



U.S. Department of the Interior
Bureau of Land Management
Colorado State Office

GLENWOOD SPRINGS FIELD OFFICE

Record of Decision for the Approval of Portions of the Roan Plateau Resource Management Plan Amendment and Environmental Impact Statement



June 2007

**United States Department of the Interior
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Glenwood Springs Field Office**

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ACRONYMS

ACEC	Area of Critical Environmental Concern
AMP	Allotment Management Plan
APLIC	Avian Power Line Interaction Committee
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
BMP	best management practice
CDNR	Colorado Department of Natural Resources
CDOW	Colorado Division of Wildlife
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
COA	Condition of Approval
COGA	Colorado Oil and Gas Association
CSU	Controlled Surface Use
DOE	U.S. Department of Energy
EIS	Environmental Impact Statement
ERMA	Extensive Recreation Management Area
ESA	Endangered Species Act
ESI	Ecological Site Inventory
FLPMA	Federal Land Policy Management Act of 1976
FMZ	Fire Management Zone
GAP	Geographic Area Proposal
GSFO	Glenwood Springs Field Office
I	Interstate
IBLA	Interior Board of Land Appeals
LN	Lease Notice
NEPA	National Environmental Policy Act
NGD	No Ground Disturbance
NHPA	National Historic Preservation Act
NOSR	Naval Oil Shale Reserve
NRCS	Natural Resources Conservation Service
NRHP	National Register of Historic Places
NSO	No Surface Occupancy
OHV	off-highway vehicle
ORV	Outstandingly Remarkable Value
PEIS	Programmatic Environmental Impact Statement
PFC	Proper Functioning Condition
RMP	Resource Management Plan
RMPA	Resource Management Plan Amendment
ROD	Record of Decision
SH	State Highway
SSR	Site-Specific Relocation
TL	Timing Limitation
TMA	Travel Management Area
USC	U.S. Code
USFWS	U.S. Fish and Wildlife Service
VRM	Visual Resource Management
WMA	Watershed Management Area
WSA	Wilderness Study Area

WSR	Wild and Scenic River
WSRA	Wild and Scenic Rivers Act

1. INTRODUCTION

This Record of Decision (ROD) by the Bureau of Land Management (BLM) documents BLM's decision to amend the Glenwood Springs Resource Management Plan (RMP) (BLM 1988) for BLM-administered lands and resources in the Roan Plateau Planning Area. The Planning Area includes Naval Oil Shale Reserves (NOSRs) Numbered 1 and 3. The Roan Plateau Resource Management Plan Amendment (RMPA) also amends the White River Resource Area RMP (BLM 1996). This ROD does not include management decisions for approximately 21,034 acres of Federal surface estate being considered for designation as Areas of Critical Environmental Concern (ACECs). Management decisions for these lands will be documented in a separate ROD.

