study Area
- Browns Canyon NM
- Surface Status**
- State
- Bureau of Land Management
- Private
- U.S. Forest Service



### Map 14 - Livestock Grazing Allotments



No warranty is made by the Bureau of Land Management as to the accuracy, reliability, or completeness of these data for individual use or aggregation use with other data. All boundaries are an approximate representation.

## **Appendix 4. Monument Resources, Objects, and Values**

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Monument Resources, Objects and Values

The RMP provides for the proper care and management of monument resources, objects, and values (ROVs) including “scientifically significant geological, ecological, riparian, cultural, and historic resources;” “objects of historic or scientific interest;” and “prehistoric, historic, and scientific values” identified in Presidential Proclamation 9232. The following presents the agency interpretation of ROVs contained in Presidential Proclamation 9232. Each paragraph of Presidential Proclamation 9232 was analyzed to identify ROVs by resource or resource use.

ROV #	Proclamation 9232, Establishment of BCNM (excerpts)	Resources, Objects, and Values (ROVs)	Air and Climate	Geology & Paleontology	Soils & Watersheds	Water Resources	Vegetation	Wildland Fire	Wetlands	Aquatic Wildlife	Wildlife & Avian	Special Status Species	Cultural Resources	Tribal Concerns	Visual	Recreation	Travel	Range & Livestock	ROW & Land Use	Socio-Economics
ROV 1	In central Colorado's vibrant upper Arkansas River valley, the rugged granite cliffs, colorful rock outcroppings, and stunning mountain vistas of Browns Canyon form an iconic landscape that attracts visitors from around the world. The landscape's canyons, rivers, and backcountry forests have provided a home for humans for over 10,000 years, and the cultural and historical resources found in this landscape are a testament to the area's Native Peoples as well as the history of more recent settlers and mining communities.	Scenic Resources: Colorful rock outcroppings; stunning mountain vistas; Browns Canyon; landscape; canyons; rivers; backcountry forests. Cultural Resources: habitation, historical resources; native peoples; recent settlers; mining communities.	-	X	-	X	-	-	-	-	-	-	X	X	X	X	-	-	-	X
ROV 2	The area's unusual geology and roughly 3,000-foot range in elevation support a diversity of plants and wildlife, including a significant herd of bighorn sheep. Browns Canyon harbors a wealth of scientifically significant geological, ecological, riparian, cultural, and historic resources, and is an important area for studies of paleoecology, mineralogy, archaeology, and climate change.	Geology: 3,000-foot range in elevation. Scientific Resources: biodiversity; significant herd of bighorn sheep; scientifically significant geological, ecological, riparian, cultural, and historic resources; important area for studies of paleoecology, mineralogy, archaeology, climate change.	X	X	X	X	X	X	X	X	X	X	X	-	-	-	-	-	-	X
ROV 3	Following its descent between the Sawatch and Mosquito Ranges, the Arkansas River flows through Browns Canyon in the heart of the upper Arkansas River valley. The Arkansas River valley is the northernmost valley in the Río Grande Rift system, one of the most significant rift systems in the world and one of few where the Earth's continental crust is actively moving apart. The 35 million-year-old Río Grande Rift begins in the State of Chihuahua in Mexico and extends northward through New Mexico and into Colorado to a terminus in the mountains just north of Browns Canyon.	Geology: Río Grande rift system.	-	X	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
ROV 4	The Browns Canyon area of the upper Arkansas River valley has long offered both a permanent source of water and a means of transportation for its human inhabitants. The area lies within the transition zone between the cultural traditions of the Great Basin and Plains peoples. As a transportation corridor where stable sources of subsistence resources could be found, both migrating people and permanent inhabitants left traces of their presence in this area. Ancestors of the Ute, Apache, Eastern Shoshone, and Comanche Indians are known to have traversed this dramatic landscape while hunting and gathering.  The upper Arkansas River valley was foundational to the establishment of today's Tribal configuration. It was here that the proto-Comanche (Numuna) split into two groups, the Comanche and the Eastern Shoshone. The Buffalo-Eater Band (allies of the Utes) broke away from the Eastern Shoshone in the upper Arkansas River valley vicinity sometime between the late 1600s and early 1700s, traveling south into what is present-day New Mexico, Texas, southern Colorado, western Kansas, and the panhandle of Oklahoma.  While most archaeological resources in the Browns Canyon area have not yet been surveyed or recorded, the story of people living in the upper Arkansas River valley is told through artifacts dating back over 10,000 years. Of the resources surveyed, there are 18 known archaeological sites within the Browns Canyon area, including 5 prehistoric open lithic sites that have been determined to be eligible for the National Register of Historic Places. Primarily seasonal camps, these sites include open campsites, culturally modified trees, wickiups, tipi rings, chipped stone manufacture and processing sites, a possible ceramic pottery kiln, and rock shelter sites that date to the Archaic Period. The sites range from early Archaic Period and possibly Paleo-Indian Period (around 8,000 to 13,000 years before present), which would make this among the earliest known sites in the region, to the Late Archaic Period to proto-historic period (around 3,000 years before present to the 19th century A.D.).	Native and Modern Peoples: Ancestors, Ute, Apache, Eastern Shoshone, proto-Comanche (Numuna) split, Comanche, Eastern Shoshone, and Buffalo-Eater Band; Spanish explorer Juan de Ulibarri; Chaffee County residents and visitors. Cultural Features: Primarily seasonal camps, open campsites, culturally modified trees, wickiups, tipi rings, chipped stone manufacture and processing sites, a possible ceramic pottery kiln, abandoned mine sites, Denver Rio Grande Railroad Bed.	-	X	-	-	-	X	X	-	X	X	X	-	-	X	-	-	X	

ROV #	Proclamation 9232, Establishment of BCNM (excerpts)	Resources, Objects, and Values (ROVs)	Air and Climate	Geology & Paleontology	Soils & Watersheds	Water Resources	Vegetation	Wildland Fire	Wetlands	Aquatic Wildlife	Wildlife & Avian	Special Status Species	Cultural Resources	Tribal Concerns	Visual	Recreation	Travel	Range & Livestock	ROW & Land Use	Socio-Economics
ROV 5	Discovery of gold along the Arkansas River in the 1850s and the 1870s silver boom in Leadville brought an influx of people and a need for transportation. In the 1870s, stage roads carried thousands of passengers through this region every year. In the 1880s, after a multi-year legal and armed battle between rival rail companies, the Denver and Río Grande Railway became the major transportation option for the region. The section of railroad bed that runs through Browns Canyon east of the Arkansas River is eligible for listing on the National Register of Historic Places. Even today, this same upper Arkansas River valley remains a major transportation corridor for Chaffee County residents and visitors, as well as an important resource for recreational anglers and boaters, and area ranchers and farmers. Local communities have proposed and conducted a feasibility study for establishing the Arkansas Stage and Rail Trail, which would serve as a testament to this travel corridor's prehistoric and historic significance.	Travel and Transportation: Pre-historic and historic transportation corridor, Arkansas Stage and Rail Trail, access for recreation and ranching.	-	-	-	-	-	-	-	-	-	-	X	-	-	X	X	X	-	-
ROV 6	The 1.6 billion-year-old Precambrian granodiorite batholith that constitutes the Canyon is incised by steep gulches that cut through the pink granite and metamorphic rock. Stafford Gulch provides astounding views of the unique Reef formation, a long and distinctive face of exposed rock. During the Pleistocene Epoch, glaciers covered the rugged canyons, gulches, and mountains that awe visitors today. The movement of these glaciers created unique topographical features in the river valley—including glacial cirques, flat, mesa-like terraces, and remnants of large moraines—that are not found along other major streams in the region. While shaping the topography, the glaciers also filled the valley below with masses of sediment, including the gold, silver, and semi-precious gems that fueled the mining booms of the 1800s. These gems, including the garnets that lend their name to Ruby Mountain in the northern part of the Browns Canyon area, continue to interest professional and amateur geologists.	Geology: Precambrian granodiorite batholith; steep gulches; pink granite; Stafford Gulch; reef formation; glacial cirques; mesa-like terraces; moraines; gold; silver; semi-precious gems; mining booms; and garnets. Recreation: Professional and amateur geologists.	-	X	-	-	-	-	-	-	-	-	X	-	-	-	-	-	-	-
ROV 7	Portions of the Browns Canyon area offer a relative wealth of Pennsylvanian age geologic exposures of the Minturn formation and Belden shale that include a diverse assemblage of invertebrate fossils. These sites represent the accumulation of shell fossils in an ancient reef environment, and include remains of bivalves, brachiopods, gastropods, echinoids, nautiloids, conodonts, crinoids, bryozoans, and vertebrates including sharks and bony fish. Many of the fossil forms remain undescribed and will form the basis for future paleontological research.	Paleontology: Pennsylvanian exposures; minturn formation; belden formation; invertebrate fossils; shell fossils; ancient reef; bivalves; brachiopods; gastropods; echinoids; nautiloids; conodonts; crinoids; bryozoans; vertebrates; sharks; bony fish; future paleontological research.	-	X	-	X	-	-	X	-	-	-	-	-	-	-	-	-	-	-
ROV 8	The topographic and geologic diversity of the Browns Canyon area has given rise to one of the most significant regions for biodiversity in Colorado. The forest community incorporates a transition zone, with semi-arid pinyon-juniper and mountain mahogany woodlands on the lower slopes giving way to ponderosa pine, Rocky Mountain bristlecone pine, and Douglas fir at higher elevations. Scattered pockets of aspen, willow, Rocky Mountain juniper, river birch, and narrowleaf cottonwood can be found in riparian areas. The Aspen Ridge area is also home to a significant stand of aspen. The understory is home to a variety of plant species, including blue grama grass, mountain muhly, Indian ricegrass, Arizona fescue, blue bunchgrass, prickly pear, cholla, yucca, isolated pockets of alpine bluegrass, and the endemic Brandegee's buckwheat. A stunning array of wildflowers such as the scarlet gilia and larkspur bloom here during the spring and summer. Near Ruby Mountain, imperiled plant species such as Fendler's Townsend-daisy, Fendler's false cloak-fern, livemore fiddleleaf, and the endemic Front-Range alumroot can be found. The plant community in this area has repeatedly evolved during periods of climate change since the Eocene Epoch. Geologic and climatic changes since the Precambrian have made the area an important site for research on geology and paleoecology as well as the effects of climate change, wildland fire, and other disturbances on plant and animal communities.	Vegetation Biodiversity; Forest community; semi-arid pinyon-juniper; mountain mahogany woodlands; ponderosa pine; Rocky Mountain bristlecone pine; aspen; willow; Rocky Mountain juniper; river birch; narrowleaf cottonwood riparian areas. Vegetation: Blue grama; Mountain muhly; Indian ricegrass; Arizona fescue; Blue bunchgrass; Prickly pear; Cholla; Yucca; Alpine bluegrass; Brandegee's buckwheat; Scarlet gilia; Larkspur; Fendler's Townsend-daisy; Fendler's false cloak-fern; Livemore fiddleleaf; Front-Range alumroot. Research: geology; paleoecology; effects of climate change; wildland fire; disturbances; plant and animal communities.	X	X	-	-	X	X	X	X	X	X	-	-	-	-	-	-	-	-

ROV #	Proclamation 9232, Establishment of BCNM (excerpts)	Resources, Objects, and Values (ROVs)	Air and Climate	Geology & Paleontology	Soils & Watersheds	Water Resources	Vegetation	Wildland Fire	Wetlands	Aquatic Wildlife	Wildlife & Avian	Special Status Species	Cultural Resources	Tribal Concerns	Visual	Recreation	Travel	Range & Livestock	ROW & Land Use	Socio-Economics
ROV 9	Some of Colorado's most emblematic animal species call Browns Canyon home. Mountain lions, bighorn sheep, mule deer, bobcat, red and gray fox, American black bear, coyote, American pine marten, kangaroo rat, elk, and several species of tree and ground squirrels can all be found in the Browns Canyon area, which provides essential habitat for mammals and birds alike and attracts hunters and wildlife viewers. Raptors such as red-tailed hawks, Swainson's hawks, golden eagles, turkey vultures, and prairie falcons make their homes in the rocky cliffs and prey upon the abundance of small animals that live in this area. The area also provides habitat suitable for peregrine falcons, which have been identified for possible future reintroduction here, as well as potential habitat for the threatened Canada lynx. A stunning diversity of other bird species, including the cliff swallow, Canada jay, mourning dove, flicker, blue jay, wild turkey, great horned owl, western screech owl, and saw whet owl, attract ornithologists and bird enthusiasts alike to these remote hills.	Wildlife: Mountain lions; bighorn sheep; mule deer; bobcat; red fox; gray fox; black bear; coyote; pine marten; kangaroo rat; elk; tree and ground squirrels; Canada lynx. Recreation: Hunters; wildlife viewers; bird enthusiasts. Raptors: Red-tailed hawks; Swainson's hawks; golden eagles; turkey vultures; prairie falcons; peregrine falcons. Other Avian Species: Cliff swallow; Canada (gray) jay, mourning dove; flicker; blue jay; wild turkey; great horned owl; western screech-owl; and Saw-whet owl.	-	-	-	-	-	-	-	-	X	X	-	-	-	X	-	-	-	-
ROV 10	A number of reptile and amphibian species occur in the area, including the sensitive boreal toad and northern leopard frog. The Browns Canyon area represents one of the only riparian ecosystems along the Arkansas River that remains relatively undisturbed and contains an intact biotic community.	Aquatic Wildlife: Boreal toad; northern leopard frog. Riparian Resources: riparian areas.	-	-	-	-	-	-	X	X	-	X	-	-	-	-	-	-	-	-
ROV 11	The protection of the Browns Canyon area will preserve its prehistoric and historic legacy and maintain its diverse array of scientific resources, ensuring that the prehistoric, historic, and scientific values remain for the benefit of all Americans.	Cultural: prehistoric and historic values Research: scientific values	-	X	X	X	X	X	X	X	X	X	X	X	-	-	-	-	-	-
ROV 12	The area also provides world class river rafting and outdoor recreation opportunities, including hunting, fishing, hiking, camping, mountain biking, and horseback riding.	Recreation: river rafting, hunting, fishing, hiking, camping, mountain biking, and horseback riding.	-	-	-	-	-	-	-	-	-	-	-	-	-	X	X	-	-	-

Following a statement of ROVs, Presidential Proclamation 9232 directs the BLM and USFS to manage the monument and to implement the purposes of this proclamation, pursuant to their respective applicable legal authorities. The remaining paragraphs of the Presidential Proclamation 9232 were analyzed with respect to resources and resource uses.

