

# MONUMENT

## RESOURCE MANAGEMENT PLAN

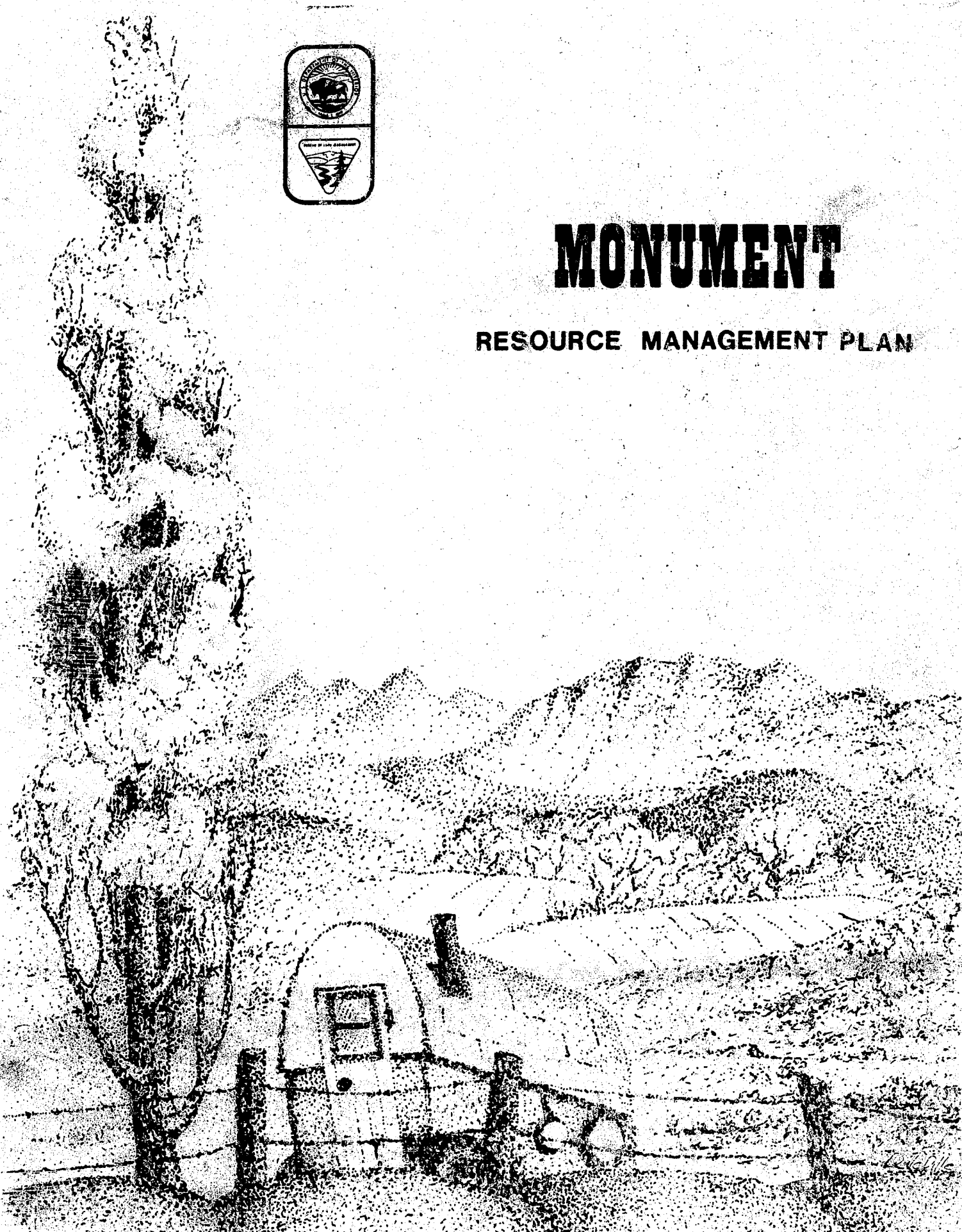


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MONUMENT  
RESOURCE MANAGEMENT PLAN

INTRODUCTION

The Monument RMP is a land use plan to guide resource management in the Monument Planning Area for the next 15 to 20 years. The planning process began in March 1981 with issue identification and the other steps of the planning process. Consultation and coordination with agencies, organizations, and individuals occurred in a variety of ways throughout the planning process. A special effort was made to ensure that the Monument RMP is consistent with approved plans of local and State government. The Monument RMP was approved on April 22, 1985.

Contents of This Plan

This document has been organized to allow the reader to easily find the land use decisions in effect for any particular area of interest. Following is a brief discussion of topics presented.

**Description of the Planning Area**

This section, on page 3, presents a brief description of the location and size of the area covered by the Monument RMP.

**General Provisions for Multiple Use and Transfer Areas**

This section, beginning on page 3, explains the application of multiple use and transfer areas. Multiple use and transfer areas are used to present most of the land use decisions in the RMP.

**Goals and Objectives**

This section, on page 5, discusses goals and objectives of the RMP.

## Management Prescriptions

This section, beginning on page 5, presents the specific land use decisions in the RMP. This section will probably be of primary interest to those using the RMP.

## Implementation

This section, beginning on page 18, discusses the timing and priority of accomplishing the land use decisions.

## Support

This section, beginning on page 23, briefly outlines the services needed to implement the land use decisions.

## Monitoring and Evaluation

This section, beginning on page 24, outlines actions to ensure that the land use decisions are being carried out as planned.

## Resource Management Guidelines

This section, beginning on page 25, presents guidelines that apply to all RMPs in Idaho. The guidelines are not specific to individual multiple use or transfer areas in the Monument RMP and may apply to more than one of them. They should be used in conjunction with management prescriptions for a complete view of the land use decisions.

## Standard Operating Procedures

This section, beginning on page 33, explains standard procedures that will be followed in implementation of the land use decisions.

## DESCRIPTION OF THE PLANNING AREA

The Monument Planning Area encompasses 2,059,441 acres north of the Snake River in southcentral Idaho. It includes all of Jerome and Minidoka counties and portions of Gooding, Lincoln, Blaine, Butte, and Power counties. The area is generally bounded by Bliss on the west, American Falls on the east, the Snake River on the south, and Craters of the Moon National Monument on the north. Of the 2,059,441 acres, 57 percent (1,178,989 acres) is public land administered by BLM, 2 percent (39,576 acres) is public land administered by other Federal agencies, 3 percent (65,932 acres) is land belonging to the State of Idaho, and 38 percent (774,944 acres) is privately owned land.

The planning area is divided among three resource areas in two BLM Districts. In the Shoshone District, the Bennett Hills Resource Area contains 179,926 acres of public land administered by BLM west of the Gooding-Milner Canal, and the Monument Resource Area contains 744,682 acres. In the Burley District, the Snake River Resource Area contains 254,381 acres of BLM-administered public lands. These figures differ from the ones in the EIS for the Monument RMP because of a boundary change effective January 6, 1986.

The Monument RMP decision map that accompanies this document shows the location of the area.

## GENERAL PROVISIONS FOR MULTIPLE USE AND TRANSFER AREAS

Resource management plans in Idaho establish multiple use and transfer areas in the planning area. Multiple use and transfer areas are used to:

1. Clearly distinguish retention and transfer decisions;
2. Provide a geographic basis for presenting land use decisions;
3. Help ensure consistency and uniformity in Idaho RMPs; and
4. Indicate the level of resource protection, management, use, and development provided for on the public lands.

All public land in the Monument Planning Area was categorized into one of the following multiple use or transfer areas. These categories reflect the general intent of the management decisions made for the included areas. More site-specific categories were established within those discussed below. These site-specific categories are discussed later in this RMP under "Management Prescriptions."

### Limited Use Areas

Limited use areas are designated where legal and policy constraints necessitate stringent environmental control. These areas will be managed for protection of sensitive and significant wildlife habitat, scenic values, cultural resources, watershed and other resources, or areas preliminarily recommended as suitable for wilderness.

Because these areas involve relatively greater environmental constraints than other areas of public lands, special attention will be given to finding appropriate locations for potentially conflicting uses. Generally, lower intensities of use are required under carefully controlled conditions to protect and preserve the values found in these areas. Public lands in a limited use area will be retained in Federal ownership.

### Moderate Use Areas

Moderate use areas are generally suitable for a wide range of existing and potential uses and will be managed for production and use of their forage, timber, minerals and energy, recreation, or other values. Where conflicts occur with resources or uses, full consideration of all benefits and costs will be taken into account in resolving such conflicts. Sensitive and significant values will always be protected consistent with Federal and State law. Public lands in a moderate use area will be retained in Federal ownership.

### Intensive Use/Development Areas

These areas will generally be managed for a major or large-scale intensive use/development such as a major campground, off-road vehicle (ORV) area, mine, or public utility installation. No intensive use/development areas were established in the Monument RMP.

### Transfer Areas

Transfer areas are the only areas which may be transferred out of Federal ownership under this plan. Public lands declared eligible for transfer by their inclusion in this category are subject to detailed consideration prior to the final decision regarding transfer. Transfer areas are delineated in response to specific demands and needs identified during the planning process, such as agricultural development, community expansion, and other transfers, including transfer to the State of Idaho. Transfer areas will be managed on a



custodial basis until transferred from Federal jurisdiction. New public investments in these lands will generally be kept to a minimum.

## GOALS AND OBJECTIVES

Goals are general states or conditions that resource management is designed to achieve. They are generally not quantifiable. Goals are the basis for developing objectives.

For the Monument RMP, a variety of resource uses would be allowed. Production and use of commodity resources and commercial use authorization would occur, while protecting fragile resources and wildlife habitat, preserving natural systems and cultural values, and allowing for nonconsumptive resource uses.

Objectives are resource specific conditions to be achieved. They are well defined to guide future management and preparation of activity plans. Where possible, they are quantified.