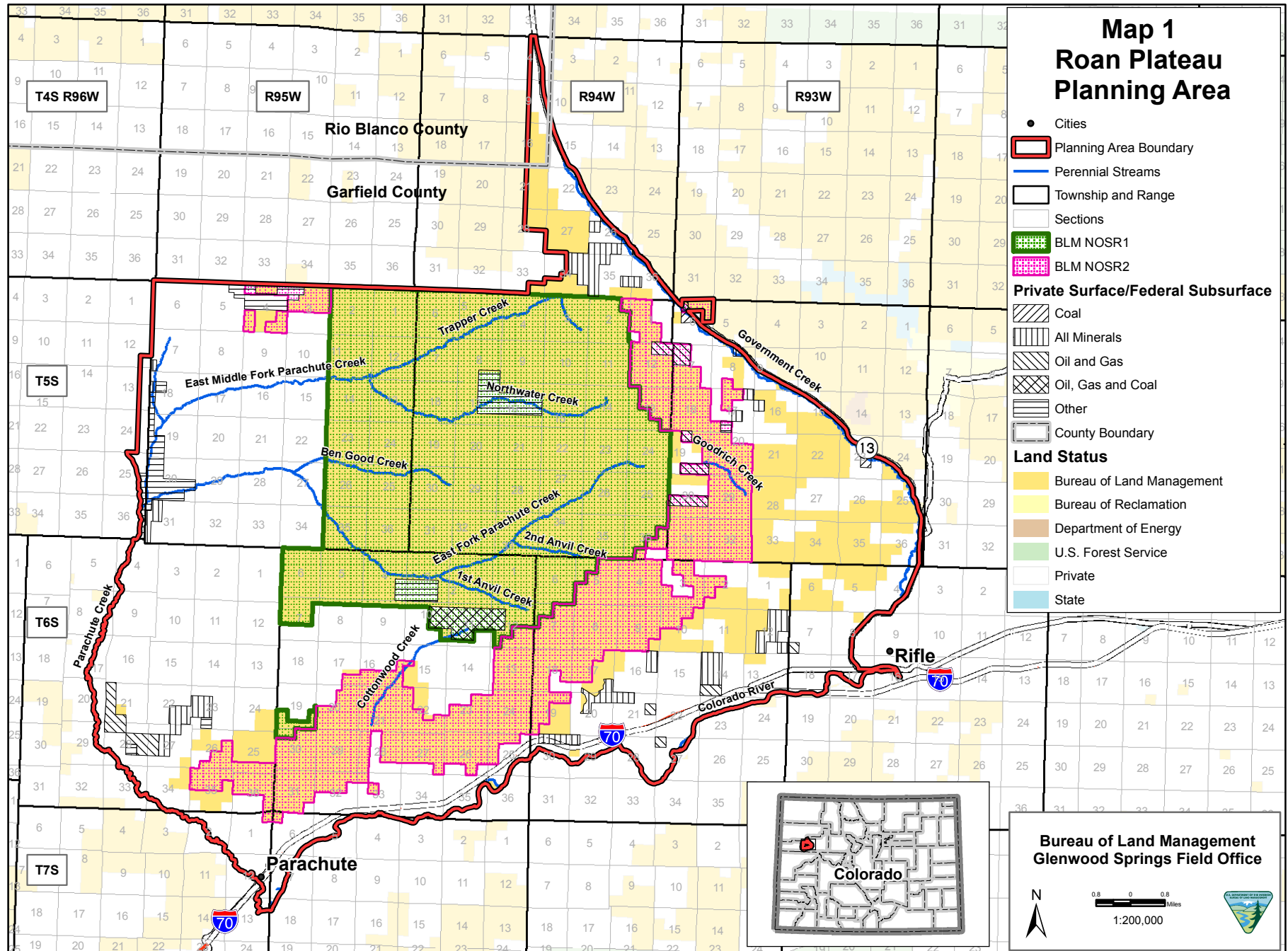
The Proposed RMPA/Final Environmental Impact Statement (EIS) and this ROD have been developed in accordance with Public Law 105-85 (the "Transfer Act"), the National Environmental Policy Act of 1969 (NEPA) and the Federal Land Policy Management Act of 1976 (FLPMA). The Transfer Act transferred management of NOSRs 1 and 3 from the Department of Energy to the BLM in 1997. The transfer legislation instructed BLM to develop a multiple-use management plan for the area and enter into leases for exploration, development, and production of petroleum (other than in the form of oil shale) on these transferred lands "as soon as practicable." This RMPA is based on elements analyzed in Alternatives II and III of the Draft RMPA/Draft EIS, Cooperating Agency input, changes made developing the Proposed RMPA/Final EIS in response to public comment, and changes made in response to protests received on the Proposed RMPA/Final EIS. Alternative III was the Preferred Alternative in the Draft RMPA/Draft EIS, which was released on November 19, 2004. The Proposed RMPA/Final EIS was released on September 7, 2006.

The Planning Area is located primarily in western Garfield County, with a small portion in southern Rio Blanco County. It lies generally north of Interstate 70 (I-70) between the towns of Rifle and Parachute and consists of three visually, geologically, and ecologically distinct areas: (1) semi-desert habitats at lower elevations, (2) relatively moist montane and subalpine habitats at higher elevations, and (3) a band of high and mostly unbroken cliffs separating these areas. The Planning Area drains westward to Parachute Creek, eastward to Government Creek, or southward to the Colorado River.