Paragraph	Proclamation 9232, Establishment of BCNM (excerpts)	Air and Climate	Geology & Paleontology	Soils & Watersheds	Water Resources	Vegetation	Wildland Fire	Wetlands	Aquatic Wildlife	Wildlife & Avian	Special Status Species	Cultural Resources	Tribal Concerns	Visual	Recreation	Travel	Range & Livestock	ROW & Land Use	Socio-Economics
17	All Federal lands and interests in lands within the boundaries described in the accompanying map are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws or laws applicable to the U.S. Forest Service, including location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of the monument.	-	X	-	-	-	-	-	-	-	-	-	-	-	-	-	-	X	X
18	The establishment of the monument is subject to valid existing rights. Lands and interests in lands not owned or controlled by the Federal Government within the boundaries described on the accompanying map shall be reserved as a part of the monument, and objects identified above that are situated upon those lands and interests in lands shall be part of the monument, upon acquisition of ownership or control by the Federal Government.	-	X	-	-	-	-	-	-	-	-	-	-	-	X	X	-	X	X
21	Except for emergency or authorized administrative purposes, motorized and mechanized vehicle use in the monument shall be allowed only on roads and trails designated for such use, consistent with the care and management of the objects identified above. After the date of this proclamation, new roads or trails may only be designated for motorized vehicle use in areas west of the Arkansas River and at the Ruby Mountain Recreation Site and then only as necessary to provide reasonable river or campground access, consistent with the applicable management plan. Forest Road 184 may be realigned or improved only if for the care and management of the objects identified above or as necessary for public safety.	-	-	-	-	-	-	-	-	-	-	-	-	-	X	X	-	-	X

Paragraph	Proclamation 9232, Establishment of BCNM (excerpts)	Air and Climate	Geology & Paleontology	Soils & Watersheds	Water Resources	Vegetation	Wildland Fire	Wetlands	Aquatic Wildlife	Wildlife & Avian	Special Status Species	Cultural Resources	Tribal Concerns	Visual	Recreation	Travel	Range & Livestock	ROW & Land Use	Socio-Economics
22	Nothing in this proclamation affects or shall be deemed to preclude the Secretaries from reissuing existing authorizations or agreements for the cooperative administration of the Arkansas Headwaters Recreation Area. New or modified authorizations or agreements for such purpose may be issued, consistent with the care and management of the objects identified above. The Secretaries also may authorize and reauthorize commercial recreational services within the monument, including outfitting and guiding, consistent with the care and management of the objects identified above.	-	-	-	-	-	-	-	-	-	-	-	-	-	X	-	-	X	X
23	Nothing in this proclamation shall be deemed to affect the operation or use of the existing railroad corridor as a railroad right of way pursuant to valid existing rights or for recreational purposes consistent with the care and management of the objects identified above.	-	-	-	-	-	-	-	-	-	-	-	-	-	X	X	-	X	-
24	Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian Tribe. The Secretaries shall, to the maximum extent permitted by law and in consultation with Indian Tribes, ensure the protection of Indian sacred sites and traditional cultural properties in the monument and provide access by members of Indian Tribes for traditional cultural and customary uses, consistent with the American Indian Religious Freedom Act (42 U.S.C. 1996) and Executive Order 13007 of May 24, 1996 (Indian Sacred Sites).	-	-	-	-	-	-	-	-	-	-	X	X	-	-	-	-	-	-
25	Laws, regulations, and policies followed by the BLM or the USFS in issuing and administering grazing permits or leases on lands under their jurisdiction shall continue to apply with regard to the lands in the monument, consistent with the care and management of the objects identified above.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	X	-	X
26	This proclamation does not alter or affect the valid existing water rights of any party, including the United States. This proclamation does not reserve water as a matter of Federal law, and the inclusion of the land underlying the Arkansas River in the monument shall not be construed to reserve such a right. This proclamation does not alter or affect agreements governing the management and administration of Arkansas River flows, including the Voluntary Flow Management Program.	-	-	X	X	-	-	X	X	-	-	-	-	-	X	-	-	-	-
27	Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of Colorado, including its jurisdiction and authority with respect to fish and wildlife management.	-	-	-	-	-	-	-	X	X	X	-	-	-	X	-	-	-	-
28	Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the monument shall be the dominant reservation.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	X	-

In their review of the Proclamation, the BLM and USFS Interdisciplinary Team note the following:

ROV #	BLM/USFS Interdisciplinary Team Note or Clarification
ROV 2	The elevation range within BCNM is approximately 7,360-10,607 feet. The “3,000-foot range in elevation” may be more accurately described as a 3,250 feet elevation range.
ROV 6	There are no known glacial cirques within BCNM.
ROV 7	The reference to “belden shale” would more be more accurately stated as “belden formation.”
ROV 8	The reference to “Rocky Mountain bristlecone pine” is accurate, and it is noted there is very little bristlecone pine in BCNM. Limber pine is also an important and unique vegetation resource. The reference to “river birch” would be more accurately described as “water birch.” There is no known Brandegee's buckwheat habitat (i.e., an appropriate geologic formation) within BCNM. A known population occurs within a mile of the southwest corner of BCNM; future research is necessary to confirm its presence within the monument.
ROV 9	The reference to “red and gray fox” would be more accurately stated as “red fox and gray fox.” The reference to “American black bear” would be more accurately stated as “black bear.” The reference to “American pine marten” would be more accurately stated as “pine marten.” Canada lynx, gray jay, and blue jay are unlikely to occur in BCNM.
ROV 10	Boreal toad and northern leopard frog are unlikely to occur at BCNM.

## **Appendix 5. USFS Wilderness Inventory Suitability Determination**

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**FINAL**

# **USFS Wilderness Inventory Suitability Determination**

**Prepared by**

**U.S. Department of Agriculture  
U.S. Forest Service  
Pike and San Isabel National Forests &  
Cimarron and Comanche National Grasslands  
Salida, Colorado**

**April 2020**

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## **1.0 INTRODUCTION**

The purpose of wilderness and the broad direction for managing wilderness is in the Wilderness Act of 1964 (16 U.S.C. 1131-1136, 78 Stat 890). The United States Forest Service (USFS) land management planning process requirements are in Forest Service Manual 1923 and in the USFS 2012 Planning Rule as follows:

In developing a proposed plan or proposed plan revision, the responsible official shall:

(v) Identify and evaluate lands that may be suitable for inclusion in the National Wilderness Preservation System and determine whether to recommend any such lands for wilderness designation (36 Code of Federal Regulations (CFR) 219.7(c)(2)).

The Pike and San Isabel National Forests & Cimarron and Comanche National Grasslands completed an inventory of the USFS portion of Browns Canyon National Monument (BCNM or monument) for wilderness suitability. The primary function of the inventory step is to efficiently, effectively, and transparently identify lands within the planning area that may have wilderness characteristics as defined in the Wilderness Act.

The Pike and San Isabel National Forests & Cimarron and Comanche is undertaking this inventory as a result of BCNM public comments requesting a wilderness assessment as well as US Congresswomen Diana DeGette's inclusion of a significant portion of BCNM in the Colorado Wilderness Act that cleared the House Natural Resources Committee on November 20, 2019. The intent of the inventory is to identify if the lands within the planning area that may be suitable, so that they can be included in further evaluation during a Forest Plan Revision process.

## **2.0 INVENTORY PROCESS**

The USFS interdisciplinary BCNM wilderness inventory team followed the inventory process outlined in Forest Service Handbook 1909.12 Chapter 71.

The first inventory step is ensuring the area is greater than 5,000 acres. The USFS portion of BCNM is 11,811 acres as shown in Figure 1. The USFS identified a Wilderness Inventory area of approximately 10,070 acres, shown as a blue hatch on Figure 1, therefore it meets the size requirements.

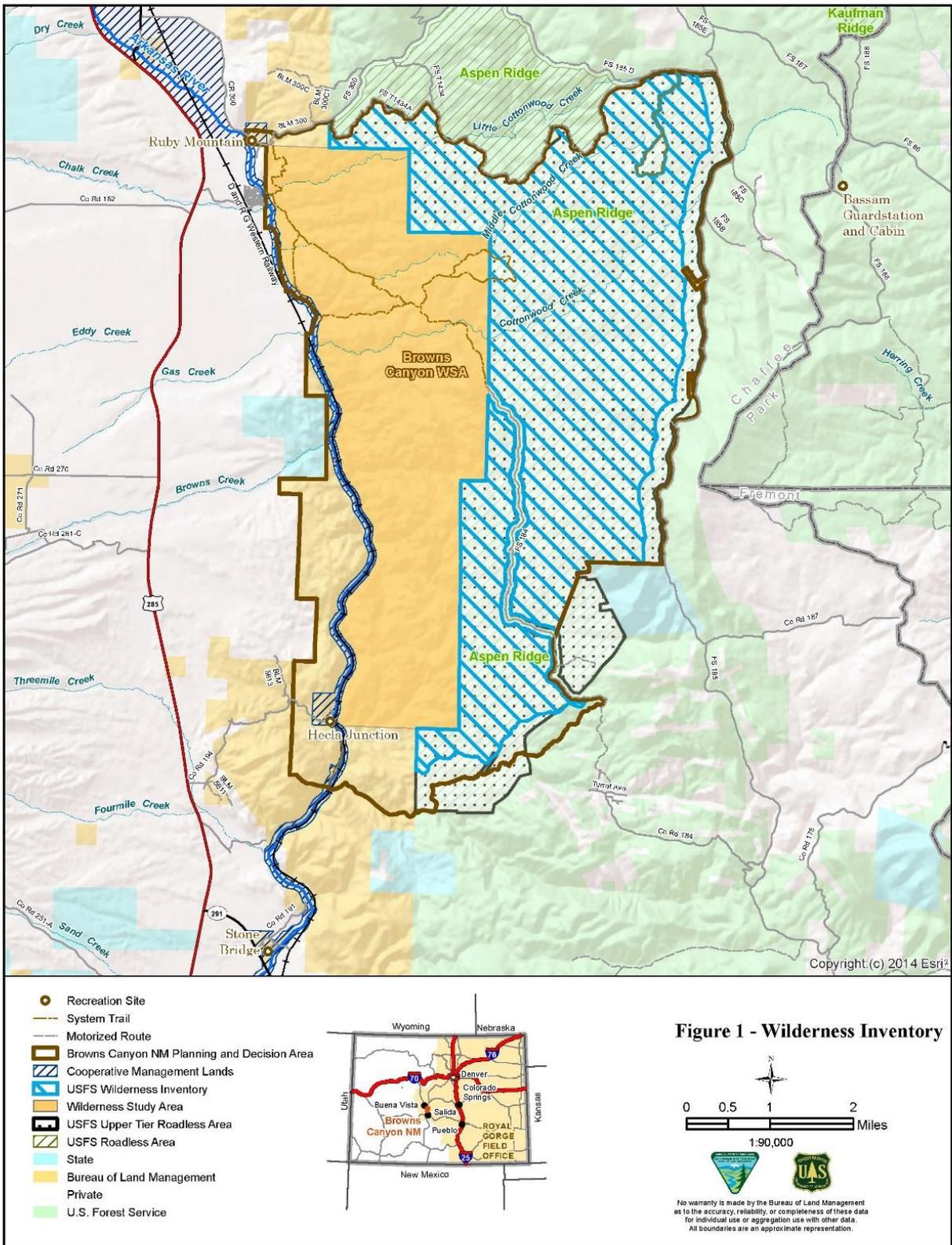


Figure 1. USFS Wilderness Inventory Area

The next step in the inventory process is an assessment of current improvements in the USFS portion of BCNM. The improvements criteria are divided into two groups; road improvements and other improvements.

Table 1 below displays the outcome from the Interdisciplinary Team evaluation of improvements within the portion of USFS BCNM lands that meet the size requirements for wilderness. Any improvements identified were either related to livestock management or historic mining and settlements, and, so were acceptable improvements within the USFS wilderness evaluation framework. With the exception of the mechanized National Forest System Trail 1435, the area contains no motorized or mechanized roads or trails. Furthermore, this area provides solitude and represents ecological conditions that would normally be associated with the area without human intervention. Table 1 demonstrates that approximately 10,070 acres are suitable for wilderness designation.