Objectives for the Monument RMP are included in the following discussion of Management Prescriptions.

## MANAGEMENT PRESCRIPTIONS

The following management prescriptions will guide resource management activities under the Monument RMP. The Statewide Resource Management Guidelines and the District Standard Operating Procedures, presented later in this RMP, will also apply.

The discussion of the management prescriptions is divided into three sections. First is a discussion of management prescriptions for multiple use and transfer areas. Included is a letter designation (M for moderate use, L for limited use, T for transfer) and key number, the name of the area, the acreage, objectives for the area, and required actions to accomplish the objectives.

Next is a discussion of other resource decisions that occur in more than one multiple use area.

Last is a summary of activity plans required for implementation of the RMP. Activity plans are site-specific, detailed plans to be developed after approval of the RMP.

## Multiple Use and Transfer Areas

The Monument RMP decision map that accompanies this document shows the multiple use and transfer areas.

M1-Moderate Use - 826,577 acres

No special limitations or restrictions on the type or intensity of resource use will be applied in this area. Valid uses will be allowed subject to environmental review and stipulations or special conditions to protect resources. This area will be open to ORV use.

L1-WSA Recommended Suitable - 87,902 acres.

These areas are preliminarily recommended suitable for designation by Congress as a part of the Wilderness Preservation System. This includes the Raven's Eye and Sand Butte wilderness study areas (WSAs).

If designated wilderness by Congress, the areas would be closed to off-road vehicle (ORV) use. New mining claims would be prohibited. Mineral leasing would not be prohibited by wilderness designation, but wilderness character would be considered in making mineral leasing decisions. Land uses would be restricted to those compatible with BLM's Wilderness Management Policy. Utility developments would be effectively prohibited. A wilderness management plan would be prepared for each WSA designated. The wilderness management plans would include fire suppression guidelines designed to protect or enhance wilderness character.

If not designated wilderness by Congress, the areas would generally be managed as M1 areas as described above. The exception is 3,258 acres of areas of geologic interest within the Raven's Eye and Sand Butte WSAs which would be managed as L12 areas as described below. Sand Butte (the volcanic cone, not the entire WSA) would be closed to ORV use to protect its naturalness (approximately 220 acres). No other special designations or developments would be proposed. The other restrictions on ORVs, minerals, land uses, and fire described in the preceding paragraph would not apply.

### WILDERNESS STUDY AREA NOTE

Six wilderness study areas (WSAs) covering a total of 154,015 acres were considered for suitability recommendations in the environmental impact statement for the Monument RMP. Two WSAs covering 87,902 acres were preliminarily recommended suitable for designation by Congress as a part of the Wilderness Preservation System. The other four WSAs totalling 66,113 acres were preliminarily recommended nonsuitable for designation.

Only Congress can add an area to the National Wilderness Preservation System. BLM and the Secretary of the Interior make suitability recommendations to the President, who in turn makes recommendations to Congress. Therefore, the wilderness suitability recommendations in the Monument RMP are not final.

Until Congress acts on the President's suitability recommendations, BLM will manage all WSAs in accordance with the Interim Wilderness Management Policy.

**L2-Great Rift WSA Recommended Suitable - 179,990 acres**

This WSA is recommended suitable for wilderness designation in a previous study. Objectives for management of the area are outlined in the Great Rift Proposed Wilderness Final Environmental Impact Statement. The 179,990-acre figure represents that portion of the Great Rift WSA lying within the Monument Planning Area on BLM-administered public lands. Another 142,460 acres of public land lies within the Idaho Falls BLM District.

**L3-Sand Butte Off-Road Vehicle (ORV) Closure - 1,751 acres**

This area is closed to ORV use. Otherwise, management will be the same as described for M1 areas. The ORV closure will make a more easily managed, definite boundary along a road for exclusion of ORVs from the Sand Butte WSA. If the Sand Butte WSA is not designated wilderness by Congress, this area would no longer be closed to ORV use.

**L4-ACEC-Substation Tract Relict Vegetation Area - 440 acres**

This area is designated an ACEC to focus management attention on special values. The area contains a natural vegetation community representative of a range site that occurred commonly in the planning area prior to human caused disturbances. It is the only known remaining relict of this condition and size in the Shoshone District, and is therefore highly valuable for research and reference.

Management to protect the relict vegetation community will entail retention in Federal ownership and aggressive fire control efforts. Other opportunities to reduce the risk of loss to fire will be pursued, including cooperative agreements with adjacent landowners. ORV use is limited to designated roads and trails to protect the vegetation while allowing movement of local farm traffic. No surface occupancy associated with mineral lease development will be allowed. Livestock grazing is prohibited to protect the vegetation.

An activity plan will be prepared to guide management and protection of the relict vegetation community, especially protection from fire.

The area will be given priority for fire suppression in the fire management plan and will be under full fire suppression.

#### L6-ACEC-Vineyard Creek Natural Area - 105 acres

This area is designated an ACEC to focus management attention on special values.

Vineyard Creek is the only known spawning habitat for a unique cutthroat/rainbow hybrid trout. The habitat is threatened by sedimentation from irrigation return flow from private land. Management to protect this habitat will entail coordinating with private landowners to reduce or eliminate sedimentation caused by the irrigation return flow entering Vineyard Creek. The objective is to lower the sediment load of the return flow below 100 ppm or to stop the return flow from entering the stream.

Vineyard Creek contains habitat that may be suitable for the Bliss Rapids snail, a candidate endangered species. The habitat in Vineyard Creek is similar to that of Box Canyon which supports a population of the snail. Future resource uses and proposals will be closely examined to ensure that snail habitat is not adversely affected or that adverse effects can be mitigated.

This area lies within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, will be protected from human disturbances that would degrade their naturalness. Mineral material sales and free use are prohibited.

The Vineyard Creek area is a very scenic and unique area. Future resource uses and proposals will be closely examined to prevent degradation of scenic quality and naturalness. No surface occupancy associated with mineral lease development will be allowed.

An activity plan will be prepared to guide management of the unique resources of the area. This plan will specify measures to reduce sedimentation of Vineyard Creek.

The area is closed to ORV use to protect scenic quality and promote visitor safety. It is near an area heavily used by ORVs.

The area will be given priority for fire suppression in the fire management plan and will be under full fire suppression.

L7-ACEC-Box Canyon/Blueheart Springs Sensitive Area - 128 acres

This area is designated an ACEC to focus management attention on special values. Box Canyon and Blueheart Springs contain the largest populations of Shoshone sculpin (*Cottus greenei*), a federal candidate threatened species, known to exist on public land. Various proposals that might degrade the sculpin habitat have been made in the past.

Since approval of the Monument RMP on April 22, 1985, additional studies have been conducted in the Box Canyon/Blueheart Springs Sensitive Area ACEC. These studies have determined that populations of two other federal candidate threatened species exist on public lands in Box Canyon. These are the Bliss Rapids snail (no formal name) and the snail *Valvata utahensis* (no common name). The ACEC may also contain populations of the giant Columbia River limpet (*Fisherola nuttallii*), another federal candidate threatened species.

Box Canyon is very scenic and is a unique natural area. It has been evaluated for eligibility for national natural landmark designation.

Future resource uses and proposals will be closely examined to prevent degradation of habitat for the four federal candidate threatened species, scenic quality and naturalness. If a proposal would adversely affect habitat for the federal candidate threatened species, it would be rejected. No surface occupancy associated with mineral lease development will be allowed. An activity plan will be prepared to guide management of the unique resources of the area.

The area is open to ORV use. ORV use in the general area is light and is not expected to be a problem in Box Canyon.

The area will be given priority for fire suppression in the fire management plan and will be under full fire suppression.

L8-Little Wood River Special Recreation Management Area (SRMA) - 2,787 acres

The riparian habitat and fishery of this area will be maintained or improved to support quality sport fishing opportunities. This will be done by excluding livestock from most of the streamside area. Most of the fencing to accomplish this has already been completed. Management emphasis will be placed on ensuring the fencing is maintained to protect the streambank. A recreation activity management plan will be prepared for the area. The area is open to ORV use.

L9-Snake River Rim Special Recreation Management Area (SRMA) - 5,102 acres

This area will be managed to provide for a wide variety of recreation activities including rifle shooting, archery, motorcycle riding/racing, picnicking, sightseeing, and float-boating, while resolving conflicts among various uses and protecting cultural resources and fragile soils. The demand for these activities is expected to increase as is the potential for user conflicts.

Sub-area L9a, 345 acres in Devil's Corral, is closed to ORV use to protect cultural resources and soils. The remaining 4,757 acres is open to ORV use.

Sub-areas L9a and L9d, totalling 1,159 acres, lie within the proposed Dry Cataracts National Natural Landmark. Geologic formations associated with the Bonneville Flood, including alluvial gravel deposits, will be protected from human disturbances that would degrade their naturalness. Mineral material sales or free use is prohibited.

Sub-area L9e, 374 acres, will be managed for protection, maintenance, and enhancement of wildlife habitat. These tracts are included in the existing Cooperative Wildlife Management Areas Habitat Management Plan (HMP) and will be covered by the revised HMP prepared for L11 areas in this RMP.

Livestock grazing will not be restricted by recreation oriented management in L9.

The existing Snake River Rim Recreation Area Management Plan will be revised to reflect changes from existing ORV designations, acreage within the Snake River Rim SRMA, transfer area designations, float-boating management, protection of geologic formations associated with the Bonneville Flood in sub-areas L9a and L9d, and wildlife management on sub-area L9e.

A cultural resource management plan will be prepared for Devil's Corral (L9a). This plan will specify the degree of protection and the interpretive measures appropriate for the area. Fire suppression guidelines to limit surface disturbance will be developed and incorporated into the fire management plan.