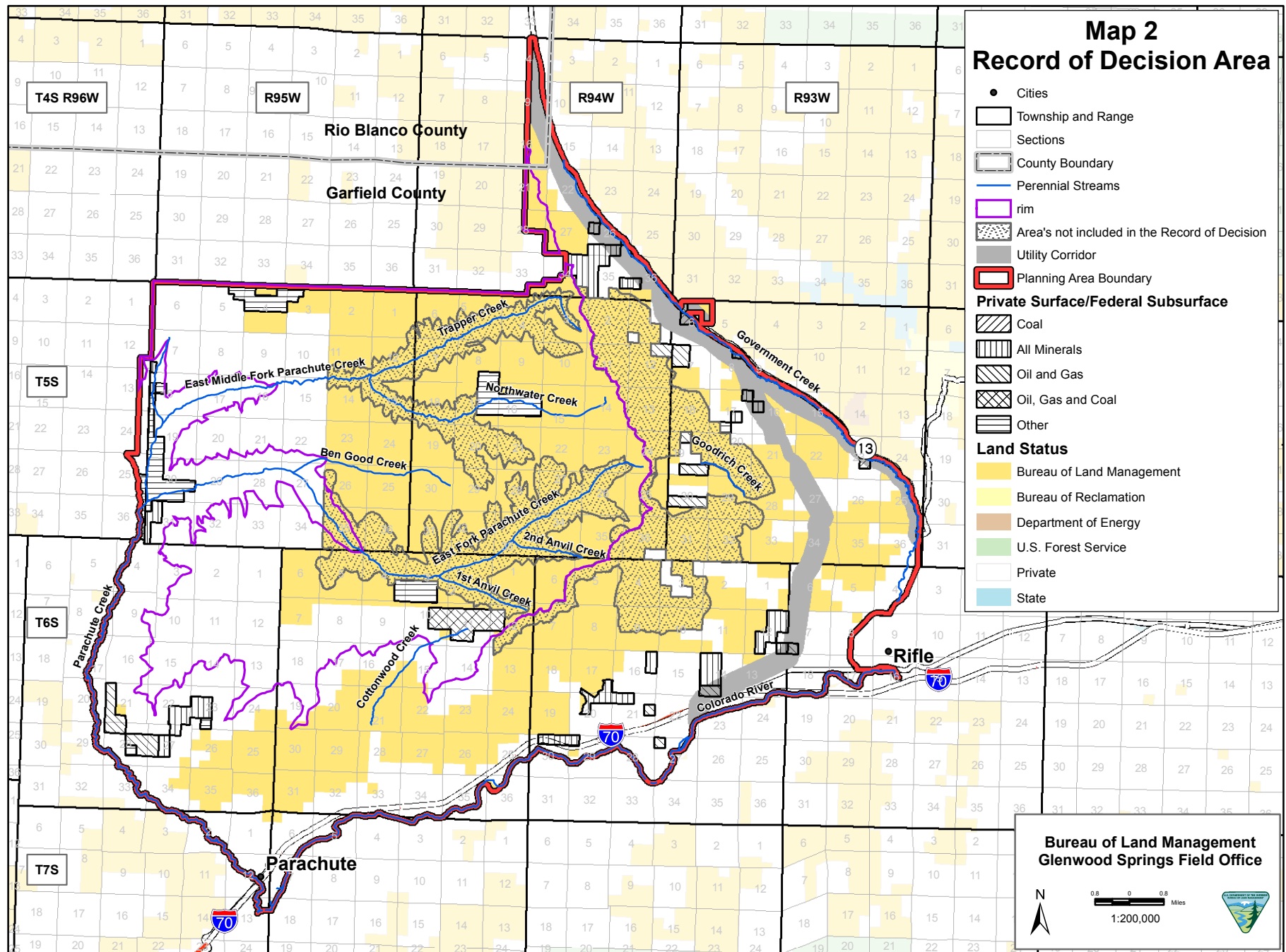
The Planning Area shown on Map 1 includes 73,602 acres of Federal lands of which all but 6,668 acres are also Federal surface. This ROD documents the BLM's decisions on the management of 52,568 acres (see Map 2), including 24,990 acres of NOSRs 1 and 3 that were not previously available for oil and gas leasing and development. Within the Planning Area, approximately 21,034 acres of Federal surface estate were considered for designation as ACECs in the Proposed RMPA/Final EIS; these lands are excluded from all decisions in this ROD because of a protest issue related to ACECs (decisions for these lands will be made in a separate ROD). Decisions made in this ROD apply only to the BLM-administered lands, which include Federal surface estate, subsurface mineral estate, or both. They do not apply to surface or subsurface mineral estate over which the BLM has no jurisdiction.