**Table 1. Inventory**

Inclusion/Exclusion Criteria	Comments/Conclusions
<b>Inclusion - Roads</b>	
a. Areas that contain forest roads maintained to level 1;	None
b. Areas with any routes that are decommissioned, unauthorized or temporary, or forest roads that are identified for decommissioning in a previous decision document, or identified as likely unneeded in a travel management plan (36 CFR 212.51) or a travel analysis (36 CFR 212.5(b));	Route south of Green Gulch is blocked. End of Turret Road (NFSR 184) is blocked. Unauthorized motorized trails off of National Forest System Trail 1434 is ongoing. Confluence of Little Cottonwood Creek and Catkin Gulch.
c. Areas with forest roads that will be reclassified to level 1 through a previous decision document, or as identified in a travel management plan (36 CFR 212.51) or a travel analysis (36 CFR 212.5(b));	None.
d. Areas in Forests, Grasslands, Prairies, and other Administrative Units east of the 100th meridian with forest roads maintained to level 2 that are identified as closed to motor vehicles yearlong in a previous decision document, or as identified in a travel management plan (36 CFR 212.51) or a travel analysis (36 CFR 212.5(b));	None, this assumes Turret Road is carved out of potential wilderness.
e. Areas with forest roads that have been proposed by the Forest Service for consideration as recommended wilderness as a result of a previous forest planning process; or areas with forest roads that the Responsible Official merits for inclusion in the inventory that were proposed for consideration through public involvement during the assessment or other public or intergovernmental participation opportunity (Sec. 70.61).	None, Turret Road was once proposed for closure (Hefley Wilderness Bill) but is not proposed at this time.

*Appendix 5. USFS Wilderness Inventory Suitability Determination*

<b>Inclusion/Exclusion Criteria</b>	<b>Comments/Conclusions</b>
f. Areas with historical wagon routes, historical mining routes, or other settlement era transportation features considered part of the historical and cultural landscape of the area.	Yes, cabins, paths, adits, and the historic Railroad Gulch rail corridor.
g. Areas with maintenance level 2 roads that do not meet the criteria for exclusion in subsection 2(c) below.	None.
<b>Exclusion - Roads</b>	
a. Permanently authorized roads validated by a Federal court or the Department of the Interior for which a valid easement or interest has been properly recorded.	None.
b. Forest roads maintained to levels 3, 4, or 5.	None.
c. Level 2 roads, or level 3, 4, or 5 roads that will be reclassified to level 2 through a previous decision document, or as identified in a travel management plan (36 CFR 212.51) or a travel analysis (36 CFR 212.5(b)) that meet one or more of the following criteria and are not in proposed areas as provided in (1)(e) above: (1) Have been improved and are maintained by mechanical means to ensure relatively regular and continued use, (2) Have cumulatively degraded wilderness character or precluded future preservation of the area as wilderness, (3) Have been identified for continued public access and use in a project level or travel planning decision supported by NEPA analysis, or (4) Otherwise preclude evaluation and consideration of the area during the public participation and intergovernmental outreach processes as potentially suitable for wilderness, based on assessment information or on-the-ground knowledge.	None.
<b>Inclusion – Other Criteria</b>	
1. Airstrips and heliports.	None.
2. Vegetation treatments that are not substantially noticeable.	None.
3. Timber harvest areas where logging and prior road construction are not substantially noticeable.	One present but not substantially noticeable.
4. Permanently installed vertical structures, such as electronic installations that support television, radio, telephone, or cellular communications,	None.

*Appendix 5. USFS Wilderness Inventory Suitability Determination*

<b>Inclusion/Exclusion Criteria</b>	<b>Comments/Conclusions</b>
provided their impacts, as well as their maintenance and access needs, are minimal.	
5. Areas of mining activity where impacts are not substantially noticeable.	None.
6. Range improvement areas (Forest Service Manual 2240.5), involving minor structural improvements (for example, fences or water troughs) and nonstructural improvements (such as chaining, burning, spraying, potholing, and so forth) that are not substantially noticeable.	Yes, fences, water troughs, pipelines, water tanks, cattle, and trailing that are not substantially noticeable.
7. Recreation improvements, such as occupancy spots, or minor hunting or outfitter camps. As a general rule, developed sites should not be included. Areas with minor, easily removable recreation developments may be included.	Yes, but no developed sites. Minimal trail signage.
8. Ground-return telephone lines, electric lines, and powerlines if a right-of-way has not been cleared. Powerlines with cleared rights-of-way, pipelines, and other permanently installed linear right-of-way structures should not be included.	None.
9. Watershed treatment areas (such as contouring, diking, channeling) that are not substantially noticeable. Areas may include minor watershed treatments that have been accomplished manually such as small hand-constructed gully plugs.	None.
10. Lands adjacent to development or activities that impact opportunities for solitude. The fact that non-wilderness activities or uses can be seen or heard from within any portion of the area, must not, of itself, preclude inclusion in the inventory. It is appropriate to extend boundaries to the edges of development for purposes of inclusion in the inventory.	National Forest System Trail 1434 (motorized), National Forest System Trail 1435 (mechanized), NFSR 185 (Aspen Road), and NFSR 184 (Turret Road).
11. Structures, dwellings, and other relics of past occupation when they are considered part of the historical and cultural landscape of the area.	Yes, but part of historic and cultural landscape.
12. Areas with improvements that have been proposed by the Forest Service for consideration as recommended wilderness as a result of a previous Forest planning process or that the Responsible Official merits for inclusion in the inventory that were proposed for consideration through public or intergovernmental participation opportunities (Sec. 70.61 of this Forest Service Handbook 1909).	Bassam Park range improvements identified in number 6.

### **3.0 RECOMMENDATION**

Prior to recommendation by the USFS Responsible Official, an Interdisciplinary Team must complete two additional steps; evaluation of wilderness characteristics and analysis. The wilderness characteristics evaluation will be based upon the Wilderness Act requirements, such as opportunity for solitude and the presence of natural ecological processes, to name a few. This subsequent analysis requirement will sum up the entire process and make recommendations on specific proposed wilderness boundaries based on defensible and definable geographic features such as ridges and streams, and public comments on the recommended wilderness proposals. Complete evaluation and analysis of lands suitable for inclusion in the National Wilderness Preservation System will be completed within the Forest Plan Revision process. This inventory has determined that Forest Service lands within BCNM are suitable for and should be included in an evaluation within the context of development of a revised Forest Plan for the Pike and San Isabel National Forests & Cimarron and Comanche Grasslands.

The recommendation will be a preliminary administrative recommendation that will receive further review and possible modification by the Chief of the Forest Service, the Secretary of Agriculture, and the President of the United States. Congress reserves the authority to make final decisions on wilderness designation.

### **4.0 LIST OF PREPARERS**

The Interdisciplinary Team consisted of Ed Biery, Forest Ecologist; John Dow, Forest Planner; Ben Lara, Salida Ranger District Recreation Staff Officer; Steve Olson, Forest Botanist; Steve Sanchez, Forest Soil and Water Program Manager; and Stephanie Shively, Salida District Biologist.

## **Appendix 6. Best Management Practices Reference List**

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## ***Appendix 6. Best Management Practices Reference List***

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Best management practices (BMPs) are land and resource management techniques determined to be the most effective and practical means of maximizing beneficial results and minimizing conflicts and negative environmental impacts from management actions. The Bureau of Land Management (BLM) and U.S. Forest Service (USFS) will apply BMPs to modify the operation or design of authorized uses or activities to meet the resource-specific goals and objectives of the Resource Management Plan and protect monument resources, objects, and values. BMPs will be applied to avoid, minimize, rectify, and reduce impacts if an evaluation of the authorization area indicates the presence of monument resources, objects, and values. To reduce or eliminate negative environmental impacts, BMPs can be applied before, during, and after activities.

The BMPs for authorizations will be identified as part of the National Environmental Policy Act (NEPA) process, through interdisciplinary analysis involving resource specialists, project proponents, government entities, landowners, or other surface management agencies. Measures selected for implementation will be identified in the Record of Decision or decision record for those authorizations and will inform a potential lessee, permittee, or operator of the requirements that must be met when using BLM- or USFS-administered public lands and minerals to mitigate impacts. This ensures that mitigation will lead to a reduction of environmental impacts in the implementation stage and have binding mechanisms for enforcement.

This appendix does not provide an exhaustive list of BMPs but a reference list of documents detailing BMPs across agencies. The BLM and USFS manuals and handbooks, as appropriate, would be applied to any activity on BLM- or USFS-administered public lands. Refer to the Proposed RMP/Final EIS, Appendix E: Laws, Regulations, Policies, Guidance, and Monument Resources, Objects, and Values and Table 1-2 in the Planning Assessment (BLM and USFS 2018a) for an extensive list of Federal instruction memoranda, information bulletins, manuals, handbooks, and directives. At the time of action development, BLM will determine the appropriate source of BMPs and which ones to apply within the bounds of Presidential Proclamation 9232 to protect monument resources, objects, and values. Additional BMPs may be identified during an interdisciplinary process when evaluating site-specific management actions. BMPs may also be updated as new technology emerges. Application of mitigation measures and conservation actions is subject to valid existing rights and technical and economic feasibility.

The following example BMP documents may be applied to any BLM- or USFS-authorized activity:

- BLM Colorado Public Land Health Standards (BLM 1997)
- BLM Guidelines for a Quality Built Environment – First Edition (BLM 2010)
- BLM Technical Note 450 Protecting Night Skies and Dark Environments on BLM-administered Lands: Best Management Practices For Artificial Lighting At Night (for future release)
- Colorado BLM Comprehensive Air Resources Protection Protocol (BLM 2015)
- Colorado Conserving Colorado's Big Game Winter Range and Migration Corridors (Colorado Executive Order D 2019-011)
- Colorado Parks and Wildlife Recommendations to Avoid and Minimize Impacts to Wildlife (2019)

***Appendix 6. Best Management Practices Reference List***

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- Colorado State Forest Service Forestry Best Management Practices to Protect Water Quality in Colorado (2010) USFS 0625 1808-STDDC Low-Water Crossings: Geomorphic, Biological, And Engineering Design Considerations (October 2006)
- Department of the Interior Improving Habitat Quality in Western Big Game Winter Range and Migration Corridors (Department of the Interior Secretarial Order 3362)
- USFS Low-Volume Roads Engineering Field Guide (July 2003)
- USFS National Best Management Practices for Water Quality Management on National Forest System Lands (Technical Guide FS-990a; USFS 2012)

## **Appendix 7. Mitigation Strategy, Adaptive Management, and Monitoring Measures**

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This appendix provides an overview of the mitigation strategy and monitoring measures to evaluate the effectiveness of the Resource Management Plan (RMP).

Conditions may change over the life of the land use plans, and such changes may require adaptive management to protect resources and minimize resource conflicts. To address changing conditions and provide management flexibility that incorporates Best Management Practices (see Appendix G: Best Management Practices List), the Bureau of Land Management (BLM) and United States Forest Service (USFS) will review the effectiveness of management actions, assess the current resource conditions, and, if needed, alter management actions. Monitoring documents the BLM's and USFS's progress toward full implementation of the land use plan and the achievement of desired outcomes.

The regulations in 43 Code of Federal Regulations (CFR) 1610.4-9 and 36 CFR 219.12 require that land use plans establish intervals and standards for monitoring and evaluations based on the sensitivity of the resource decisions involved. Additionally, BLM Manual 6220 requires that land use plans for national monuments analyze and consider measures to ensure that objects and values are conserved, protected, and restored. Specifically, plans must include a monitoring strategy that identifies indicators of change, methodologies, protocols, and time frames for determining whether desired outcomes are being achieved.

Giving consideration to staffing and funding levels, monitoring will be prioritized consistent with the goals and objectives of the RMP in cooperation with local, State, and other Federal agencies.

## **1.0 Mitigation**

The BLM and USFS will consider appropriate mitigation methods as described by the Council on Environmental Quality (definition below) and will employ mitigation consistent with law and agency policy.

- *Avoidance* is defined as those measures that result in a potential impact not occurring from the outset by not taking a certain action or parts of an action. The Approved RMP identifies a range of potential avoidance measures. Examples of avoidance measures are closures and exclusion areas.
- *Minimization* occurs through limiting the degree or magnitude of the action and its implementation. The Approved RMP identifies multiple potential minimization options for a variety of projects and land uses. Examples of minimization are facility placement, timing of activities, and facility design.
- *Rectification* is the repairing, rehabilitating, or restoring of the affected environment. This approach is more action-specific. An example might be the reclamation of an abandoned mine location.
- *Reduction* of impacts involves preservation and maintenance operations during the life of the proposed project to be mitigated. This approach is more design-specific. An example might be a phased development and reclamation project design or a similar approach to a related impact on the landscape.

- *Compensation* can occur if, after applying avoidance and minimization techniques, residual impacts remain. Residual impacts are defined as any reasonably foreseeable impacts from a proposed project that are expected to remain after implementing the avoidance, minimization, rectification, and reduction elements of the mitigation hierarchy. These impacts are those that will continue until the benefits of the mitigation measure are fully realized on the ground. Compensation could include discussion of impact valuation, compensatory mitigation options, siting, compensatory project types and costs, monitoring, reporting, and fund administration.

The RMP prioritizes the avoidance of impacts, followed by minimization techniques, which generally include rectification and reduction.

## **2.0 Adaptive Management**

The RMP will be implemented using adaptive management processes. Under adaptive management, decisions, plans, and proposed activities are treated as working hypotheses rather than final solutions. For the purposes of this plan, adaptive management is a process that tests, evaluates, and adjusts the assumptions, objectives, actions, and subsequent on-the-ground results from the implementation of RMP decisions. When used effectively, adaptive management provides resource managers with the flexibility to respond quickly and effectively to changing resource and user conditions. Changes in management actions are 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 to the human environment of actions proposed under the guise of adaptive management. Managers would still be required to comply with the provisions of the National Environmental Policy Act (NEPA) and other applicable laws, regulations, and policies before such actions are applied. Certain actions proposed as adaptive management techniques may require an amendment to the RMP before they could be implemented.