L10-Cedar Fields Special Recreation Management Area (SRMA) - 2,240 acres

This area will be managed to provide a variety of recreation activities including ORV use, sport fishing, and river floating; to maintain or enhance wildlife habitat; and to protect scenic quality, fragile soils, and cultural resources.

ORV use is limited. Restrictions will be applied only where significant damage to high quality and highly visible scenic areas, fragile soils, significant wildlife values, and significant cultural resources is occurring. ORV

use in sub-area L10a (395 acres) is limited to designated trails consistent with Bureau of Reclamation limitations on adjacent lands.

Livestock grazing and minerals activities will not be restricted by recreation oriented management in the area.

A recreation activity management plan and a cultural resources management plan specifying the degree of protection and interpretation measures appropriate for the area will be prepared. These plans will include fire suppression guidelines designed to protect fragile soils and cultural resources by limiting surface disturbance.

#### L11-Cooperative Wildlife Management Areas - 10,551 acres

These tracts will be managed for protection, maintenance, and enhancement of wildlife habitat, primarily for upland game birds.

The existing CWMA Habitat Management Plan (HMP) will be revised to reflect changes in the number of tracts. Sub-area L9e, will also be covered by the revised HMP. The modified HMP will include fire suppression guidelines for protection of wildlife habitat on CWMA's.

Livestock will be excluded from 821 acres of CWMA's by fencing.

The areas will be given priority for fire suppression in the fire management plan and will be under full fire suppression. The areas will remain open to ORV use.

#### L12-Areas of Geologic Interest - 6,996 acres.

These areas will be managed to preserve fragile geologic formations associated with caves. They contain the most natural caves outside of WSAs recommended suitable for wilderness designation. Proposed projects will be examined to ensure the formations are not adversely affected.

No surface occupancy associated with mineral lease development will be allowed within 250 feet of fragile geologic formations or caves. To avoid possible adverse effects from increased public exposure, such as vandalism and removal of speleothems, access to caves will not be improved. The areas will remain open to ORV use.

A cave management plan will be prepared for these areas. This will include fire suppression guidelines to limit surface disturbance near the geologic formations.

T1-Transfer - 20,538 acres

These areas are available for transfer from Federal ownership by sale, exchange, agricultural entry, or other means determined appropriate as discussed on pages 39 and 40. Detailed examinations will be conducted prior to the final decision about transfer or type of transfer. The examinations will consider threatened and endangered species, cultural resources, and other resource values. Agricultural entry applications and other transfer proposals for these areas will be considered in the order received.

T2-Transfer-Agricultural Entry - 29,873 acres

These areas are available for transfer from Federal ownership under the agricultural land laws or for local and State government needs or exchange. Other types of transfers may occur only if agricultural entry transfers leave Federal parcels that are difficult to manage because of odd configuration, access problems, or lack of adequate facilities (fences, cattleguards, water, etc.). These resulting difficult-to-manage tracts could be transferred from Federal ownership by sale, exchange, or other means determined appropriate as discussed under T1. T2 areas found to be unsuitable for transfer under agricultural land laws and not falling into the T1 category as described in the preceding sentence will remain in public ownership and be managed as described for M1 areas.

Studies to determine suitability under the agricultural land laws include economic feasibility, physical suitability for agriculture, water availability, threatened and endangered species clearance, and cultural resources clearance.

In some cases, small parcels adjacent to agricultural applications were included in T2 if transfer of the application would make the small adjacent parcels difficult to manage as described above.

Up to 25 percent of the T2 areas could be retained in public ownership and managed as L11 areas under the Cooperative Wildlife Management Areas HMP. The criteria for selecting these areas are listed under "Standard Operating Procedures" in this RMP. The areas will be selected on a case-by-case basis as T2 lands are considered for transfer.

T3-Jerome County Canyon Rim Transfer - 258 acres

This area is available for transfer from Federal ownership as described for T1, but only if zoning regulations allow commercial or residential development.



#### T4-Bureau of Reclamation Transfer - 3,751 acres

These lands will be withdrawn for the Minidoka North Side Pumping Division Extension Project and developed for irrigated farmland by the Bureau of Reclamation. Developed lands will be transferred from Federal ownership by the Bureau of Reclamation. Approximately half of the area will be retained by the Bureau of Reclamation for wildlife and recreation management. Existing agricultural entry applications will be processed prior to withdrawal.

#### Other Resource Decisions

##### Fire Management

A total of 182,598 acres in the planning area will be under full fire suppression. This includes the Vineyard Creek ACEC (L6), Box Canyon ACEC (L7), Substation Tract ACEC (L4), and the Cooperative Wildlife Management Areas (L11 & L9e). The Pronghorn Winter Range HMP area (discussed below under Wildlife Habitat) will also be under full suppression. The areas designated for full fire suppression will be given priority for fire suppression in the fire management plan.

To efficiently utilize fire suppression funds, the remainder of the planning area will be covered by a limited suppression plan. However, since the planning area is subject to large, repeated fires that degrade wildlife habitat and aggravate soil erosion, limited suppression will only take place when the burning index is below 22. This will typically require full suppression during July and August.

The General Fire Suppression Guidelines, presented later in this RMP under "Standard Operating Procedures," will apply to most of the planning area. Exceptions to these will occur in the following portions of the planning area totalling at least 278,336 acres. 1/ Surface disturbing equipment will be more likely to be used in Cooperative Wildlife Management Areas (L11), Pronghorn Winter Range HMP areas, and brush protection areas to protect the vegetation, primarily brush, important to wildlife habitat management objectives. Surface disturbing equipment will also be more likely to be used in the Substation Tract ACEC to protect natural vegetation communities. On the other hand, use of surface disturbing equipment will be very limited in wilderness study areas to protect wilderness character, in Cedar Fields SRMA (L10) to protect fragile soils and cultural resources, in the Oregon Trail area and Devil's Corral (L9a) to protect cultural resources, and in the Areas of

1/ The acreage involved in the brush protection areas and the Oregon Trail area is unknown at this time and will be determined in detailed examinations.

Geologic Interest (L12) to protect fragile geologic formations. Guidelines for fire suppression in the above areas will be included in the fire management plan.

One hundred miles of roads will be maintained annually to improve access for fire suppression. The maintenance will improve access for fire suppression forces and provide secure fuel breaks that could be used for firelines. This will help suppression crews keep fires smaller which will benefit wildlife habitat and prevent soil erosion.

Prescribed fire could be used to accomplish the 19,000 acres of brush control proposed under Livestock Forage. The guidelines for prescribed fire presented later in this RMP under "Standard Operating Procedures" will apply. The use of prescribed fire in areas other than those proposed for brush control will be allowed only if found to be environmentally acceptable. Such use could include projects such as noxious weed abatement or habitat management not foreseen at this time.

Prescribed fire will not be used in Substation Tract ACEC (L4), Vineyard Creek ACEC (L6), or Box Canyon/Blueheart Springs ACEC (L7).

Although other management practices to reduce wildfire size and occurrence are not proposed, they could be considered in the future as availability, effectiveness, and environmental acceptability are demonstrated. Such practices might include seeding of fire resistant plant species in strips.

#### Wildlife Habitat

Several wildlife habitat objectives have been covered under the discussion of multiple use areas. Habitat objectives for the hybrid trout are covered under L6-Vineyard Creek ACEC; for the Shoshone sculpin, they are covered under L7-Box Canyon/Blueheart Springs ACEC; for the Bliss Rapids snail, they are covered under both L6 and L7; for ring-necked pheasant and gray partridge (upland game birds), they are covered under L11-Cooperative Wildlife Management Areas. Actions that will benefit wildlife are specified under Fire Management. Following is a discussion of other wildlife habitat objectives for the Monument RMP.

Brush areas valuable to wildlife will be given priority for fire suppression in the fire management plan. Specific areas of importance will be identified in detailed examinations and development of HMPs discussed below. Protection of brush pockets will be important in maintaining or enhancing habitat for sage grouse, pronghorn, mule deer, and non-game wildlife. It should be noted that areas of brush valuable to wildlife will likely change over time as some brush stands are burned by wildfire while others recover.

A Sage Grouse Habitat Management Plan will be prepared to guide management in the sage grouse winter habitat area covering about 67,000 acres in Laidlaw Park, Little Park, and Paddleford Flat west of Carey. Objectives of this HMP

will be to maintain and enhance sage grouse habitat by maintaining adequate, suitable areas of brush and providing additional forbs for brood rearing. Suitable forbs will be included in range seedings in this area.

A Pronghorn Winter Range Habitat Management Plan will be prepared for approximately 171,000 acres south of Gooding and Shoshone and north of Kimama and Minidoka. Objectives of this HMP will be to improve winter habitat for pronghorn by protecting valuable brush stands and increasing the brush component of the areas. Detailed examination will be required to determine the specific areas most important to the wintering animals. The possibility of seeding brush or fire resistant plant species will be examined for feasibility.

A Pronghorn Summer Range Habitat Management Plan will be prepared for 60,000 acres in the Wildhorse Allotment. Objectives of this HMP will be to improve summer habitat for pronghorn by maintaining adequate areas of brush, providing additional forbs, and providing new water sources. Suitable forbs will be included in range seedings in this area. Guidelines for providing additional water sources will be developed.

Guidelines for fire suppression to protect brush will be developed for the areas discussed in the preceding four paragraphs. These will be incorporated into the fire management plan.

Artificial nest structures will be constructed for the ferruginous hawk, Swainson's hawk, and burrowing owl to increase populations. Specific numbers and locations of these structures will be determined in detailed examination of habitat suitable for each species. Ferruginous hawk nest structures will be placed in remote areas. Swainson's hawk nest structures will be placed on Cooperative Wildlife Management Areas (L11). Burrowing owl nest boxes will be placed primarily on CWMA's, but also throughout the breeding range.