BLM's and USFS's 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 43 CFR 4180, "Fundamentals of Rangeland Health and Standards and Guidelines for Grazing Administration." Guidelines that already exist for many programs and uses will be adopted as-is when reviews show them to be applicable to the planning area. New site-specific guidelines will also be developed as necessary. The adaptive management process is a continuous cycle through 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. Monitoring is derived from existing data and techniques, is outcome based, technically feasible, affordable, and operationally attainable. Two types of monitoring 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.

When additional monitoring is required to fill information gaps, standardized monitoring techniques will be used where available before new techniques are developed. The BLM and USFS staff, supported by technical experts in the Royal Gorge Field Office and Salida Ranger District, will be responsible for developing monitoring and adaptive management protocols and ensuring that documentation is sufficient to facilitate feedback into the adaptive management process.

- **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 and USFS staff will also be responsible for ensuring that monitoring results and other new information is compiled and evaluated in accordance with the two evaluation phases.

Monitoring will determine whether or not planning objectives are being met and ensure that BLM and USFS meet the goals and objectives set in the plan. The information developed through monitoring will feed the evaluation process and 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 the broad-scale management goals and objectives in the RMP. These questions will 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. A standard set of core data elements will be collected. Core data, including data necessary to evaluate achievement of the applicable BLM “Colorado Public Land Health Standards” (BLM 1997), are the minimum set of variables to be collected at all scales. The BLM and USFS will devise standardized measurement and reporting protocols because consistency is essential. Where possible, monitoring protocols will be designed to integrate existing monitoring efforts and will address multiple questions. Also, the design will have the flexibility to add any data elements required to answer new questions raised during subsequent site-specific planning.

Determining the specific monitoring approach for any question requires knowledge of detailed information on existing conditions. For example, trend assessment first requires gathering baseline or status information. A few of the projects that have occurred or may occur during implementation of the RMP are landscape scale vegetation assessments; overviews for paleontology, history, and archaeology; surveys for special status species; collection of meteorological data at weather stations; and visitor use inventories. Data from these projects will be vital for monitoring trends. A monitoring strategy must also identify the techniques needed to acquire a complete picture of the structure and pattern of a resource (e.g., 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. The monitoring section of this appendix identifies the indicators, thresholds, and remedial actions.

The BLM and USFS use evaluations to 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. The BLM and USFS evaluate management actions to determine whether they are consistent with thresholds established for the achievement of the objectives. If they are not, the 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 governing laws.

### **3.0 Monitoring**

Monitoring would be applied across the monument unless a specific geographic location is specified in the “Objectives” column below, or a specific agency is identified under the “Agency” column.

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
<b>Air Quality (National Ambient Air Quality Standards [NAAQS])</b>							
BLM/USFS	Ensure that BLM and USFS authorized actions provide for compliance with applicable State and Federal air quality standards and regulations. <sup>1</sup>	NAAQS and the Colorado Ambient Air Quality Standards.	Yes, Federal reference, others.	Micrograms per cubic meter, parts per billion, parts per million.	Unknown, but in general, NAAQS monitors represent longer-term investments due to their high initial cost. The frequency is in accordance with the methods employed. Annually, or as needed to comply with NEPA.	NAAQS violation, or other statute (ex: General Conformity) for areas not currently meeting the NAAQS. Quasi-cumulative thresholds for field office wide program element projections do not exist, but will be evaluated on a case-by-case basis with interested stakeholders during the RMP process and subsequent project level implementation.	Follow the <i>Comprehensive Air Resource Protection Protocol</i> (BLM 2015) and NEPA methods to identify and implement effective mitigation options for the attribute of concern at the scale appropriate for applying the mitigation.
<b>Air Quality Related Values (AQRVs) (Deposition, Visibility, W126)</b>							
BLM/USFS	Ensure BLM and USFS authorized actions do not adversely affect Federal- and State-mandated Class I areas, or Federal Land Manager specified sensitive Class II areas. <sup>2</sup>	For AQRVs, the Federal Land Managers' AQRV Work Group 2010 guidance document provides for the data analysis thresholds for project levels. The critical loads established would be applicable at the cumulative project/planning levels. For visibility, the BLM and USFS will use the best and worst 20 percent visibility days at Class I areas as a comparative approach for assessing cumulative visibility impacts at the planning/project level.	Yes, Federal reference, others.	Deciview, standard visual range, kilograms per hectare per year.	Unknown, but in general, Class I area monitors represent longer-term investments due to their high initial cost or the value of the long-term trend data that is established to help or show that Federal Land Managers are meeting the goals required by the Clean Air Act. The frequency is in accordance with the methods employed. Annually, or as needed to comply with NEPA.	For project level analysis, the AQRV attributes will be compared to the data analysis thresholds. Quasi-cumulative thresholds for field office-wide program element projections do not exist, but will be evaluated on a case-by-case basis with interested stakeholders during the RMP process and subsequent project level implementation.	Follow the <i>Comprehensive Air Resource Protection Protocol</i> (BLM 2015) and NEPA methods to identify and implement effective mitigation options for the attribute of concern at the scale appropriate for applying the mitigation.
<b>Geologic Features</b>							
BLM/USFS	Ensure that damage is not occurring to sensitive geologic features (including caves) so that geologic resource values in the monument are preserved consistent with the geologic ROVs identified in the Proclamation.	Action specific baseline.	Individual site surveys. Data may be collected by BLM, USFS, or outside sources (e.g., in partnership with the rock-climbing community).	Presence or absence of evidence of damage to geologic features (including caves) in the BCNM.	Climbing routes and their vicinity, areas where shooting occur, as well as known sensitive geologic features will be spot-checked as needed.	Recreationists are not following best management practices or buffer restrictions for sensitive geologic features (or evidence of damage or destruction of said features).	Consider new enforcement or education methods, including partnering with the rock-climbing community or other user groups to prevent damage.
<b>Soil Erosion - Uplands</b>							
BLM/USFS	Soil erosion from upland locations will be maintained at natural background levels as measured by maintaining appropriate desirable ground cover, as defined given ecological site description or other reference. Where management actions take place, all areas undergoing reclamation would achieve ground cover equaling the pre-disturbance conditions within five growing seasons.	Natural Resources Conservation Service Ecological Site Description or other standard, such as, range site description, when ecological site descriptions don't exist.	BLM Assessment, Inventory and Monitoring (AIM) Protocol, USFS Forest Soil Disturbance Protocol-GTR-WO-82b, etc. (line transect, etc.).	Percent groundcover.	Visit sites of concern at least once per growing season until appropriate groundcover is achieved five years from management activity completion.	Ground cover does not represent background or pre disturbance conditions.	Change in management activity or reclamation procedures.
<b>Soil Erosion – Streambanks, Riparian Areas, and Floodplains</b>							
BLM/USFS	Stream banks, riparian areas and floodplains will be stable and function similarly to a reference reach or expected condition, and will not experience more than a 10 percent loss of stream bank, channel bed degradation or aggradation (same as: Water – Streambank or channel alteration). Priority areas would include Category I and M grazing allotments and rafter put-in and take-out sites.	Reference reach or baseline condition.	Visual observation, photo points, Aquatic AIM protocol, and surveyed erosion pins.	Width/depth ratio, Bank Erosion Hazard Index and Near Bank Stress, confinement, inches, acres, etc., based on procedures used.	Once every 5-7 years based on priority watersheds and activities for the life of the plan.	Visual evidence of active headcutting, width/depth ratios beyond reference conditions, or bank slump. Ten percent increase in streambank loss, channel bed degradation, or aggradation.	Adjust or discontinue management activity or mitigation to remove or lessen impact.
<b>Soil Resources – Compaction</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM/USFS	The acres of compacted soils (roads, etc.) attributed to management will not increase by more than 5 percent in a sixth level watershed and individual areas would not have compacted areas exceeding 10 percent of surface disturbance. Increases greater than 5 percent could be acceptable if mitigation is shown that would minimize or eliminate offsite impacts to the watershed as a whole.	Undisturbed reference site.	Visual inspection, aerial photos, penetrometer, or ratio of penetration resistance or bulk density to that of the reference area, USFS Forest Soil Disturbance Protocol-GTR-WO-82b.	Pounds per square inch, mass per volume.	Review of total acres of compacted soils at the watershed scale would be conducted every 5–7 years. Individual sites would be examined 1–2 times annually for the life of the plan.	When an increase in compacted area is greater than 5 percent in a sixth level watershed. When an area has a 10 percent increase in density or ratio of penetration resistance or bulk density to that of the reference area greater than one and the compacted area exceeds 10 percent of surface disturbance.	Evaluate watershed impacts of compacted area percentage, if impacts are minimal or can be eliminated, increases greater than 5 percent would be acceptable. Decompact or close access to specific compacted site until area recovers. Rehabilitate and decompact areas offsite of specific management activities to mitigate watershed level impacts.
<b>Soils - Rutting</b>							
BLM/USFS	Limit soil rutting caused by management activities to four inches in depth. Roads and trails with ruts over four inches deep would be evaluated for resource impacts and actions would be taken to address resource impacts.	Undisturbed reference site.	Visual observation and measured depth of rut, USFS Forest Soil Disturbance Protocol-GTR-WO-82b.	Inches.	During project implementation, immediately after precipitation events until soil conditions are more favorable. Continuous for overall rutting for the life of the plan.	Ruts created by management activities exceed four inches in depth. Ruts greater than four inches deep that are directly resulting in damage to resources (route spread, direct sedimentation to waterways).	Close access to rutted site until soil conditions are not susceptible to rutting. Rutted area repaired.
<b>Water Quality – Surface Water</b>							
BLM/USFS	Water quality will be maintained to meet State of Colorado water quality standards or better and improvements will be made on segments that are not meeting standards where BLM and USFS-administered surface lands contribute to degradation. The BLM and USFS will coordinate and participate on locally developed source water protection planning efforts and integrate BMPs to protect water quality interests.	Colorado Water Quality Control Commission 305(b) Report.	Colorado Department of Public Health and Environment or Environmental Protection Agency Water Quality Monitoring Protocol.	Milligrams per liter; micrograms per liter; degrees Fahrenheit; etc., as determined by the 305(b) report.	Based on activity plan schedule for the life of the plan.	Exceedance of any parameter above the State of Colorado surface water quality standards or identified BLM/USFS thresholds.	Modify or discontinue actions resulting in water quality degradation, implement actions to improve water quality.
<b>Water Quantity – Surface Water</b>							
BLM/USFS	BLM and USFS will work with partners, including the State of Colorado Water Resources Division, to attain flow protections for resource needs, such as, riparian habitat, stock watering, minimum flows, channel maintenance flows for geomorphological processes, recreational flows, and approximating a natural hydrograph. <sup>3</sup>	Colorado Division of Water Resources gaged sites, Colorado Department of Public Health and Environment.	Discharge measurement, gauging station.	Cubic feet per second, gallons per minute.	Throughout the year when flow quantities are a concern for the life of the plan.	Resources are impaired or could be impaired by flow management.	Identify alternatives and methods to protect or enhance resources based on the situation.
<b>Water – Streambank or Channel Alteration</b>							
BLM/USFS	See <i>Soil Erosion – Streambanks, Riparian Areas, and Floodplains</i>						
<b>Terrestrial Wildlife - Wildlife Habitat Condition</b>							
BLM/USFS	Manage BLM-administered surface lands within the BCNM to meet BLM Standards for Public Land Health-Standard 3. The objective is for 90 percent of BLM-administered surface lands to meet BLM <i>Colorado Public Land Health Standards</i> -Standard 3 (BLM 1997). Manage USFS-administered surface lands within the BCNM to meet USFS Desired Condition. Sampling may be stratified to focus on priority habitat (i.e., bighorn winter concentration area)	Standard will be based upon BLM <i>Colorado Public Land Health Standards</i> -Standard 3 (BLM 1997) and USFS Desired Condition criteria and/or ecological site inventories, Range/Ecological Site Descriptions, soils, completed Land Health Assessments, and site-specific management objectives.	Variables to be measured may include, but are not limited to the amount of bare ground, vegetation composition, nonnative invasive species, vegetation height, and proportion of site in large inter-canopy gaps.	The percentage of BLM-administered surface lands meeting the BLM <i>Colorado Public Land Health Standards</i> (BLM 1997) and percentage of USFS-administered surface lands meeting USFS Desired Condition.	Plots will be measured every 3–5 years and monitoring will occur during the growing season.	Any condition that fails to meet the Land Health Standard-Standard 3 or USFS Desired Condition.	Change in action location, change in season of use, vegetation treatments, or condition of approvals.
<b>Terrestrial Wildlife – Important Sites for Raptors and Big Game</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM/USFS	Conduct and maintain current inventories of nesting raptors and big game on BLM and USFS-administered surface lands to evaluate actions undertaken.	Action specific baseline.	Individual site surveys. Data may be collected by BLM, USFS, or outside sources (e.g., Colorado Natural Heritage Program, Colorado Parks and Wildlife (CPW), Bird Conservancy of the Rockies).	Number of active raptor nests and young fledged, population of the mule deer herd, population of bighorn sheep herd	Monitoring will be tied to yearly planning or based upon project specific needs. Monitoring will be conducted during the active/reproductive period for the target species. Monitoring will occur pre- and post-actions undertaken.	Decrease in the number of active raptor nests and young fledged, decrease in the number of young-of-the-year mule deer etc.	Change in action location, change in seasonal restrictions, change in no use buffer, vegetation treatments, or condition of approvals.
<b>Terrestrial Wildlife – Seasonal Use Restrictions</b>							
BLM/USFS	Ensure that recreationists are adhering to seasonal use restrictions and seasonal area restrictions so that at-risk wildlife populations are maintained and the desired future conditions are met.	Action specific baseline.	Individual site surveys. Data may be collected by BLM, USFS, or outside sources (e.g., Colorado Natural Heritage Program, CPW, Bird Conservancy of the Rockies).	Presence or absence of large groups or sign of frequent recreational use that could result in habitat degradation or displacement of wildlife within the distances and seasons identified in Section 2.8 for raptors, bighorn sheep, and other sensitive habitat as collaboratively referencing <i>CPW Recommendations to Avoid and Minimize Impacts to Wildlife from Land Use Development in Colorado</i> and Appendix 6: Best Management Practices Reference List.	Sensitive wildlife areas will be spot-checked during the various seasonal restriction times.	Recreationists are not following seasonal use restrictions for sensitive wildlife species (or evidence of nest abandonment or other impact indicators).	New enforcement or education methods, change in action location, change in seasonal restrictions, or change in no use buffer.
<b>Aquatic Wildlife – Sensitivity of Flood Risk to Infrastructure</b>							
BLM/USFS	Within 15 years, 25 percent of unnecessary, existing infrastructure will be removed or relocated out of floodplains.  For all categories of wetlands (riparian, ponds, springs, playas, fens, etc.), strive to prevent new, and remove aged and outdated unused infrastructure, dumps, etc., placed such that damage from extreme flood events within floodplains or flood prone areas is possible (excluding fences necessary for grazing needs and infrastructure such as diversions designed to resist flooding).  Necessary infrastructure otherwise will need to be designed with flood recognition and flood preventative measures.	Where infrastructure is known or located, develop databases to track location, need, whether infrastructure can be removed, and track associated project information.	Monitor within databases and prioritize potential removal project based upon needs, staffing, and budget.	Notation if needed, if completed, etc., into existing databases.	Ongoing for the life of the RMP.	N/A.	Infrastructure avoidance or removal as deemed appropriate.
<b>Aquatic Wildlife – Aquatic Habitat Condition</b>							
BLM/USFS	90 percent of riparian areas will be managed in at least Proper Functioning Condition (PFC). Riparian and health will be a partial surrogate indicator for aquatic health and further supplemented by AIM or other monitor protocol. Riparian and wetland resources will move towards an advanced succession seral stage. Areas outside of special designation but recognized as Potential Conservation Areas, Critical habitat for Endangered Species or Special Status Species will also be managed to advanced seral stage conditions where practical.	BLM Standard 2, Riparian Land Health Standard. BLM Standard 3: Healthy, productive plant and animal communities.	PFC, Multiple Indicator Monitoring, AIM Monitoring Protocol, and other standard Aquatic Habitat Assessment measurement techniques.	Stream/wetland health determination.	Priority will be based upon the magnitude of issues, or relative importance to the area.	Any conditions found at less than PFCs.	Variable depending upon causative agent.
<b>Wetlands and Riparian Resources – Water Quantity</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM/USFS	Work with partners, including the State of Colorado Water Resources Division, to attain flow protections for aquatic resource needs, such as, riparian habitat, stock watering, minimum flows, channel maintenance flows for geomorphological processes, recreational flows, and approximating a natural hydrograph.	Complete tabulation of resources, with water rights processing, data maintained on when and where done.	Input and maintain in water rights database.	Notation if needed, if completed, etc., into existing databases.	Until completed, modified with exchanges, new information, etc.	N/A.	N/A.
<b>Wetlands and Riparian Resources – Floodplains and Infrastructure</b>							
BLM/USFS	See <i>Aquatic Wildlife – Sensitivity of Flood Risk to Infrastructure</i>						
<b>Wetlands and Riparian Areas – Riparian Condition</b>							
BLM/USFS	90 percent of riparian areas will be managed in at least PFC. Riparian and wetland resources will move towards an advanced succession seral stage.	BLM Standard 2, Riparian Land Health Standard.	PFC, Multiple Indicator Monitoring, AIM Monitoring Protocol, and other standard Aquatic Habitat Assessment measurement techniques.	Riparian/wetland health determination.	Priority will be based upon the magnitude of issues, or relative importance to the area.	Any conditions found at less than PFCs.	Variable depending upon causative agent.
<b>Vegetation – Grass/forb Upland Communities</b>							
BLM/USFS	Meet the BLM <i>Colorado Public Land Health Standards</i> (BLM 1997). Livestock grazing will not be a causal factor in preventing improve (I) and maintain (M) category allotments from meeting the BLM <i>Colorado Public Land Health Standards</i> (BLM 1997). Take into account site potential as determined by ecological site inventories, Range/Ecological Site Descriptions, soils, completed Land Health Assessments, and site-specific management.	Ecological site descriptions, other range site descriptions, or other internal base line data, including but not limited to grazing utilization, cover frequency transects, photo points.	May include one or more of the following: visual observation, photos, trend, PFC, AIM, land health evaluation, grazing utilization, compliance, and actual use.	Plant cover, diversity, composition, community health and vegetation.	BLM: Varies, designed to address objectives such as annual utilization, compliance, and actual use on high priority allotments. Evaluate during permit renewals or when monitoring data indicate a change is warranted. At grazing term permit renewal or every 10 years or when monitoring data indicates a change in management is warranted for high priority allotments. USFS: Prior to grazing term permit renewal.	Failure to meet Rangeland Health Standards or trend moving away from management objectives.	Change in livestock season-of-use, timing, intensity, frequency, duration, vegetation treatments and seeding.
<b>Vegetation – Forest Vegetation</b>							
BLM/USFS	Use of repeat photography and stand density measurements will be used to determine long-term effectiveness of all forestry treatments, as well as for public education/outreach.	Ecological site descriptions.	May include one or more of the following: visual observation, photos, trend, and land health evaluation.	Repeat photography, witness tree species, diameter.	One-time pre-treatment monitoring and post-treatment monitoring every 5 years.	Failure to meet BLM <i>Colorado Public Land Health Standards</i> (BLM 1997) or trend moving away from management objectives.	Follow-up treatment evaluation.
<b>Forestry – Productive Forestland and Low-Productivity Woodlands</b>							
BLM/USFS	Productive forestland will be maintained to meet BLM <i>Colorado Public Land Health Standards</i> (BLM 1997), provide for sustained yield, and managed using the Forestry Best Management Practices to Protect Water Quality in Colorado (Colorado State Forest Service 2010). Low productivity woodlands will be maintained, monitored, and managed to meet BLM <i>Colorado Public Land Health Standards</i> (BLM 1997).	Forest Vegetation Information System.	Photo interpretation, walk-through surveys, and plot measurements as required by the Forest Vegetation Information System.	Tree data (diameter at breast height, height, trees per acre, species, crown ratio, defect, and presence of insect/disease), repeat photography, and stand density measurements will be used to maintain current inventory and determine long-term effectiveness of forestry treatments.	Throughout the life of the plan, average annual inventory of 500 acres, one-time pre-treatment monitoring, and ongoing post-treatment monitoring 5 years from management activity completion.	Failure to meet BLM <i>Colorado Public Land Health Standards</i> (BLM 1997) or trend moving away from management objectives.	Evaluation for follow up treatment.
<b>Vegetation - Infestations</b>							
BLM/USFS	Prevent new infestations and reduce the acreage of A list noxious species and limit the expansion of B list species. Treatment in BCNM would occur annually in priority infestations. A list species would be treated first, followed by B list species (including but not limited to; yellow toadflax, various knapweeds, and leafy spurge) as funding allows. <sup>4</sup>	Colorado Noxious Weed List ( <a href="https://www.colorado.gov/pacific/agconservation/noxiousweeds">https://www.colorado.gov/pacific/agconservation/noxiousweeds</a> ).	Photo points, geographic information systems data, mapping.	Infestation size, presence, or absence. Emphasis placed on human traffic vectors (foot, horse, and watercraft are primary focus vectors)	On an as-needed basis and prioritized by species location and treatment method.	Expansion of A list and high priority B list weeds, new infestations in areas of high public use and publicly accessible areas, and new infestations in other areas where proliferation is likely.	Treatment method efficacy will be monitored. Change in control method or combine control methods and strategies.

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
<b>Special Status Species – Occupied Habitat, Important Sites, and Population Trends</b>							
BLM/USFS	Conduct and maintain current inventories of BLM special status species on BLM-administered surface lands as described in BLM Manual 6840-Special Status Species Management and FSM Chapter 2670. Determine, to the extent practicable, the distribution, abundance, population condition, current threats, and habitat needs for sensitive species and evaluate the significance of actions undertaken by the BLM and USFS in the conservation of those species where these agencies have discretion.	Resource area baseline.	Individual site surveys, occupied habitat mapping, or statistically valid trend analysis (e.g., occupancy, line intercept). Data may be collected by BLM, USFS, or outside sources (e.g., Colorado Natural Heritage Program, CPW, Bird Conservancy of the Rockies, BioBlitz efforts).	Acres of occupied habitat, count data (e.g., number of active raptor nests and young fledged, number of bighorn sheep) population trend (increasing, decreasing, or stable), etc.	Trend studies will be monitored every 3-5 years until the species is no longer designated a special status species. Other monitoring will be tied to yearly planning or based upon project specific needs. Monitoring will be conducted during the active/reproductive period for the target species.	Decrease in acres of occupied habitat, decrease in the number of active raptor nests and young fledged, decrease in population trend, etc.	Change in action location, change in seasonal restrictions, change in no use buffer, vegetation treatments, reintroductions, disease management, stipulations, or condition of approvals, offsite mitigation.
<b>Wildland Fire and Fuel Management – Vegetation Condition Class (VCC) and Vegetation Departure (VDEP)</b>							
BLM/USFS	To restore VCC II (a&b) and III (a&b) towards VCC I (a&b) and maintain areas of VCC I (a&b). To meet BLM Colorado Public Land Health Standards (BLM 1997). To improve landscape resiliency and response to natural disturbance. To monitor departure of current vegetation conditions on a landscape from estimated historical conditions.	VCC is the general level to which current vegetation is different from the simulated historical vegetation reference conditions. VDEP uses the following data: LANDFIRE mapping product utilizing the following VDEP factors: <ul style="list-style-type: none"> <li>• LANDFIRE Mapped Current Conditions: (Sclass)</li> <li>• Estimated Reference Conditions: LANDSUM output, parameterized by BpS models</li> <li>• Included Types: Natural Vegetation Only</li> <li>• Landscape Summary Unit: Map Zones and ECOMAP Subsections</li> </ul>	N/A.	VCC Ia: Very Low, VDEP 0-16 VCC Ib: Low, VDEP 17-33 VCC IIa: Moderate to low, VDEP 34-50 VCC IIb: Moderate to high, VDEP 51-66 VCC IIIa: High VDEP 67-83 VCC IIIb: Very High, VDEP 84-100	With every LANDFIRE refresh.	N/A.	N/A.
<b>Wildland Fire and Fuel Management – Fuels</b>							
BLM/USFS	Conditions relative to Land Use Plan described objective: <ul style="list-style-type: none"> <li>• To improve understory conditions for improved forage for livestock and wildlife (increased cover and composition of desirable grasses, forbs, and browse species).</li> <li>• To improve fuel loading conditions (reduce or change arrangement).</li> <li>• To reduce the number of stems/acre, to raise crown base height.</li> <li>• To monitor Emergency Stabilization and Burned Area Rehabilitation treatment effectiveness.</li> </ul> Improve vegetative conditions by implementing treatments to improve understory conditions and fuel loading, reduce the number of stems per acre, and raise crown base height, along with post-fire stabilization and rehabilitation. Use Fire Ecology Assessment Tool.	<ul style="list-style-type: none"> <li>• Recommended AIM protocols and FEAT/FIREMON Integrated methods including (Point Intercept (percentage of herbaceous cover), Line Intercept (percentage of shrub cover), Fuel Loading (Modified Brown’s Transect), Tree Data (diameter at breast height, height, count, species, live crown base height, tree health etc.), Duff/Litter Measurements, and photo points.</li> <li>• Ecological Site Descriptions (see Livestock Grazing and Vegetation monitoring measures).</li> <li>• Range Site Descriptions (Livestock Grazing and Vegetation monitoring measures).</li> </ul>	FEAT/FIREMON Integrated Methodology or other accepted protocol (included those related to AIM strategy).	Percentage of cover (shrub, grass, forb), diversity, composition, tons/acre (1-, 10-, 100-, 1000-hour fuels), trees/acre (by species and size class), diameter at breast height, live crown base height, tree status (healthy, unhealthy), photo points methodology and data collected can vary depending on treatment goals and objectives.	Pre-treatment, Post-Treatment, 1-, 3-, 5-, and 10-year post treatment (schedule is subject to change depending on timing of treatment, or if maintenance treatments or prescribed fire treatments occur).	N/A.	<ul style="list-style-type: none"> <li>• Maintenance treatments to keep desired conditions.</li> <li>• Adjustment of treatment prescription.</li> </ul>
<b>Cultural Resources – Non-section 106 Monitoring</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM/USFS	Monitor historic properties that are subjected to ongoing threats.	History Colorado Survey Manuals, BLM 8100 manual series, Secretary of the Interior's Standards and Guidelines, BLM Colorado Handbook of Guidelines and Procedures for Inventory, Evaluation, and Mitigation of Cultural Resources.	Area inspection to look for vandalism, resource abuse, and natural degradation. Completion of monitoring form.	Number of sites monitored annually.	Annually and indefinitely or until a determination is made that monitoring is no longer necessary.	Observable degradation.	Halt activity affecting sites, evaluate damage, and apply mitigation or restoration/remediation as appropriate. Possibly close areas surrounding site to prevent further disturbance to cultural resources. Increase frequency of monitoring of nearby sites.
<b>Tribal Uses – Protection and Management of Tribal Traditional Ecological Areas, Sacred Sites, and Traditional Cultural Properties</b>							
BLM/USFS	To protect and manage Tribal areas of concern as they are identified.	Archaeological protection procedures (History Colorado Survey Manuals, BLM 8100 manual series, Secretary of the Interior's Standards and Guidelines, BLM Colorado Handbook of Guidelines and Procedures for Inventory, Evaluation, and Mitigation of Cultural Resources).	N/A.	Number of sites protected and managed.	Annually and indefinitely.	N/A.	N/A.
<b>Visual Resources – BLM Resource Management Class I Areas</b>							
BLM	The objective of Visual Resource Management (VRM) Class I is to preserve the existing character of the landscape. This class provides for natural ecological changes; however, it does not preclude very limited management activity. The level of change to the characteristic landscape should be very low and must not attract attention.	Direct/Indirect: See Form 8400-4 Contrast Rating Form. Cumulative: See BLM Manual H-8410-1 Visual Resource Inventory, Scenic Quality. See also the Wilderness section of this table.	Direct/Indirect: Identify key observation points, evaluate proposal using Contrast Rating Form, determine degree of contrast with key elements (form, line, color, texture). Cumulative: Follows Scenic Quality Inventory and Evaluation Chart (Form 8400-1) to determine Scenic Quality Classification; focus primarily on impacts that cultural modifications play on the characteristic landscape. See also the Wilderness section of this table.	Photo points; visual contrast rating form. Photo points; Form 8400-1; Scenic Quality Inventory and Evaluation Chart. See also the Wilderness section of this table.	As projects are proposed within VRM Class I areas. Follow-up on constructed projects to determine if VRM Class objectives are still being met. Update inventory as necessary. Every 5 years to determine if cumulative cultural modifications are having an impact on the characteristic landscape in VRM Class I areas. See also the Wilderness section of this table.	Unanticipated or unacceptable effects of conflicts occurring. See also the Wilderness section of this table.	Require mitigation; require reclamation/remediation. See also the Wilderness section of this table.
<b>Visual Resources – BLM Visual Resource Management Class II / USFS Scenic Integrity Objective High Areas</b>							
BLM	The objective of VRM Class II is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture found in the predominant natural features of the characteristic landscape.	Direct/Indirect: See Form 8400-4 Contrast Rating Form. Cumulative: See BLM Manual H-8410-1 Visual Resource Inventory, Scenic Quality.	Direct/Indirect: Identify key observation points, evaluate proposal using Contrast Rating Form, determine degree of contrast with key elements (form, line, color, texture). Cumulative: Follows Scenic Quality Inventory and Evaluation Chart (Form 8400-1) to determine Scenic Quality Classification; focus primarily on impacts that cultural modifications play on the characteristic landscape.	Photo points; visual contrast rating form. Photo points; Form 8400-1; Scenic Quality Inventory and Evaluation Chart.	As projects are proposed within VRM Class II areas. Follow-up on constructed projects to determine if VRM Class objectives are still being met. Update inventory as necessary. Every 5 years to determine if cumulative cultural modifications are having an impact on the characteristic landscape in VRM Class II areas.	Unanticipated or unacceptable effects of conflicts occurring.	Require mitigation; require reclamation/remediation.
<b>Visual Resources – BLM Visual Resource Management Class III/IV Areas</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM	The objective of VRM Class III is to partially retain the existing character of the landscape. The level of change to the characteristic landscape should be moderate. Management activities may attract attention but should not dominate the view of the casual observer. Changes should repeat the basic elements found in the predominant natural features of the characteristic landscape.  The objective of Class IV is to provide for management activities that require major modification of the existing character of the landscape. The level of change to the characteristic landscape can be high. These management activities may dominate the view and be the major focus of viewer attention. However, every attempt should be made to minimize the impact of these activities through careful location, minimal disturbance, and repeating the basic elements.	Direct/Indirect: See Form 8400-4 Contrast Rating Form.  Cumulative: See BLM Manual H-8410-1 Visual Resource Inventory I, Scenic Quality.	Identify key observation points, evaluate proposal using Contrast Rating Form, and determine degree of contrast with key elements (form, line, color, texture).	Photo points; visual contrast rating form.	As projects are proposed within VRM Class III and IV areas. Follow-up on projects to determine if VRM Class objectives are still being met. Update inventory as necessary.	Unanticipated or unacceptable effects of conflicts occurring.	Require mitigation; require reclamation/remediation.
<b>Visual Resources – USFS Scenery Management System – Landscape Character and Scenic Integrity (1-Implementation Monitoring/2-Effectiveness)</b>							
USFS	The objective of landscape character monitoring is to determine if the landscape character goal is being met or is moving toward the desired character over time.  To determine if the scenic integrity levels for projects adopted within the management area are being achieved.  Determine if the cumulative effects of all resource activities within a viewshed are meeting the integrity level standards.	USFS Handbook 701 - Landscape Aesthetics – A Handbook for Scenery Management.	Identify through field review the percentage of vegetation (or other elements in the landscape character) that is moving towards the landscape character goal.  Scenic Integrity: 1. Identify through field review a sample of projects within the range of integrity levels. Sampling intensity should increase with the level of scenic integrity objective. 2. Determine the percentages of each integrity level being met within each viewshed. Determine if the percentages are consistent with the Management Plan or Forest Plan.	Percent of acres  Scenic Integrity: 1. Identify total projects within each viewshed or geographic area, including how many and what percent were monitored. Of those monitored, identify how many and what percent met the scenic integrity standard for the area. 2. Total acres in each viewshed that are consistent with the Management Plan or Forest Plan.	1-5 years following project implementation or through continual constituent analysis process determining such things as the landscape character preferred by people.  Scenic Integrity: 1. Implementation monitoring is done through spot-checking the scenic integrity level activities one year after completion to see if they are in compliance with the Management Plan or Forest Plan. 2. Validation is addressed through a continual analysis process, determining such as the lowest level of scenic quality acceptable to people.	Unanticipated or unacceptable effects of conflicts occurring.	Require mitigation; require reclamation/remediation.
BLM/USFS	Maintain natural soundscapes and promote public awareness and engagement with natural sounds.	Baseline soundscape conditions are a data gap and need to be established through measurement or modeling. Evaluation standards for potential impacts on the natural soundscape will be developed through a soundscape activity level plan.	Procedures will be developed through activity level planning.	Units of measure will be developed through activity level planning.	Monitoring frequency will be developed through activity level planning.	Activity contributions that increase ambient noise levels or affect the enjoyment of the natural environment. Specific threshold will be developed through activity level planning.	Activity level planning will identify noise-monitoring metrics and procedures to evaluate the level of impact associated with proposed future actions.  As many noise sources originate outside of the BCNM, soundscape management activities will require collaboration with Federal, State, county, Tribal, and local agencies. Activity level planning provides a basis for communication, coordination, and project planning with partner agencies.
<b>Lands with Wilderness Characteristics – Wilderness Characteristics Criteria (Wilderness characteristics criteria; natural, contiguous, outstanding opportunities for solitude and/or primitive and unconfined recreation, supplemental values)</b>							