#### Livestock Forage

Provide 142,879 AUMs of livestock forage. Approximately 858,043 acres of public land will be included in grazing allotments. The average stocking rate will be 6.0 acres per AUM.

The objectives will be to maintain existing perennial forage plants, maintain soil stability, stabilize areas currently in downward trend, and increase availability of perennial forage plants.

The following range improvements will be accomplished in support of achieving the objectives stated above.

- 25,500 acres of reseeding
- 19,000 acres of brush control
- 54 miles of fencing
- 74 miles of pipeline
- 110 water troughs

9 wells  
24 cattleguards  
4 miles of road construction

Total cost of improvements = \$1,602,800  
20-year maintenance and replacement cost = \$669,200

The initial stocking level will be 149,135 AUMs (present active preference). Adjustments toward the proposed preference, 142,879 AUMs, will occur based on monitoring data as discussed later in this RMP under "Implementation." Increases dependent on range improvements will occur only as funding for the necessary improvements is available and the projects are completed. Range improvement guidelines are included in "Standard Operating Procedures." Decreases in livestock stocking resulting from land transfers will occur only as the identified tracts are transferred from Federal ownership.

No changes in season of livestock use are proposed. This is because no resource conflicts were identified that would be resolved by such changes. However, changes in season of livestock use could be made in the future after considering environmental effects in the NEPA process if supported by monitoring.

New AMPs or CRMPs will be developed for nine allotments. This will bring the total area covered to 97 percent of the allotted acres.

It is estimated that 21,910 sheep AUMs will be converted to cattle AUMs. Actual conversion will be consistent with the Shoshone District Conversion Policy. The assumed conversion is based on the following assumptions.

1. 50 percent conversion of spring sheep preference to cattle preference will be allowed in allotments without conversion guidelines in existing AMPs.
2. Fall sheep preference will not be converted to cattle preference unless an existing AMP specifies otherwise.
3. Conversion guidelines in existing AMPs will be followed.
4. The maximum conversion allowed by the factors listed above will occur.

#### Cultural Resources

In addition to the Cultural Resource Management Plans discussed for Devil's Corral (L9a) and the Cedar Fields SRMA (L10), two other plans will be prepared; one for the Oregon Trail and one for Wilson Butte Cave. These plans will specify the degree of protection and the interpretation measures appropriate for the areas. In the case of the Oregon Trail, fire suppression guidelines to limit surface disturbance will be developed and incorporated into the fire management plan.

## Soils

Several actions were discussed in preceding sections which will help meet the objective of keeping soil erosion within tolerable levels. ORV use will be restricted in portions of the Snake River Rim SRMA (L9) and in the Cedar Fields SRMA to protect fragile soils. Fires will be given full suppression when the burning index is above 22 to help protect soils. Road maintenance will be conducted in key areas to help keep fires smaller, thus helping to protect soils. Fire suppression guidelines to limit surface disturbance will be developed for the Cedar Fields SRMA.

In addition to the actions listed above, areas with severe erosion problems will be stabilized. At the present time, 150 acres of active sand dunes in the Lake Walcott area have been identified for a seeding project to stabilize the dunes. Other areas will be treated as they are identified, provided treatment is feasible.

Priority will be given to emergency treatment of severe erosion areas caused by wildfire.

### Summary of Activity Plans Required for Implementation of the Monument RMP

Two Wilderness Management Plans (excluding Great Rift)

- One for each WSA recommended suitable.

One ORV Designation Implementation Plan

- Detailing how the ORV designations for the planning area will be implemented including public awareness, signing, and enforcement.

Three ACEC management plans

- One for each ACEC.

Three Recreation Activity Management Plans (RAMPs)

- One for each special recreation management area (SRMA).

Four Habitat Management Plans (HMPs)

- One will be a revision of the Cooperative Wildlife Management Areas HMP.
- The others will be prepared for pronghorn winter range, pronghorn summer range, and sage grouse winter habitat.

Four Cultural Resource Management Plans

- One each for Devil's Corral, Cedar Fields, Wilson Butte Cave, and the Oregon Trail.

One Cave Management Plan

- For the L12 areas (Areas of Geologic Interest).

Nine AMPs, CRMPs, or other appropriate plans

- One for each of the nine allotments specified under "Implementation."

### One Limited Fire Suppression Plan

The fire management plan will include guidelines to

- limit surface disturbance in WSAs recommended suitable, Cedar Fields SRMA, the Oregon Trail, and Areas of Geologic Interest.
- protect vegetation valuable to wildlife on CWMA's, Pronghorn Winter Range HMP area, and brush protection areas.
- protect the naturalness and scenic quality of Vineyard Creek ACEC and Box Canyon/Blueheart Springs ACEC.
- protect the natural vegetation communities of the Substation Tract ACEC.

Some of the activity plans listed above may be consolidated into a single plan where two or more activities have activity plan needs in the same general area.

### IMPLEMENTATION

Implementation of the Monument RMP will be accomplished over a period of several years. The BLM budgeting process will influence the exact implementation schedule for nearly all resource management activities. Activity plans will be developed as funding allows. New policy or departmental guidance may influence priorities.

The monitoring plan shown in the "Monitoring and Evaluation" section specifies a five-year interval for monitoring implementation of the RMP. If monitoring indicates the RMP is not being implemented as planned, the reasons for this will be examined and appropriate corrective actions will be taken.

Implementation will take place in full compliance with requirements of the National Environmental Policy Act (NEPA) to ensure environmental acceptability.

Specific facets of implementation are presented below.

#### Land Transfers

Transfer of land from public ownership may occur only if the requirements of law as summarized under "Standard Operating Procedures" are met. All parcels placed in a transfer category in the Monument RMP will be available for transfer. However, a proposal for a particular parcel may fail to meet the requirements for transfer. In this case, the parcel will be retained until a

suitable proposal is made. Portions of the transfer areas may never be transferred because they fail to meet the requirements upon close examination.

### Wilderness

A wilderness study report will be prepared for each WSA in the Monument Planning Area. This report will be forwarded to Congress through the Secretary of the Interior along with the separate wilderness EIS. Only Congress can designate a wilderness area. Wilderness Management Plans will be prepared only for those WSAs Congress designates as part of the National Wilderness Preservation System.

### Livestock Forage

#### Rangeland Program Summary

A Rangeland Program Summary will be prepared following approval of the RMP. This summary will describe site-specific grazing use adjustments, range improvements, and project priorities.

#### Selective Management

Selective management, as applied to the rangeland program, is the categorization of grazing allotments into three management groups based upon similarities of resource characteristics, management needs, and economic and resource-based potential for rangeland improvement. All livestock grazing allotments have been categorized as "I" (Improvement Needed), "M" (Maintain), or "C" (Custodial Management) based upon the following criteria and additional criteria developed from issues specific to the Monument Planning Area. When the resource situation changes in an allotment after implementation of management decisions, the allotment may be recategorized.

##### 1. "I" Category

Category "I" allotments presently include unsatisfactory conditions, have the greatest potential for improvement, and may present serious resource use conflicts.

## 2. "M" Category

Category "M" allotments are in satisfactory range condition, are producing near their identified potential, and have no known present or anticipated serious resource use conflicts.

## 3. "C" Category

Category "C" allotments usually include only small acreages of public land or lands classified for transfer from Federal ownership. These allotments do not present management problems, regardless of condition. They present no significant potential for increasing production. Resource conflicts are either nonexistent or are outweighed by other considerations.

The order of these categories as discussed above represents the relative order of priority for the investment in range improvements and conducting of range monitoring studies, subject to user contributions and further consultation. Selective Management within the rangeland program will provide a framework from which prudent expenditure of rangeland investments can be made, consistent with an approved land use plan.

Management objectives for the allotment categories are (M) maintain current satisfactory condition, (I) improve current unsatisfactory condition, and (C) manage custodially while protecting existing resource values. Public investments in range improvements, AMP development, monitoring, and use supervision will have highest priority in "I" (Improve) allotments, followed by "M" (Maintain) and "C" (Custodial) allotments. Within these three categories, allotments will also be prioritized for range investments and management effort, depending upon the intensity of resource conflicts and/or the potential for improvements. The potential for improvement considers not only resource constraints, but also the ability of an allotment to produce a positive return on investment within a reasonable time.

Range improvement or other funds will be allocated to range improvements in "I" allotments in order to resolve resource-use conflicts and to increase resource productivity. Publicly-financed improvements will be implemented on allotments in the "M" and "C" categories only as needed to meet multiple use objectives or to protect existing resource values.

## Livestock Use Adjustments

The need for livestock use adjustments on some allotments has been identified in the RMP. This need may result from land disposal, allocation of land to other public uses, lack of sufficient forage to support existing active preference, or availability of forage in excess of existing active preference.

Increases and reductions proposed are target levels based upon the best existing information, and will be implemented through coordination and consultation with the permittees involved.



If agreement cannot be reached with the permittees on the amount of reduction needed to balance active preference with forage productivity, needed adjustments will be implemented by decision under 43 CFR 4160. When livestock use adjustments are implemented by decision, the decision will be based upon operator consultation, range survey data, and monitoring of resource conditions. All adjustments will be made in the manner specified in current regulations.

Monitoring will be used to measure the changes due to new range management practices and to evaluate the effectiveness of management changes in meeting stated objectives. Livestock use adjustments could be modified during the implementation period based upon information provided by ongoing monitoring.

### Range Improvements and Treatments

Typical range improvements and treatments and the general procedures to be followed in implementing them are described under "Standard Operating Procedures." The extent, location, and timing of these actions will be based on the allotment-specific management objectives adopted through the resource management planning process, interdisciplinary development and review of proposed actions, permittee contributions, and BLM funding capability.

All allotments in which range improvement funds are to be spent will be subjected to an economic analysis. Private contributions toward range improvements will be encouraged by assigning higher implementation priority to improvements partially or fully funded by private sources. However, improvements proposed and financed solely by private sources must be consistent with land use and management objectives for the affected allotments.