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
BLM	Manage for primarily natural areas that are greater than 5,000 acres of contiguous lands or adjacent to areas managed for the protection of natural areas that have outstanding opportunities for solitude and/or primitive and unconfined recreation.	Unauthorized new disturbance.	Drive boundary roads, use Global Positioning System / photo point data to document new unauthorized disturbance. Identify changes and document in the report.	Unauthorized surface disturbance, authorized surface disturbance that exceeds long-term objectives.	Annually or to be determined by the Interdisciplinary Team. Monitor for unauthorized new disturbance or when in area for other monitoring. Monitor following authorized activities to determine if long-term wilderness characteristic objectives are being met.	No new unauthorized ground disturbing activities, no long-term impacts from authorized activities that do not meet the objectives.	Require reclamation/remediation or possible civil or criminal action. Install signing, barriers, or other action to prevent reoccurrence of unauthorized ground disturbing activities.
<b>Recreation – Camping Use Levels and Trends, Unauthorized Impacts from Recreation Use – River Dispersed Camping</b>							
BLM	Understand use patterns and trends and minimize unauthorized impacts (water quality, damage to resources and facilities, impacts to monument ROVs from casual use recreation (camping, off-trail use), adjacent to the Arkansas River from just north of BCNM to Hecla Junction.	Expanded or new disturbances (barren soil, new fire rings, social trails, shooting damage), presence of trash and/or human waste.	Visual site inspections and photo points for dispersed camping sites.	Disturbed areas (barren soils, vegetation cover, and erosion), presence of fire rings, trash, new roads/trails, human waste.	Yearly. Late summer	Dramatic increase in use combined with an increase in occurrence of impacts from recreation use.	Evaluate cause of impacts and increase in use. Develop strategy to address.
<b>Recreation – Visitor Use Levels and Trends, Unauthorized Impacts from Recreation Use</b>							
BLM/USFS	Understand visitor use patterns and trends and minimize unauthorized impacts to monument ROVs, damage to facilities, or impacts to human health and safety from casual use recreation (camping, off-trail use, and recreational dispersed target shooting).	Traffic counts, new unauthorized disturbance (barren soil, new fire rings, social trails), presence of trash/dumping, and/or human waste.	Install traffic counters in key areas; collect data twice per year or as needed. Patrol areas where recreation use is known to occur. Document impacts and issues using photo points and enter data into patrol log or similar database. Conduct visitor surveys.	Traffic count hits, disturbed areas (barren soils vegetation cover, and erosion), presence of fire rings, trash, new roads/trails, human waste. Visitor activities, primary activity, expenditures by category.	BLM: Annually as part of Recreation Management Information System updates. USFS: 4-year cycle as part of the National Visitor Use Monitoring.	Dramatic increase in use combined with an increase in occurrence of impacts from recreation use.	Evaluate cause of impacts and increase in use. Develop strategy to address, including restricting the activity and/or closing areas surrounding the site to prevent further disturbance to ROVs, and apply mitigation or restoration/remediation as appropriate.
<b>Livestock Grazing – Ecological Conditions</b>							
BLM/USFS	BLM: Manage livestock grazing to achieve BLM <i>Colorado Public Land Health Standards</i> (BLM 1997) and desired conditions (USFS) on all livestock grazing allotments. Achieve meeting BLM <i>Colorado Public Land Health Standards</i> (BLM 1997) in 100 percent active I and M category allotments by using BMPs for livestock grazing management. Where these land health standards and/or desired conditions are not being met and it has been determined that current livestock grazing is a causal factor, adjust the management to achieve standards.	Ecological site descriptions and other range site descriptions	Includes, but not limited to: Land Health Evaluation, trend studies (Daubenmire, line intercept, step point, point intercept) and PFC.	Plant cover, diversity, and composition; soil stability; biotic integrity & hydrologic function.	Varies: evaluate during permit renewals (BLM) or during environmental analysis for livestock grazing authorization (USFS) or every 10 years when monitoring data indicate a change is warranted.	Failure to meet Rangeland Health Standards or trend moving away from management objectives.	The authorized officer shall take appropriate action as soon as practicable but not later than the start of the next grazing year upon determining that existing grazing management practices or levels of grazing use on public lands are significant factors in failing to achieve the standards and conform with the guidelines (43 CFR 4180.2[c]).
<b>Livestock Grazing – Permit Administration</b>							
BLM/USFS	Compliance with terms and conditions of the permit within grazing allotments	Allowable use levels, actual use, and general permit compliance.	Includes, but not limited to: allotment compliance inspections, utilization studies, and actual use records.	Individual allotment within the monument.	For the term of the grazing permit, annual utilization monitoring, annual submission of actual use, annual inspection of the grazing allotment, and annual evaluation of compliance with terms and conditions of the permit.	Failure to comply with terms and conditions of the permit.	The authorized officer shall take appropriate action according to existing laws, regulations, and policies for administering grazing permits or leases.
<b>Travel and Transportation Management – Route Network</b>							
BLM/USFS	No new unauthorized routes are being created, including routes from dispersed camping (i.e., off of National Forest System Roads 185 into the BCNM), and implementation measures are effective and/or still in place.	Baseline route inventory.	Drive, hike, or ride designated roads, primitive roads, and trails. Use Global Positioning System to locate identified issues. Store data in a patrol log or similar database. Identify solution to issue and identify when solution has been implemented.	Feet of new routes, number of signs damaged/removed, number of feet of barriers installed/damaged.	Annually or as determined by the Interdisciplinary Team. Before or after seasonal closures and/or during peak travel times.	New route being created, sign damaged or removed, barrier damaged or removed.	Install/replace signage and barrier as soon as practicable.