### Grazing Systems

Grazing systems will be implemented under the Monument RMP. The type of system to be implemented will be based on consideration of the following factors:

1. allotment-specific management objectives;
2. resource characteristics, including vegetation, soil, and water availability;
3. operator needs; and
4. implementation costs.

Typical grazing systems, which have proven successful in the planning area are described under "Standard Operating Procedures." Grazing systems are

usually incorporated into an Allotment Management Plan (AMP) or a Coordinated Resource Management Plan (CRMP). Allotments for which AMP or CRMP development is proposed include Antelope, Cedar Fields, East Minidoka, Gunnery, Kimama, Minidoka, Schodde, Shoshone, and Wildhorse.

## Conversions

Livestock conversions from sheep use to cattle use will follow the Shoshone District Conversion Policy in order to maintain existing multiple use values and to reduce conflicts with other uses.

The District Conversion Policy is based upon past practice and current guidance and regulations. The general guidelines of the policy are:

1. Previous commitments to conversions made in approved AMPs will be honored.
2. Environmental Assessments will be completed to identify impacts of the conversions and mitigating measures necessary to meet multiple use objectives.
3. Concerns of other permittees in the affected allotment will be considered in analysis of the conversion proposal.
4. An allotment conversion plan will be prepared and approved.
5. The amount of conversion from sheep to cattle will be in proportion to the allotment's suitability for cattle grazing.
6. All conversions will be initially conservative (50 percent conversion for the first three years as modified by suitability and water availability).
7. Necessary fencing will be completed prior to cattle use.
8. Sufficient water will be available.
9. Results of ongoing monitoring studies will determine whether the new AMP and amount of conversion were satisfactory.
10. Final amounts converted will depend upon the desired season of use, initial balance between spring and fall sheep preference, and resource response.

## Future Livestock Use Adjustments

If the results of resource monitoring studies show that the proposed grazing management is not meeting the multiple use objectives of the Monument Resource Management Plan, livestock use adjustments will be made in accordance with the BLM grazing administration regulations and existing policy. Livestock use adjustments could take the form of changes in the grazing system, changes in season of use, reductions or increases in active preference, or a combination of all of these.

## Fire Management

The Limited Fire Suppression Plan will be prepared as soon after approval of the RMP as funding allows. The overall Shoshone District Fire Management Plan consolidating fire management guidelines from this RMP and other land use plans also will be prepared as funding allows. The District Fire Management Plan will be updated as other activity plans containing fire management guidelines are prepared.

## ORV Designations

ORV closures associated with WSAs recommended suitable for designation will be implemented if Congress designates the areas as part of the National Wilderness Preservation System. Other ORV closures and limitations will be implemented following preparation of the ORV Designation Implementation Plan.

## Areas of Critical Environmental Concern

ACECs were designated upon approval of the RMP. Management of the ACECs according to the objectives stated in the RMP will be given high priority.

## SUPPORT

Several areas of support needed to accomplish the objectives of the RMP have been mentioned elsewhere in this document. For example, fire suppression

and presuppression will be a key support requirement for several resources including soils, wildlife habitat, and livestock forage. Other support services will also be required.

Cadastral survey will be needed to establish legal boundaries for parcels transferred from public ownership, retention of legal access through transferred parcels, wilderness areas, trespass settlement, and mineral material sale or free use areas.

Appraisal support will be needed to establish the value of tracts transferred from public ownership and trespass settlement.

Legal services will be required for review of real estate documents.

Law enforcement will be needed to ensure compliance with the designations, use levels, and restrictions established in the RMP.

Engineering services will be required for survey and design of range improvements and road building and maintenance.

#### MONITORING AND EVALUATION

The results of implementing the selected RMP will be examined periodically to inform the resource managers and public of the progress of the plan. The results being achieved under the plan will be compared with the plan objectives.

Monitoring and evaluation help the resource managers

- to determine whether an action is accomplishing the intended purpose,
- to determine whether mitigating measures are satisfactory,
- to determine if the decisions in the plan are being implemented,
- to determine if the related plans of other agencies, governments, or Indian tribes have changed, resulting in an inconsistency with the RMP,
- to identify any unanticipated or unpredictable effects, and
- to identify new data of significance to the plan.

The proposed monitoring and evaluation plan for the Monument RMP is shown on pages 43 through 45. The plan specifies resource components to be monitored, how they will be monitored, where they will be monitored, the estimated cost of monitoring, and a suggested threshold level that will warrant a management concern. If future monitoring shows a variation from RMP objectives warranting management concern, the reasons for the variation will be examined

closely. Modification of a RMP decision may be needed, or the variation may be due to factors beyond BLM's control, such as climatic or economic fluctuations.

## RESOURCE MANAGEMENT GUIDELINES

The following statewide guidelines direct BLM management on public lands in Idaho.

### Air Quality

Under the Clean Air Act (as amended, 1977), BLM-administered lands were given Class II air quality classification, which allows moderate deterioration associated with moderate, well-controlled industrial and population growth. BLM will manage all public lands as Class II unless they are reclassified by the State as a result of the procedures prescribed in the Clean Air Act (as amended, 1977). Administrative actions on the public lands will comply with the air quality classification for that specific area.

### Allowable Uses

The public lands will be managed under the principles of multiple use and sustained yield as required by FLPMA. Any valid use, occupancy, and development of the public lands, including but not limited to, those requiring rights-of-way, leases, and licenses will be considered, subject to applicable environmental review procedures, unless specifically excluded in the plan. In some areas, however, environmental values, hazards, or manageability considerations may require limitations on either the type or intensity of use, or both. Those limitations are identified in the plan's land use allocations and management objectives for specific areas within the public lands. BLM will include stipulations and special conditions as necessary in leases, licenses, and permits to ensure the protection and preservation of resources.

### Areas of Critical Environmental Concern

Areas of critical environmental concern (ACECs) are established through the planning process as provided in the Federal Land Policy and Management Act

for "...areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards." Management is tailored to the specific needs of each ACEC.

#### Coordination With Other Agencies, State and Local Governments, and Indian Tribes

BLM will coordinate its review of detailed management plans and individual projects prepared in conjunction with the RMP to ensure consistency with officially adopted and approved plans, policies, and programs of other agencies, State and local governments, and Indian tribes. Cooperative agreements and memoranda of understanding will be developed, as necessary, to promote close cooperation between BLM and other Federal agencies, State and local governments, and Indian tribes.

#### Cultural Resources

BLM will manage cultural resources so that representative samples of the full array of scientific and socio-cultural values are maintained or enhanced consistent with State and Federal laws.

#### Detailed Management Plans

The RMP provides general guidance for the resource area. More detailed management plans, called activity plans, will be prepared to deal with areas where a greater level of detail is required. Activity plans will indicate specific management practices, improvements, allocations, and other information for a particular site or area. They will be prepared for most major BLM programs such as range (allotment management plans), recreation (recreation area management plans), wildlife (habitat management plans), and cultural resources (cultural resources activity plans.). Where two or more activities have activity plan needs in the same general area, a single consolidated activity plan may be prepared. Coordination, consultation, and public involvement are integral parts in the formulation of activity plans.

## Economic and Social Considerations

BLM will ensure that any management action undertaken in connection with this plan is cost-effective and takes into account local social and economic factors. Cost-effectiveness may be determined by any method deemed appropriate by the Bureau for the specific management action involved.

## Environmental Reviews

The NEPA process will be conducted on all projects prior to approval. This site-specific analysis will allow some projects to be considered under provisions of the categorical review process and others to be considered under the environmental assessment process.

## Fish and Wildlife

BLM will manage fish and wildlife habitat on the public lands. A variety of methods may be employed, including management actions designed to maintain or improve wildlife habitat, inclusion of stipulations or conditions in BLM leases, licenses, and permits, and development of detailed plans for fish and wildlife habitat management. Priority will be given to habitat for listed and candidate threatened and endangered species and sensitive species. If any listed or candidate threatened or endangered species may be affected by BLM actions, the Fish and Wildlife Service will be consulted as prescribed by the Endangered Species Act.

Riparian and wetlands habitat have a high priority for protection and improvement in accordance with National policy. All BLM management actions will comply with Federal and State laws concerning fish and wildlife.

## Geology, Energy, and Minerals

### Geology, Energy, and Minerals Management

BLM will manage geological, energy, and minerals resources on the public lands. Geological resources will be managed so that significant scientific, recreational, and educational values will be maintained or enhanced. Generally, the public lands are available for mineral exploration and development, subject to applicable regulations and Federal and State laws.

## Location of Mining Claims

Location of mining claims in accordance with the State and Federal mining laws and regulations is nondiscretionary. The public lands are available for location of mining claims unless withdrawn. Recommendations by BLM for withdrawal are subject to final consideration by the Secretary of the Department of the Interior.

## Leasing and Sale

Energy and minerals leasing and mineral materials sale is discretionary. Approval of an application for lease or sale is subject to environmental review in the NEPA process and may include stipulations to protect other resources. Generally, the public lands may be considered for energy and minerals leasing and sale.

The entire Monument Planning Area will be open to mineral leasing. Some stipulations have been identified in the Monument RMP and are identified in the management prescriptions for multiple use areas, where applicable, in each alternative.

## Land Tenure Adjustment

The public lands will be retained in Federal ownership and managed by BLM according to the principles of multiple use and sustained yield, except those lands specifically identified in the plan or amendment as transfer areas. Transfer areas are those public lands identified through the planning process which are available for transfer from Federal ownership.

Transfer of public land within a transfer area may be accomplished by any means authorized by law. Final transfer from BLM jurisdiction, however, is subject to a decision by the authorized officer, based on detailed analysis and such documentation as prescribed by law or regulation.

Mineral in character lands will not be identified as transfer areas.

Wilderness study areas (WSAs) and designated wilderness areas will not be identified as transfer areas.

Lands may be acquired by BLM as authorized by law, but only within retention areas (multiple use areas). Objectives for acquiring lands in connection with BLM programs may be established in the RMP.



BLM will manage transfer areas until transfer of title occurs. Management actions will be taken as necessary to meet resource or user needs. Public investments in transfer areas will be kept to a minimum.

All lands classifications, including those made under the Classification and Multiple Use Act of September 19, 1964 (43 U.S.C. 1411-18), will be reviewed in the planning process to determine if they are still appropriate. Review will consider whether the classifications are necessary to meet management objectives established in the RMP and whether the land is being used for the purpose classified. Classifications will be cancelled unless they are necessary to implement the RMP decisions.

### Motorized Vehicle Access and Use

Through the planning process, public lands are placed in one of three categories for purposes of controlling motorized vehicle access: open, limited, and closed. Guidelines for these categories are as follows:

1. Open. Motorized vehicles may travel anywhere.
2. Limited. Motorized vehicles are permitted, subject to specified conditions such as seasonal limitations, speed limits, and designated routes of travel as developed during subsequent activity planning.
3. Closed. Motorized vehicles are prohibited.

### Public Utilities

Generally, public lands may be considered for the installation of public utilities, except where expressly closed by law or regulation. Project approval will be subject to preparation of an environmental assessment or environmental impact statement. BLM will work closely with Idaho Public Utilities Commission, other State and Federal agencies, local governments, utility companies, and other interested parties to determine appropriate locations and environmental safeguards for public utilities involving public lands.

In the Monument Planning Area, rights-of-way in common will be used whenever possible. Proposed utility developments identified by the public utility industries follow existing right-of-way routes very well. Because of the lack of resource conflicts, utility corridors were not identified as an issue for the Monument RMP and no corridors have been established. Utility developments would be prohibited in wilderness study areas (WSAs) recommended suitable for designation.

## Rangeland Management

### Grazing Preference

Within each grazing allotment or group of allotments, a grazing preference is established at a level that will ensure adequate forage is also available for wildlife. Sufficient vegetation is reserved for purposes of maintaining plant vigor, stabilizing soil, providing cover for wildlife, and other non-consumptive uses.

Grazing decisions or agreements may be made for those allotments where adequate information exists. In the other allotments where there is inadequate information, an initial decision will be made which will outline a process and schedule for gathering the necessary information. An initial stocking rate will also be established, which may be adjusted upwards or downwards in the final decision as a result of monitoring. All grazing decisions will be issued in accordance with applicable BLM regulations.

### Range Improvements, Grazing Systems, Other Range Management Practices

A variety of range improvements, grazing systems, and other range management practices may be considered in conjunction with livestock management on individual allotments. Such practices will be based on the range management category (maintain, improve, custodial) in which the allotment has been placed and will be formulated in consultation, coordination, and cooperation with livestock operators, and other interested parties.

### Wild Horses and Burros

Adopted animals will be monitored until title is transferred. Since no wild horse or burro populations exist in the planning area, reserving forage for maintenance of the populations is not necessary for the Monument RMP.

## Recreation

### Recreation Management

BLM will manage recreation on the public lands. A variety of means to maintain or improve recreation opportunities will be considered. Some areas may be subject to special restrictions to protect resources or eliminate or reduce conflicts among uses.

### Recreation Facilities

BLM may develop and maintain various recreation facilities on public lands, including campgrounds, picnic areas, boat launches, etc. Those recreation facilities are provided to meet existing or anticipated demand.

## Watershed

### Watershed Management

A variety of methods may be employed to maintain, improve, protect, and restore watershed conditions. Priority will be given to meeting emergency watershed needs due to flooding, severe drought, or fire.

### Water Improvements

Facilities and structures designed to maintain or improve existing water sources, provide new water sources, control water level or flow characteristics, or maintain or improve water quality may be developed. BLM will work closely with the Idaho Department of Water Resources, Idaho Department of Health and Welfare, U.S. Army Corps of Engineers, and other local, State, and Federal agencies to determine appropriate location and designs for such projects.

## Water Rights

Water rights are administered by the Idaho Department of Water Resources. The Bureau complies with all State of Idaho water laws.

## Wilderness

### Preliminary Recommendations to Congress

Only Congress can designate an area wilderness. BLM recommends areas suitable or unsuitable for preservation as wilderness. Those recommendations are preliminary and are subject to the findings of mineral surveys and final consideration by the Secretary of the Interior and the President before being submitted to Congress. Until Congress acts on the President's suitability recommendations, BLM will manage areas recommended as suitable or unsuitable in accordance with the Interim Wilderness Management Policy. After Congress acts, a different policy will apply, depending on whether or not Congress designates an area wilderness.

### Areas Designated Wilderness

Areas designated wilderness by Congress will be managed in accordance with BLM Wilderness Management Policy. Specific management provisions will be formulated in a wilderness management plan developed for each area following designation.

### Areas Not Designated Wilderness

Areas determined by Congress to be unsuitable for wilderness will be managed for other purposes. A tentative management scheme developed during the planning process will be given final consideration following Congressional action on the President's suitability recommendations.

## Control of Noxious Weeds

BLM will control the spread of noxious weeds on public lands and eradicate them where possible and economically feasible. BLM Districts will work with their respective County governments to monitor the location and spread of noxious weeds and to maintain up-to-date inventory records.

Where weed control is warranted, the Bureau will consider alternatives including herbicide applications, plow and seed, burn and seed, livestock grazing strategy, and biological controls. Coordination with adjoining land-owners will be pursued if appropriate. If herbicide application is selected as the preferred method of control through the NEPA process, application will be made through the Idaho State Director to the BLM Director in Washington D.C. This application will indicate all pertinent data including chemicals, rate, and method of application and target plant species. Herbicide applications will be applied under the direction of a Licensed Pesticide Applicator and every effort will be taken to ensure public safety.

In addition to control efforts, a weed prevention program is under way to prevent the introduction and establishment of specific weed species in areas not currently infested.

## STANDARD OPERATING PROCEDURES

The following procedures will be followed in implementation of the Monument RMP.

### Fire Management

The present Bureau policy is to aggressively suppress all new fires on or threatening public lands. Exceptions to this policy occur where management has analyzed alternatives to full suppression and prepared a written course of action prior to fire occurrences. These plans are termed Limited Suppression Plans and they establish criteria under which fires may be allowed to burn with little or no suppression action.

Less than full suppression also occurs whenever multiple fires ignite simultaneously. In these situations, priority is determined by value-at-risk. These values are predetermined by evaluating each resource separately to determine either beneficial or detrimental effects fire has on that resource. A numerical rating is given each resource, plus being detrimental and minus beneficial. After each resource has been evaluated individually, the totals

are summarized to establish the values. Crews are dispatched to fires with the highest values until all crews are utilized. Fires with lower values may have delayed suppression times.

Less than full suppression may also occur whenever fires ignite in an area proposed for prescribed fire. These fires may be allowed to burn with little or no suppression action, but only when conditions are within the limits specified in approved, site-specific prescribed burn plans.

The Bureau cooperates with adjacent landowners on a case-by-case basis to reduce fire hazard where efforts are cost effective and the results will benefit BLM's fire management program. Cooperative efforts may range from consulting with private landowners on hazard reduction plans, to development of cooperative agreements and performance of hazard reduction.

The suppression policy of the Shoshone District is to extinguish fires with the least amount of surface disturbance possible. Whenever burning conditions and terrain are such that direct attack is not feasible, the suppression strategy is to burn out from existing natural barriers and established control points, such as roads.

Surface disturbing equipment, such as bulldozers, are utilized only with management approval. First priority is clearing of existing roads and second priority, when all other methods are exhausted, is construction of new control lines.

#### Selecting Cooperative Wildlife Management Areas for Wildlife (L11) From Agricultural Entry (T2) Areas

The following criteria are intended to ensure that sufficient habitat is provided for upland gamebirds, primarily winter habitat for ring-necked pheasants, within areas developed for intensive agriculture. Since pheasants are dependent on agriculture for survival, selection of tracts for wildlife management which would make agricultural development proposals unfeasible would benefit neither pheasants nor agricultural development. In these cases, arable land will not be selected for retention and management as L11 areas.

1. Tracts selected for management as L11 areas will be distributed through the T2 areas so that areas developed for agriculture are within one-half mile of suitable winter cover.
2. Tracts will generally be selected in areas with existing suitable winter habitat (sagebrush live crown cover greater than 15 percent). However, tracts with potential for developing suitable cover could be selected if their location is key.
3. The minimum size of selected tracts will be 20 acres.
4. Tracts will not be selected from areas subjected to grazing unless the grazing is subsequently excluded.

## Range Improvements

The following design features, construction practices, and mitigation measures are common to the several kinds of range improvements proposed in the Monument RMP. Structural improvements are generally installations which help control livestock distribution, while nonstructural improvements are vegetation treatments.

### Structural Improvements

Fences. New fences will provide exterior allotment boundaries, divide allotments into pastures, and protect sites having other values from livestock disturbance. Fencing will be three or four-strand barbed-wire built in accordance with BLM specifications. In big-game habitat, fences will be constructed in accordance with BLM Manuals and handbooks to facilitate wildlife movements. Existing fences that create wildlife movement problems will be modified. Where fences cross existing roads, cattleguards or gates will be installed. Gates will be installed every half mile and in corners, as needed. Fence lines may be cleared to the extent necessary for construction, but mechanical clearing of vegetation to bare soil will not be allowed.

Cattleguards. Cattleguards will be 8 feet across and 12 to 24 feet wide, depending upon the road type and traffic pattern.