Agency	Objective	Monitoring/Evaluation Standard	Procedure	Unit of Measure	Frequency and Time Frame	Remedial Action Threshold	Remedial Management Action
<b>Lands and Realty – Right-of-Way (ROW)</b>							
BLM/USFS	Ensure compliance with ROW grant terms and conditions.	Terms and conditions of ROW grants.	Site inspections, visual observations, aerial imagery.	Compliance inspection.	Reviews within 5 years of issuance for Federal Land Policy and Management Act authorizations, then in the 20th year after issuance and every	Ten years thereafter; before release or collection of a bond; before renewal, termination, or relinquishment acceptance; or as required by specific terms and conditions in the ROW grant or regulations.	Non-use of the ROW or violations of ROW grant terms and conditions, or regulations.
<b>Lands and Realty – 2920 Land Use Permits, Leases, Easements (Title III of Federal Land Policy and Management Act), and other land use authorizations</b>							
BLM/USFS	Ensure compliance with permit, lease, easement, or land use authorization terms and conditions.	Terms and conditions of permits, leases, easements, or authorizations.	Site inspections, visual observations, aerial imagery.	Compliance inspections.	Minimum of once during, or for construction within two years of issuance; before release or collection of a bond; before renewal, termination, or relinquishment acceptance; or as required by specific terms and conditions in the lease or permit, or regulations.	Non-use of the lease or permit, or violation of lease or permit terms and conditions, or regulations.	Require compliance with lease or permit terms and conditions, or regulations, with possible suspension or termination for non-compliance or non-use.
<b>Wild and Scenic Rivers– Maintenance of Outstandingly Remarkable Values, Free-flowing Conditions, and Water Quality</b>							
BLM	Preserve the recommended classification of each suitable segment by maintaining the level of development allowed under the recommended classification. In addition, maintain the free-flowing condition, water quality, and outstandingly remarkable values associated with suitable segments comprehensive administrative plan and/or strategy.	Per the guidance for wild and scenic rivers in BLM Manual 6400.	Follow BLM Manual 6400 wild and scenic rivers procedures.	Per segment.	Annually or until Congress designates a segment(s) or releases them from further consideration.	Per BLM Manual 6400, when events or actions could trigger non-maintenance of outstandingly remarkable values, flow condition, or water quality.	Apply mitigations or restrictions to maintain segment classification.
<b>Wilderness Study Areas – Preservation of Wilderness Characteristics Criteria (Wilderness characteristics criteria; natural, contiguous, outstanding opportunities for solitude and/or primitive and unconfined recreation, supplemental values)</b>							
BLM	Manage and protect wilderness study areas to preserve wilderness characteristics so as not to impair the suitability of such areas for designation by Congress as Wilderness.	Unauthorized new disturbance.	Drive boundary roads, Global Positioning System /photo point new unauthorized surface disturbance, identify invasive species, and document via monitoring form.	Unauthorized surface disturbance, authorized surface disturbance that exceeds long-term objectives.	Monitor areas monthly for unauthorized new disturbance or when in area for other monitoring. Monitor following authorized activities to determine if long-term objectives are being met.	No new unauthorized ground disturbing activities, no long-term impacts from authorized activities that do not meet the objectives.	Require reclamation/remediation or possible civil or criminal action. Install signing, barriers, or other action to prevent reoccurrence of unauthorized ground disturbing activities.
<b>Roadless Areas – Roadless Area Conservation Values and Characteristics</b>							
USFS	Manage and protect Aspen Ridge Colorado Roadless Areas rich diversity of lower and mid-elevation plant and animal species and habitats consist with the 2012 Colorado Roadless Rule.	Unauthorized new disturbance and evaluation of the nine roadless area characteristics.	Drive designated routes along the boundary, monitor vegetation management projects, document new unauthorized routes into the Aspen Ridge Colorado Roadless Areas.	Unauthorized surface disturbance, authorized surface disturbance that exceeds long-term objectives.	Annually.	No new unauthorized ground disturbing activities, no long-term impacts from authorized activities that do not meet the objectives. New route being created, sign damaged or removed, barrier damaged or removed.	Require reclamation/remediation or possible civil or criminal action. Install signing, barriers, or other action to prevent reoccurrence of unauthorized ground disturbing activities. Install/replace signage and barrier as soon as practicable.

- 1 Regional monitoring exists for the various air quality components that make up attributes to be measured. In general, NAAQS monitors are co-located at populated areas as the primary NAAQS standards are designed to protect public health. The monitoring described above is currently primarily accomplished by the State, National Park Service, and USFS. There are no existing air quality monitoring stations in the BCNM.
- 2 AQRV monitoring typically occurs at specially designated areas, such as national parks and wilderness areas (Class I Areas). The monitoring described above is currently primarily accomplished by the state, National Park Service, and USFS. No AQRV monitoring currently takes place in BCNM.
- 3 Springs, streams, and rivers where flow regimes are a concern to aquatic resources and recreation, including both minimum and maximum flows and human influenced hydrographs.
- 4 Inventoried infestations, areas prone to infestation such as areas where new ground disturbing activities have occurred, roadside surveys, or through other resource monitoring such as allotment inspections.

Table Acronyms: AIM=Assessment, Inventory and Monitoring; AQRV=Air Quality Related Value; BLM=Bureau of Land Management; CPW=Colorado Parks and Wildlife; N/A=not applicable; NAAQS=national ambient air quality standards; NEPA=National Environmental Policy Act; PFC=Proper Functioning Condition; RMP=resource management plan; ROW=right-of-way; USFS=U.S. Forest Service; VCC=Vegetation Condition Class; VDEP=Vegetation Departure

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## **Appendix 8. Management Zones Frameworks for Recreation and Visitor Services**

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## 1.0 INTRODUCTION

The Browns Canyon National Monument (BCNM) is a national outdoor adventure destination and supports a thriving tourist economy for Chaffee County, Colorado and local communities. BCNM provides unique national and local opportunities for outdoor activities including whitewater rafting, kayaking, stand-up paddle boarding, angling, rock climbing, camping, wilderness access, backcountry hiking, hunting, and experiencing solitude and naturalness in rugged, scenic settings. Varied river-based, wilderness, primitive, backcountry, and high elevation opportunities provide for diverse visitor experiences and outcomes for individuals and groups.

BCNM has sustained rapid upward growth in visitor use and has a growing footprint of recreational infrastructure and human presence. This growth presently affects, elevates risk to, and in select locations threatens monument resources, objects, and values (ROVs), including the wilderness characteristics of the monument. Therefore, intensified special recreation management and heightened management attention for the BCNM is warranted to provide high quality recreation outcomes; sustain recreation setting characteristics; and protect monument ROVs, quality of uses, and wilderness characteristics.

The Bureau of Land Management (BLM) and the U.S. Forest Service (USFS) follow different agency approaches to achieve recreation outcomes. The BLM follows outcome-focused management that focuses on the positive outcomes gained from engaging in recreational experiences while protecting resources as described in BLM Manual 8320 and Handbook 8320-1. The BLM managers accomplish this approach by planning for *recreation management zones* and managing the physical, social, and operational settings and the activities that occur within them, thereby enabling visitors to obtain desired experiences and beneficial outcomes.

USFS follows recreation opportunity spectrum management to define and categorize the social, managerial, and physical attributes of a place that, when combined, provides a distinct set of recreation opportunities and settings (Forest Service Handbook 1909.12). USFS managers designate (allocate) geographic *management areas* as a land area that has the same set of plan components, for example specific recreation activities and outcomes (Forest Service Handbook 1909.12).

The physical, social, and operational settings in the Approved RMP is summarized in in the figure below, and described in greater detail on the following pages by management zone (MZ).

Management Zone	Primitive	Backcountry	Middle Country	Front Country
<b>Arkansas River Shore and Bench/Passage</b>	<b>Management Decision</b>			
<b>Monument – River East</b>	<b>Management Decision</b>			
<b>Monument – River West</b>		<b>Management Decision</b>		
<b>Aspen Ridge</b>		<b>Management Decision</b>		
<b>Railroad Gulch</b>	<b>Management Decision</b>			

Management Zone	Primitive	Backcountry	Middle Country	Front Country
Turret Road		Management Decision		
Ruby Mountain – Hecla Junction Access				Management Decision

**Recreation Settings, Infrastructure, Variety of Uses, and Level of Access**

## 2.0 RECREATION MANAGEMENT OF BCNM GATEWAY LANDS

The allowable uses and management actions (BLM)/ standards (USFS) described for resource and resource use only apply to lands within the 21,604-acre BCNM boundary (i.e., decision area). Many comments received during scoping and on the Draft RMP/Environmental Impact Statement (EIS) addressed recreation uses in gateway lands adjacent to the monument boundary (for example, Aspen Ridge Road, which lies 100 feet east of the boundary) that are outside the decision area for this RMP.

Comments on BLM lands outside of the BCNM boundary, such as the Ruby Mountain gateway (County/BLM Road 300) and Hecla gateway (County/BLM roads 194, 5611, and 5613) approaching the boundary, will be addressed in the ongoing Final Eastern Colorado RMP/EIS.

Management of USFS lands outside the BCNM boundary are subject to the Pike and San Isabel National Forests; Cimarron and Comanche National Grasslands Land and Resource Management Plan (USFS 1984), portions of which lie within the Aspen Ridge Roadless Area. The table below address recreation-related scoping and Draft RMP/EIS comments on USFS lands outside the monument boundary. The guidance would apply to proposed implementation projects that would be subject to subsequent, site-specific USFS NEPA analysis. Because these uses are currently allowed within existing USFS Management Areas 2B, 4D, 5B, and 6B, the guidance is not analyzed in this EIS, does not constitute an amendment to the Land and Resource Management Plan, and is not subject to protest or objection. Additionally, USFS Management Area 4B exists in a small area within the monument; however, no comments were identified specifically for that area. The following information is provided as context for ongoing management of USFS-administered lands outside of BCNM, consistent with the current Pike and San Isabel National Forests; Cimarron and Comanche National Grasslands Land and Resource Management Plan.

**USFS Recreation Guidance for Adjacent BCNM Gateway Lands**

<b>USFS Management Area Prescription (General Location Outside of BCNM)</b>	<b>Forest Plan Direction for Recreation (USFS 1984)</b>	<b>Recreation Guidance for Future USFS Implementation-Level Projects (BLM and USFS 2019b – Scoping Report)</b>
<p><b>2B: Rural and Routed-Natural Recreation Opportunities</b> (Railroad Gulch-Austin Trail Gateway, Turret Road Gateway)</p>	<p>Rural and routed-natural recreation opportunities. Motorized and non-motorized recreation activities such as driving for pleasure, viewing scenery, picnicking, fishing, snowmobiling, and cross-country skiing are possible. Conventional use of highway-type vehicles is provided for in design and construction of facilities. Motorized travel may be prohibited or restricted to designated routes, to protect physical and biological resources. Enhance or provide more viewing opportunities. Manage recreation use to provide moderate to high incidence of contact with other groups and individuals.</p>	<p>Consistent with Colorado USFS Roadless Rule, consider projects such as:</p> <ul style="list-style-type: none"> <li>• Development and designation of new trailheads and trails for hiking, bicycling, and equestrian use.</li> <li>• Development of Architectural Barriers Act (ABA)-compliant trails to scenic overlooks and interpretive opportunities.</li> <li>• Development of signs and kiosks for navigation and interpretation purposes.</li> <li>• Encourage development of private sector recreation services.</li> <li>• Permit special uses which are complementary and compatible with adjacent BCNM ROVs.</li> <li>• Development of designated dispersed camping sites.</li> <li>• Development of minimal motorized system routes for public access, parking, and turnaround areas.</li> <li>• Development of gate maintenance and management.</li> </ul>
<p><b>4D: Aspen Management</b> (Aspen Ridge Corridor [National Forest System Road (NFSR) 185])</p>	<p>Recreational opportunities available are semi-primitive non-motorized and motorized or routed natural. Some temporary or seasonal road and area use restrictions are implemented to prevent disturbance of wildlife or improve hunting and fishing quality. Management activities in foreground and middleground are dominant, but harmonize and blend with the natural setting. Prohibit development of new recreation sites. Prohibit motorized vehicle use off of NFSRs and National Forest System Trails.</p>	<p>Consider projects such as:</p> <ul style="list-style-type: none"> <li>• Development and designation of new trails (including ABA-compliant trails) for hiking, bicycling, and equestrian use.</li> <li>• Development of signs and kiosks for navigation and interpretation purposes.</li> <li>• Development of designated dispersed camping sites with recreation infrastructure; prioritizing existing areas with evidence of use.</li> <li>• Development of areas for parking and turnaround.</li> <li>• Development of gate maintenance and management.</li> </ul>

USFS Management Area Prescription (General Location Outside of BCNM)	Forest Plan Direction for Recreation (USFS 1984)	Recreation Guidance for Future USFS Implementation-Level Projects (BLM and USFS 2019b – Scoping Report)
<p><b>5B: Big Game Winter Range</b> (Turret Road [NFSR 184] Gateway)</p>	<p>New roads other than short-term temporary roads are located outside of the management area. Short-term roads are obliterated within one season after intended use. Existing local roads are closed and new motorized recreation use is managed to prevent unacceptable stress on big game animals during the primary big game use season. Design, construct, and operate only those developed sites which are needed to meet summer season management objectives. Close all developed sites during the winter management season.</p>	<p>Consistent with Colorado USFS Roadless Rule and seasonal restrictions (i.e., summer use only), consider projects such as:</p> <ul style="list-style-type: none"> <li>• Development and designation of new trailheads along NFSR 184 and trails for hiking, bicycling, and equestrian use.</li> <li>• Development of ABA-compliant trails to scenic overlooks and interpretive opportunities.</li> <li>• Development of signs and kiosks for navigation and interpretation purposes.</li> <li>• Development of designated dispersed camping sites with recreation infrastructure; prioritizing existing areas with evidence of use.</li> <li>• Development of areas for parking and turnaround.</li> <li>• Development of gate maintenance and management.</li> </ul>
<p><b>6B: Livestock Grazing</b> (Aspen Ridge Corridor [NFSR 185 and 185D])</p>	<p>Dispersed recreational opportunities vary between semi-primitive, non-motorized, and roaded natural.</p>	<p>Consistent with Colorado USFS Roadless Rule consider projects such as:</p> <ul style="list-style-type: none"> <li>• Development and designation of new trailheads and trails for hiking, bicycling, and equestrian use.</li> <li>• Development of ABA-compliant trails to scenic overlooks and interpretive opportunities.</li> <li>• Development of signs and kiosks for navigation and interpretation purposes.</li> <li>• Development of designated dispersed camping sites with recreation infrastructure up to 100-ft from designated routes; prioritizing existing areas with evidence of use.</li> <li>• Development of areas for parking and turnaround.</li> <li>• Development of gate maintenance and management.</li> </ul>

## **3.0 MANAGEMENT ZONES FRAMEWORKS**

### **3.1. Arkansas River Shore and Passage MZ**

#### **3.1.1. Outcome-Focused Recreation Management**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Includes the Arkansas Headwaters Recreation Area Cooperative Management Lands along the river corridor, with narrow corridors along the most popular Wilderness Study Area (WSA) trails (River Access, River Bench, and Turret trails) that are expected to accommodate majority of Ruby Mountain trail and river users and small area east of the river, south of the WSA to accommodate a river crossing. Excludes areas within Recreation and Public Purpose (R&PP) leases, and an upland area of Ruby Mountain.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

This MZ largely addresses recreation and monument ROV protection of the river, bench interface of river, and upland use. It identifies travel routes that receive high levels of visitor use as throughways to allow access to other MZs, trail systems and includes the most heavily used river access trails through the Browns Canyon WSA. See the Arkansas Headwaters Recreation Area Management Plan Segment 2 for river management specifics.

Activities: Whitewater rafting, kayaking, angling (shore and raft), stand-up paddleboarding, day hiking, camping, picnicking, primitive camping, and horseback riding.

Experiences:

- Developing skills and abilities
- Enjoying the challenge or sport
- Enjoying the area's wildlife, scenery, and views
- Enjoying the closeness of family and friends

Outcomes:

- Personal:
  - Closer relationship with the natural world
  - Improved outdoor recreation skills
  - Living a more outdoor-oriented lifestyle
  - Improved balance of work and play in my life
  - Restored my mind from stress/tension/anxiety
  - Outdoor adventure, fitness, and enjoyment
- Community/Social:
  - Heightened sense of satisfaction with our community

- Lifestyle improvement or maintenance
- Enlarged sense of community dependency on public lands
- Greater community involvement in recreation and other land use decisions
- Economic:
  - Maintain local tourism revenue
  - Increased desirability as a place to live or retire to
- Environmental:
  - Greater community and individual ownership and stewardship of recreation and natural resources

### **3.1.2. Recreation Setting Characteristics**

- *Physical*: Primitive to Backcountry. Develop no new trailheads, parking, or other facilities; and minimize maintenance of trails to reduce impacts to soils and vegetation. Allow for development of social or new trails. Allow for a non-motorized, non-mechanized crossing between Hecla Junction to Monument River - East over the Arkansas River outside of the WSA. Allow for a potential mechanized route on a converted railroad grade. Provide human waste facilities to reduce impacts to resources if monitoring indicates, following WSA non-impairment standards.
- *Social*: Middle Country to Front Country. Moderate evidence of use; 30 or more encounters per day with moderate size groups (15 to 25 people), with higher seasonal encounters on the river and River Access, River Bench, and Turret trails.
- *Operational*: Primitive to Front Country. Allow non-motorized and non-mechanized use only (consider mechanized if railroad were converted to trail); and designate and administer campsites to reduce user conflicts and impacts to resources.

## **3.2. Monument - River East MZ**

### **3.2.1. Outcome-Focused Recreation Management/USFS Desired Future Conditions**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Defined as all lands east and west of the Arkansas River not already defined in a different MZ.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

Activities: Trail hiking, horseback riding, and hunting while commensurately managing for the protection of wildlife habitat and other natural resources, as well as ranching values.

Experiences:

- Bonding with family and friends
- Enjoying the area’s wildlife, scenery, views, and aesthetics
- Savoring the total sensory experiences of a natural landscape and being in awe of the natural environment

Outcomes:

- Personal/Individual:
  - Closer relationship with the natural world
  - Restored my mind from stress/tension/anxiety
  - Outdoor adventure, fitness, and enjoyment
- Economic:
  - Positive contributions to local-regional economy
  - Increased desirability as a place to live
  - Enhanced ability for visitors to experience the area with the desired level of facilities
- Environmental:
  - Greater awareness and stewardship of recreation and natural resources

### **3.2.2. Recreation Setting Characteristics**

- *Physical*: Primitive. Develop no new trailheads, parking, or other facilities; minimize maintenance of trails to protect resources.
- *Social*: Primitive. Little to no evidence of use; fewer than three encounters per day; group size of 1 to 3 people.
- *Operational*: Primitive. Only allow trail designation through site-specific NEPA in order to mitigate impacts to other ROVs and protect visitor safety. Mechanized use on existing National Forest System Trail 1435 only; provide no information or maps onsite; Limited staff presence.

## **3.3. Monument - River West MZ**

### **3.3.1. Outcome-Focused Recreation Management**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Lands west of the Arkansas River near Hecla Junction, excluding the Cooperative Management Lands and the CR 194 corridor.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

Activities: Hiking, hunting, scenic viewing, fishing, mountain biking, horseback riding, hunting, ranching, and camping.

Experiences:

- Learning more about this specific area's history and geology
- Enjoying the area's wildlife, scenery, views, and aesthetics
- Savoring the total sensory experiences of a natural landscape and being in awe of the natural environment

Outcomes:

- Personal:
  - Closer relationship with the natural world
  - Restored my mind from stress/tension/anxiety
  - Outdoor adventure, fitness, and enjoyment
- Economic:
  - Positive contributions to local/regional economy
  - Enhanced ability for visitors to experience the area with the desired level of facilities
- Environmental:
  - Greater awareness and stewardship of recreation and natural resources

### **3.3.2. Recreation Setting Characteristics**

- *Physical:* Backcountry to Middle Country. Maintain the existing remoteness and naturalness, while providing developed facilities such as trails, campgrounds, and trailheads.
- *Social:* Middle Country. Moderate evidence of use; 15-30 encounters per day with small to moderate size groups.
- *Operational:* Middle Country. Limit motorized and mechanized vehicles to designated routes; restrict some activities with seasonal closures. Provide on-site information and maps, post rules and use ethics onsite with law enforcement occasionally present. Operations would be subject to seasonal closures.

## **3.4. Aspen Ridge MZ**

### **3.4.1. USFS Desired Future Conditions**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10. The BCNM boundary lies 100 feet west of National Forest System Roads (NFSR) 185.

*Alternative B:* Generally defined as the land 100 feet west of NFSR 185 until the cliff face.

See Section 2 (Recreation Management of BCNM Gateway Lands) for facility improvements along Aspen Ridge Road outside of the monument boundary.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

Activities: Provide for hunting and horseback riding in a primitive setting while commensurately managing for the protection of wildlife habitat and other natural resources, as well as ranching values.

Experiences:

- Enjoying the area's wildlife, scenery, views, and aesthetics
- Savoring the total sensory experiences of a natural landscape and being in awe of the natural environment
- Learning more about this specific area's history and geology

Outcomes:

- Personal:
  - Closer relationship with the natural world
  - Restored my mind from stress/tension/anxiety
  - Outdoor adventure, fitness, and enjoyment
- Economic:
  - Positive contributions to local/regional economy
- Environmental:
  - Greater awareness and stewardship of recreation and natural resources

### **3.4.2. Recreation Setting Characteristics**

- *Physical:* Backcountry to Middle Country. Maintain the existing remoteness and naturalness 0.25 mile west of Aspen Ridge Road, while allowing for additional camping, toilets, and developed facilities with motorized access and recreation infrastructure such as trails, trailheads, and overlooks along the Aspen Ridge Road. Allow for Architectural Barriers Act-compliant trails to scenic overlooks, in accordance with USFS policy and the Colorado Roadless Rule.

- *Social*: Middle Country. Moderate evidence of use; 15-30 encounters per day with small to moderate size groups with higher seasonal encounters.
- *Operational*: Backcountry to Middle Country. Limit motorized and mechanized vehicles to designated routes; restrict some activities with seasonal closures. Provide on-site information and maps, post rules and use ethics onsite with law enforcement occasionally present.

### **3.5. Railroad Gulch MZ**

#### **3.5.1. Outcome-Focused Recreation Management/USFS Desired Future Conditions**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Identified as the lands within the Railroad Gulch Watershed, with a small area along the eastern bank of the Arkansas River.

See Section 2 (Recreation Management of BCNM Gateway Lands) for facility improvements along Aspen Ridge Road outside of the monument boundary.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

Activities: Hiking and learning.

Experiences:

- Enjoying the area's wildlife, scenery, views, and aesthetics
- Savoring the total sensory experiences of a natural landscape and being in awe of the natural environment
- Learning more about this specific area's history and geology

Outcomes:

- Personal:
  - Closer relationship with the natural world
  - Restored my mind from stress/tension/anxiety
  - Outdoor adventure, fitness, and enjoyment
- Economic:
  - Positive contributions to local/regional economy
- Environmental:
  - Greater awareness and stewardship of recreation and natural resources

### **3.5.2. Recreation Setting Characteristics**

- *Physical:* Backcountry. Maintain the existing remoteness and naturalness and manage for the protection of winter wildlife, while providing developed facilities such as trails and trailheads.
- *Social:* Backcountry. Little evidence of use, 3-6 encounters per day and group size of 7-15 people with higher seasonal encounters.
- *Operational:* Primitive to Backcountry. Restrict some activities with seasonal trail and area closures. Provide on-site information and maps, post rules, and use ethics onsite with law enforcement occasionally present.

## **3.6. Turret Road MZ**

### **3.6.1. USFS Desired Future Conditions**

Size and Location: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Identified as the lands along NFSR 184 bounded by the Aspen Ridge Roadless Area (approximately 100-foot buffer).

See Section 2 (Recreation Management of BCNM Gateway Lands) for facility improvements along Aspen Ridge Road outside of the monument boundary.

Objective Statement: Participants in surveys/assessments report an average 4.0 realization (4.0 on a probability scale where: 1 = not at all realized to 5 = totally realized) of the targeted experiences and outcomes listed below, five years after the beginning of implementation.

Activities: Off-highway vehicle (OHV) and high clearance vehicle touring, hunting, birdwatching, sightseeing.

Experiences:

- Enjoying the area's terrain, wildlife, scenery, views, and aesthetics
- Experiencing adventure, natural landscape, and being in the natural environment
- Learning more about this specific area's history and geology

Outcomes:

- Personal:
  - Closer relationship with the natural world
  - Restored my mind from stress/tension/anxiety
  - Testing OHV capability
  - Experiencing OHV recreation in a low use area
- Economic:
  - Positive contributions to local/regional economy

- Environmental:
- Greater awareness and stewardship of recreation and natural resources

### **3.6.2. Recreation Setting Characteristics (by Alternative)**

- *Physical*: Backcountry. Maintain the existing remoteness and naturalness and manage for the protection of winter wildlife. Only allow development of visitor infrastructure and dispersed camping as necessary to mitigate and protect BCNM ROVs.
- *Social*: Backcountry. Minimal evidence of use; fewer than 3-6 encounters per day; low group (4-6 people) with higher seasonal encounters.
- *Operational*: Backcountry. Limit motorized and mechanized vehicles to designated routes; restrict some activities with seasonal closures. Post rules and use ethics onsite with law enforcement occasionally present.

## **3.7. Ruby Mountain - Hecla Junction Access MZ**

### **3.7.1. Outcome-Focused Recreation Management**

Size: See Management Action REC-5 of the Approved RMP and Appendix 3, Map 10.

Identified as the Arkansas Headwaters Recreation Area R&PP Leases, additionally includes lands between the Ruby Mountain R&PP lease and west of BLM Road 300.

Objective Statement: Manage for the activities, qualities, and conditions described below.

Activities: Camping, picnicking, boating, and fishing on the Arkansas River, group activities, learning about the area.

Experiences: Boating access, angling access, camping, and watchable wildlife.

Outcomes:

- Personal:
- Closer relationship with family and friends
- Economic:
- Positive contributions to local/regional economy
- Environmental:
- Greater awareness and stewardship of recreation and natural resources

### **3.7.2. Recreation Setting Characteristics**

- *Physical*: Front Country. Maintain the remoteness and naturalness as much as feasible in a front country setting; develop new trailhead, parking, signs, and infrastructure for interpretation purposes. Character of the natural landscape partially modified but developments do not overpower natural landscape (e.g., rustic facilities, structures,

utilities). Allow for a non-motorized, non-mechanized crossing between Hecla Junction to Monument River - East over the Arkansas River outside of the WSA.

- *Social*: Front Country. Evidence of use; 30 or more encounters per day and group size up to 25 people. Small areas of alteration prevalent; sounds of people and vehicles regularly heard. High social interaction, low opportunity for solitude during high use seasons.
- *Operational*: Front Country. Motorized and mechanized use is predominant and allowed on designated routes. Allow new roads and trails; provide information materials that describe the recreation areas and activities, have staff periodically present; rules, regulations, and ethics clearly posted; use restrictions, limitations, and/or closures.

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