Wells. Wells will generally be located on high points so that outlying troughs may be supplied by gravity flow from a storage tank adjacent to the well. In addition to the tank, the well site will generally have a well house to protect the generator, and will be enclosed by a fence. Open storage tanks will have bird ladders to allow wildlife use. All applicable State laws and regulations which apply to the development of ground water will be observed. Disturbed areas will be reseeded.

Pipelines and Troughs. Water pipelines will be buried in a trench excavated by a backhoe, with excavated material used for the backfill. Rigid plastic pipe may be used. Flexible pipe may also be installed with a ripper tooth. Valves will be installed at intervals along each pipeline to allow easy drainage to prevent freezing. Troughs will be placed where needed to provide an even distribution of livestock water. Each trough will have a bird ladder to allow wildlife use. Separate wildlife water storage and watering devices may also be constructed at regular intervals. Disturbed areas will be reseeded.

Roads. Several miles of new roads will be bladed to provide access to new water developments and to grazing areas which now receive little use. Existing

vegetation will be eliminated and the soil surface will be bared. Depending upon the amount of traffic, herbaceous vegetation could reestablish itself upon the new roads without impairing their function.

#### Nonstructural Improvements

"Sage Grouse Management in Idaho" (Autenrieth 1981) will be used as a reference to assist in the design of proposed projects in sage grouse habitat.

Prescribed Fire. Prescribed fire may be used to release the native under-story from sagebrush competition in areas proposed for brush control (see the Monument RMP decision map). Burning will be done to meet the objectives of this plan and in accordance with site-specific prescribed burn plans. The plant succession implications discussed in Appendix B of the Final EIS for the Monument RMP will be carefully weighed in preparing burn plans. Where wildlife habitat is a major consideration, areas will be burned to create a mosaic of shrubby and herbaceous vegetation. Burned areas will be rested from livestock grazing for two growing seasons following treatment.

Plowing, Disking, and Seeding. This treatment will be used to eliminate brush and cheatgrass competition in order to establish new seedings. Treatment will be done in irregular patterns. Size limitations on individual treatment areas may be necessary in major wildlife habitat areas. Burrowing owl nest sites will not be treated. Seed will generally be planted with a standard rangeland drill. The seed mixture will include grass, forb, and shrub seeds as appropriate for the specific site and management objectives. Treated areas will not be grazed for at least two growing seasons following treatment.

Chemical Control of Vegetation. The use of chemicals to control unwanted vegetation will be considered when it is environmentally acceptable and a cost-effective method to meet management goals and objectives. All regulations and policies regarding the use of chemicals on public land will be followed.

#### Cost Effectiveness of Range Improvements

A benefit/cost analysis for AMP improvement packages was completed before issuance of the RMP decisions. The benefit/cost analysis will be used to help prioritize allotment investments based on projected economic returns. The analysis may be updated to reflect changes in economic conditions.



## Maintenance of Range Improvements

Structural improvements will be maintained by the permittees, while roads and vegetation treatments will be maintained by the BLM.

## Grazing Systems

### Rest-Rotation Grazing

Under a rest-rotation grazing system, the allotment is divided into pastures, usually with comparable grazing capacities. Grazing is deferred on various pastures during succeeding years in a rotation sequence with complete rest for a year also included in a planned sequence. Each pasture is systematically grazed and rested so that livestock production and other resource values are provided for, while the vegetation cover is simultaneously maintained or improved. This practice provides greater protection of the soil resource against wind and water erosion.

Any of several rest-rotation grazing systems may be used, depending upon the objectives for the allotment and the number of pastures.

### Modified Rest-Rotation Grazing

The usual modification in the planning area is that spring and/or fall sheep grazing is permitted in the pasture which is rested from cattle use. There may be limitations on the amount of sheep use that can be made.

### Deferred Rotation Grazing

Deferred rotation is the postponement of grazing on different parts of an allotment in succeeding years. This allows each pasture to rest successively during the growing season to permit seed production, establishment of seedlings, and restoration of plant vigor (American Society of Range Management 1964). One or more pastures are grazed during the spring, while the remaining one or more pastures are rested until after seed ripening of key species, and then grazed. Deferred rotation grazing differs from rest rotation grazing in that no yearlong rest is provided.

## Deferred Grazing

Deferred grazing is the postponement of grazing by livestock on an area for a specified period of time during the growing season. Under this system, grazing begins after key plants have reached an advanced stage of development in their annual growth cycle. The growing season rest provided by this system promotes plant reproduction, establishment of new plants, or restoration of the vigor of old plants (American Society of Range Management 1964).

## Seasonal Grazing

Seasonal grazing is use by livestock during one or more seasons of the year. Seasonal grazing occurs during the same season each year, and does not involve rotation or deferment. For our purposes, seasonal grazing also includes season-long grazing (livestock use throughout the growing season). The most common types of seasonal grazing in the planning area are spring-fall sheep grazing, spring-summer cattle grazing, and season-long cattle grazing.

## Lands

### Withdrawals

It is BLM policy to review all withdrawals on and classifications of public lands by October 20, 1991, and to eliminate all unnecessary withdrawals and classifications. Evaluation of the withdrawals and classifications will be made in conjunction with the land use planning process and will consider the following:

1. For what purpose were the lands withdrawn?
2. Is that purpose still being served?
3. Are the lands suitable for return to the public domain (e.g., not contaminated or "property" such as buildings).

The environmental assessment or planning process will be followed to consider alternative methods of meeting the withdrawal/classification objectives (e.g., rights-of-way, cooperative agreements).

Withdrawal/classification modifications and extensions must provide for maximum possible multiple uses, with particular emphasis upon mineral exploration and development.

## Transfers

Lands disposal actions are, primarily, accomplished under sale, agricultural entry, exchange, and R&PP land laws. Miscellaneous transfers can also occur through Color of Title actions, airport conveyances, and State in lieu selections.

All disposals of public lands must be consistent with the planning requirements of FLPMA and must also be evaluated through the environmental assessment process. Public notice will be given on each disposal action and each action may be protested or appealed.

A primary consideration in all disposal actions is to provide protection for existing rights, access, and future anticipated needs. This protection is provided for through the issuance of rights-of-way to existing users or reservations to the Federal government in areas of anticipated need.

General considerations for the major types of disposal actions are discussed below.

Agricultural. Consideration for allowing the use of public lands for agricultural development generally falls into four steps. They are:

1. The lands must be identified for disposal through the land use planning process.
2. The lands must be physically suited for agricultural development (classification).
  - a. They must be desert in character (e.g., they must be irrigated to grow an agricultural crop).
  - b. They must contain a majority of Class III or better irrigable soils as established using SCS Land Capability Classification Standards (USDA, Soil Conservation Service 1961). Considerations made in the classifications include percentages of soil types, depth, slope, and erosion potential.
  - c. Farmable acreage must be susceptible to irrigation.
3. Post Classification (Allowance or Rejection)
  - a. An economic analysis must show a high likelihood that the lands can be farmed at a profit over a long term.
  - b. Applicant must show a legal right to appropriate water including a permit to drill a well if part of the operation.
4. Compliance
  - a. The entryman must show compliance with cultivation, fund expenditure, irrigation system development, publication requirements, and payment of required fees to obtain patent to the land.

Under Carey Act development, the Bureau's primary concerns are retention vs. disposal determination and physical suitability of the land. Application processing and feasibility study evaluations are the responsibility of the State of Idaho.

Exchanges. Before an exchange can be consummated, the BLM must determine that the public interest will be well served by making the exchange. Full consideration will be given to improved Federal land management and the needs of State and local publics through an evaluation of the needs for lands for economic development, community expansion, recreation areas, food, fiber, minerals, and wildlife. Another consideration is that lands must be equal in value, or, if not equal, a cash payment not exceeding 25 percent of the total value of Federal lands may be made by the appropriate party to equalize the values.

Sales. Sales of public lands can be made upon consideration of the following criteria:

1. Such parcel, because of its location or other characteristics, is difficult and uneconomic to manage as part of the public lands, and is not suitable for management by another Federal department or agency; or
2. Such parcel was acquired for a specific purpose and is no longer required for that or any other Federal purpose; or
3. Disposal of such parcel will serve important public objectives, including but not limited to, expansion of communities and economic development which cannot be achieved prudently or feasibly on land other than public land and which outweigh other public objectives and values. These include, but are not limited to, wildlife, grazing, recreation, and scenic values which would be served by maintaining such parcel in Federal ownership.

Sales may be made through (1) competitive bidding, (2) modified competitive bidding wherein some individual(s) may be given the opportunity to match the high bid, and (3) direct sale wherein the tract is sold at fair market value to a predetermined buyer. All sales must be made at no less than fair market value as determined by the approved procedure, generally an official appraisal.

#### Land Use Authorizations

Land use permits under Section 302 of FLPMA should be used as an interim management measure for resolving unauthorized use problems prior to a final land use/status determination, and for one time use of short duration. Leases may be used as a longer term (5 to 10 years) interim management tool, particularly where future disposal or dedication to another particular land use is contemplated. The latter may allow for agricultural use on a site that may be needed in the future for communication purposes, materials source, or community expansion needs.

Cooperative agreements must be used with other Federal entities for uses which are not appropriately covered by a right-of-way or a withdrawal. Flood control and aquifer recharge areas may be most appropriately covered by cooperative agreements.

Airport leases are considered only when a definite need has been shown, supported by a specific development and management plan, and a showing of financial capability to carry out the project.

Each action would require a site-specific examination. An environmental assessment would be prepared on the proposal with special emphasis placed upon identification and mitigation of adverse effects upon resource values such as threatened, endangered, or sensitive species, cultural resources wetland/riparian zones, and flood plains.

#### Unauthorized Use

It is BLM policy to identify, abate, and prevent unauthorized use of public lands. Trespass settlement is geared to recover at least fair market value for the unauthorized use and to require rehabilitation of the land and resources damaged by the unauthorized action. Settlements may be made through administrative action or through civil or criminal court proceedings.

#### Cultural Resources

The Bureau of Land Management is required to identify, evaluate, and protect cultural resources on public lands under its jurisdiction and to ensure the Bureau-initiated or Bureau-authorized actions do not inadvertently harm or destroy non-federal cultural resources. These requirements are mandated by the Antiquities Act of 1906, the Reservoir Salvage Act of 1960 as amended by P.L. 933-191, the National Environmental Policy Act of 1969, Executive Order 11593 (1971), the Archaeological Resources Protection Act of 1979, and Section 202 of the Federal Land Policy and Management Act of 1976.

Prior to commencement of any Bureau-initiated or authorized action, which involves surface disturbing activities, sale or transfer from Federal management, the BLM will conduct or cause to be conducted, a Class III (intensive) inventory as specified in BLM Manual Section 8111.4, supplementing previous surveys to locate, identify, and evaluate cultural resource properties in the affected areas. If properties that may be eligible for the National Register are discovered, the BLM will consult with the State Historic Preservation Officer (SHPO) and forward the documentation to the Keeper of the National Register to obtain a determination of eligibility in accordance with 36 CFR Part 63.

Cultural resource values discovered in a proposed work area will be protected by adhering to the following methods.

1. Redesigning or relocating the project.
2. Salvaging, through scientific methods, the cultural resource values pursuant to the SHPO agreement.
3. Should the site be determined to be of significant value; eligible for or on the National Register of Historic Places; and/or the above mentioned methods are not considered adequate, the project will be abandoned.

MONITORING AND EVALUATION PLAN

Monitoring and evaluation will be conducted to determine whether the RMP decisions are being implemented, whether the objectives of the RMP are being accomplished, and whether the RMP continues to be consistent with related plans. If a variation warranting management concern is found, the reasons for the variation will be examined and corrective actions will be taken as appropriate.

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
RMP Decisions	Implementation of the RMP	Planning Area Wide	Managers and Specialists interviews and file searches	Various	5-year intervals	Any indication that decisions are not being implemented, objectives are not being met, or the RMP is no longer consistent with related plans. If conditions have changed and affect the entire plan or major portions, a revision may be necessary.	\$ 3,000
	Accomplishment of RMP Objectives	Planning Area Wide			5-year intervals		
	Consistency with Related Plans	Planning Area Wide	Review of Related Plans		Ongoing		
Fire Management	Wildfires	Planning Area Wide	Fire Reports	Number of fires Acres burned	Annually following fire season	5 percent increase in number of fires or average acres burned over a ten-year period.	\$ 500
Wildlife	Bliss Rapids Snail	Box Canyon	Census snails	Number of snails	Annually	Any decrease in the number of snails.	\$ 500
	Ferruginous Hawk	Natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	Any loss of occupied sites	\$ 175
	Swainson's Hawk	Natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	Any loss of occupied sites	\$ 175
	Burrowing Owl	Selected natural and artificial nest sites	Observe sites during breeding season	Number of occupied sites	Annually	10 percent loss of occupied sites	\$ 450
	Shoshone Sculpin	Box Canyon/ Blueheart Springs	Observe site	Amount of water and sedimentation	Annually	Any decrease in water or increase in sedimentation	\$ 200
			Census sculpin	Number of sculpin	Every 3 years or as needed	Any decrease in number of sculpin	\$ 500
	Ring-Necked Pheasant	Selected Isolated Tracts	Nest searches	Number of nests	Annually	20 percent decrease	\$ 2,100
			Transects	Number of birds	4 times yearly	20 percent decrease	2/
	Gray Partridge	Selected Isolated Tracts	Transects	Number of birds	4 times yearly	20 percent decrease	2/
	Sage Grouse	Selected trend leks	Observe leks during breeding season	Number of males	Annually	Any decrease below 1982 population levels	\$ 350
Nesting and wintering habitat		Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	\$ 300	
	Frequency	Frequency of key forbs			20 percent decrease in key species.		
	Extensive browse method	Browse age and form class			20 percent increase in unsatisfactory browse		
Pronghorn	Winter range	Aerial census	Number of animals	Annually	15 percent decrease	\$ 0 3/	
	Summer range	Aerial census	Number of animals	Annually	30 percent decrease	\$ 0 3/	
	Key winter range	Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	\$ 300	
		Frequency	Frequency of key forbs			20 percent decrease in key species.	
	Extensive browse method	Browse age and form class			20 percent increase in unsatisfactory browse		

MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Wildlife (Cont.)	Mule Deer	Winter range	Aerial census	Number of animals	Annually	15 percent decrease	\$ 0 <sup>3/</sup>
		Summer range	Transects	Number of animals	4 times yearly	50 percent decrease	\$ 0 <sup>2/</sup>
		Key winter range	Analysis of fire reports	Acres of brush loss	Every 3 years or as needed	More acres of brush burned than planned for brush control	\$ 300
			Frequency	Frequency of key forbs		20 percent decrease in key species.	
		Extensive browse method	Browse age and form class		20 percent increase in unsatisfactory browse		
	Hybrid Trout	Vineyard Creek	Water samples	Sedimentation	Annually	Any other than a decrease below 100 ppm in return flow	\$ 200
	Non-Game Species	Selected Isolated Tracts 8 habitat sites	Transects	Number of birds	4 times yearly	50 percent decrease	\$ 0 <sup>3/</sup>
Transects			Number of birds	Annually	50 percent decrease	\$ 200	
<p><sup>1/</sup> These projections could change if there is an unexpected and drastic change in the water supply or other habitat values important to sculpin.</p> <p><sup>2/</sup> One monitoring study evaluates all of these species. The \$2,100 cost for ring-necked pheasant also covers many other species.</p> <p><sup>3/</sup> This information is obtained from the Idaho Department of Fish and Game.</p>							
Livestock Forage	Trend	All "I" and "M" allotments; "C" allotments as needed	Frequency <sup>1/</sup> , cover, and photographs	Percent frequency of key species; ground cover in percent	3-year intervals or one grazing cycle for rest-rotation systems	Change to downward trend	\$ 4,250
	Utilization	All "I" and "M" allotments <sup>2/</sup> . "C" allotments as needed	Key forage plant method (Tech. Report 4400-3) and mapping of utilization classes	Percent utilization of forage removed	Annually	Utilization greater than 60 percent on key species	\$10,600
	Actual Use	All allotments	Actual use submitted by livestock operators; livestock counts and compliance checks	AUMs	Annually	Consider with temperature and precipitation to help determine why utilization is at monitored level	\$3,650
	Condition	All allotments	Range condition guide outlined in National Range Handbook	Percent composition (determined by air-dry weight) compared to expected climax composition	10-year intervals	Decline one condition class	\$ 4,590
	Climate	All allotments	National Oceanic Atmospheric Administration reports	Inches of precipitation and degrees Fahrenheit	Monthly during growing season Summarize Annually	Consider with actual use to help determine why utilization is at monitored level	\$ 600
<p><sup>1/</sup> Existing photo trend plots will be converted to frequency on "I" allotments if significant conflicts exist. The original plots will be retained for periodic reading and photographing. Photo trend plots will be maintained in "M" allotments.</p> <p><sup>2/</sup> Utilization will not be done on "M" allotments with sheep grazing only.</p>							
Wilderness	Quality of Wilderness Values	WSAs Designated	Photo inventory	Number of human-caused impacts	Annually	Any adverse impact on wilderness values	\$ 6,000
	Visitor Use	WSAs Designated	Permits, on-site registration, observation, and interviews	Visitor days	Annually	Increase of 10 percent or more over projected use in the Wilderness Management Plan	\$ 6,000
Natural History	Condition of Cave Resources	Areas of Geological Interest	Photo Inventory	Number of impacts	Once every 5 years	Any new incidences of collecting or vandalism in any cave	\$ 1,000
Cultural Resources	Condition of Cultural Resources	Cultural Resource Management Plan areas	Patrol and observation	Number of impacts on sites	3 to 5 trips annually	Any adverse impact to sites	\$ 3,000
		The remainder of the planning area	Patrol and observation	Number of impacts on sites	3 to 5 trips per year	Any adverse impact to sites	\$ 3,000



MONITORING AND EVALUATION PLAN (Cont.)

Resource	Component	Location	Technique	Unit of Measure	Frequency	Variation From RMP Warranting Management Concern	Annual Cost
Recreation	ORV	Cedar Fields and Snake River Rim	Observation	Visitor Use Days	Bi-weekly April thru November	10 percent difference from projected levels	\$ 1,250
		Cedar Fields and Snake River Rim	Observation and photography	Number of trails	Bi-weekly April thru November	10 percent difference from ORV designations	
	River Floating	Murtaugh	Observation traffic counters visitor registration	Visitor Use Days	Weekly in season April thru June	25 percent difference from anticipated levels	\$ 1,250
	All recreation activities for which VUDs have been calculated	Planning Area	Use Fish & Game, Idaho Parks & Recreation, and BLM baseline data with methodology to calculate VUDs	Visitor Use Days	5-year intervals	25 percent difference from anticipated levels	\$ 250
Fishing, Nature Study, Hiking	Visitor Use Days	Box Canyon, Vineyard Creek	Observation	Visitor Use Days	2 times each year June and October	If impacts are incompatible with management plan	None: part of regular use supervision
Soil	Cover/Erosion	Cedar Fields SRMA and the following grazing allotments: Antelope, Camp III, Common, Dinky, Goose Lake, Gunnery, Hunt, Kimama, Lagoon, Pocket, Poison Lake, Poleline, South Gooding, Star Lake West, Tunupa, Wendell Cattle, Wildhorse	Photo reconnaissance survey, point step transects as needed	Percent ground cover, acres affected	3 to 5 year intervals	An increase of 10 percent in average erosion rates, new sandblow areas, or water erosion areas	\$ 2,500