Some of the NOSR and other Federal lands in the Planning Area have already been leased and are undergoing oil and gas development. Stipulations included in this ROD will not apply to existing leases because of contractual rights.

Map 1 Roan Plateau Planning Area



Map 2 Record of Decision Area



2. RESULTS OF PROTEST REVIEW

- The BLM received 42 protest letters during the 30-day protest period for the Proposed RMPA/Final EIS. Of this number, two form letters were submitted by 33 protestors. Ten unique protest letters were received from the following: Colorado Oil and Gas Association (COGA);
- National Wildlife Foundation/Colorado Wildlife Federation;
- U.S. Congresswoman, the Honorable Diana DeGette;
- EnCana Oil and Gas (USA) Inc.;
- Colorado Trout Unlimited;
- Colorado Mule Deer Association;
- Western Resources Advocates;
- Vaughan F. Kendall;
- Rock the Earth; and
- The Conservation Groups (Colorado Environmental Coalition, Colorado Mountain Club, Center for Native Ecosystems, Environment Colorado, Natural Resources Defense Council, Sierra Club, The Wilderness Society, Western Colorado Congress, and Wilderness Workshop.

2.1 Protest Concerns

The BLM addressed the protests without making significant changes to the Proposed RMPA/Final EIS in this ROD. One protest issue relating to ACECs is being resolved. The main protest issues pertained to oil and gas leasing and development, wildlife and fisheries mitigation, wilderness character, NEPA adequacy, recreation, ACECs, the application of best management practices (BMPs), water resources, and air quality. Several minor modifications or clarifications made subsequent to these protests are described in Section 3.4.

3. DECISIONS BEFORE THE BLM

The decision before the BLM in this ROD is whether to approve, disapprove, or approve with modifications the Proposed RMPA for the Roan Plateau public lands, excluding those lands under consideration for ACEC designation as described above.

3.1 What the RMPA Provides

Land use plan decisions in this ROD include goals, objectives, and management actions for Federal lands inside the Planning Area (excluding those areas under consideration as proposed ACECs). The primary management decisions in the RMPA are to:

- Manage resources to protect and enhance natural resources (specifically native vegetative communities, fish and wildlife, and cultural, geological, paleontological, and visual resources) and recreation opportunities;
- Allow for oil and gas leasing of 52,568 acres of the BLM lands in the Planning Area (does not include areas under consideration as proposed ACECs). Subsequent development will be subject to statute, regulations, and stipulations contained in the leases, and other restrictions as contained in the RMPA;

- Identify one Watershed Management Area (WMA) (see Map 3);
- Identify one area to be managed as an off-highway vehicle (OHV) Riding Area; and
- Protect streams found to be eligible for a Wild and Scenic Rivers (WSRs) suitability study, until such time a suitability study is conducted. Except for those areas under consideration as proposed ACECs, this ROD serves as the final decision establishing the land use plan decisions detailed in the RMPA and is effective on the signature date. No further administrative remedies are available for these land use planning decisions. The implementation decision for Travel Management may be appealed as described in Section 3.2.1.

3.2 What the RMPA Does Not Provide

This RMPA does not contain decisions for the BLM lands outside the Planning Area, or on State-owned lands, private surface estate overlying Federal mineral estate, or other private lands inside the Planning Area. Additionally, many decisions are not appropriate at this level of planning and are not included in the ROD. Examples include statutory requirements, national policy, funding levels, and budget allocations. This ROD does not contain implementation decisions except for Travel Management, as described in Section 6.2.2, Transportation.

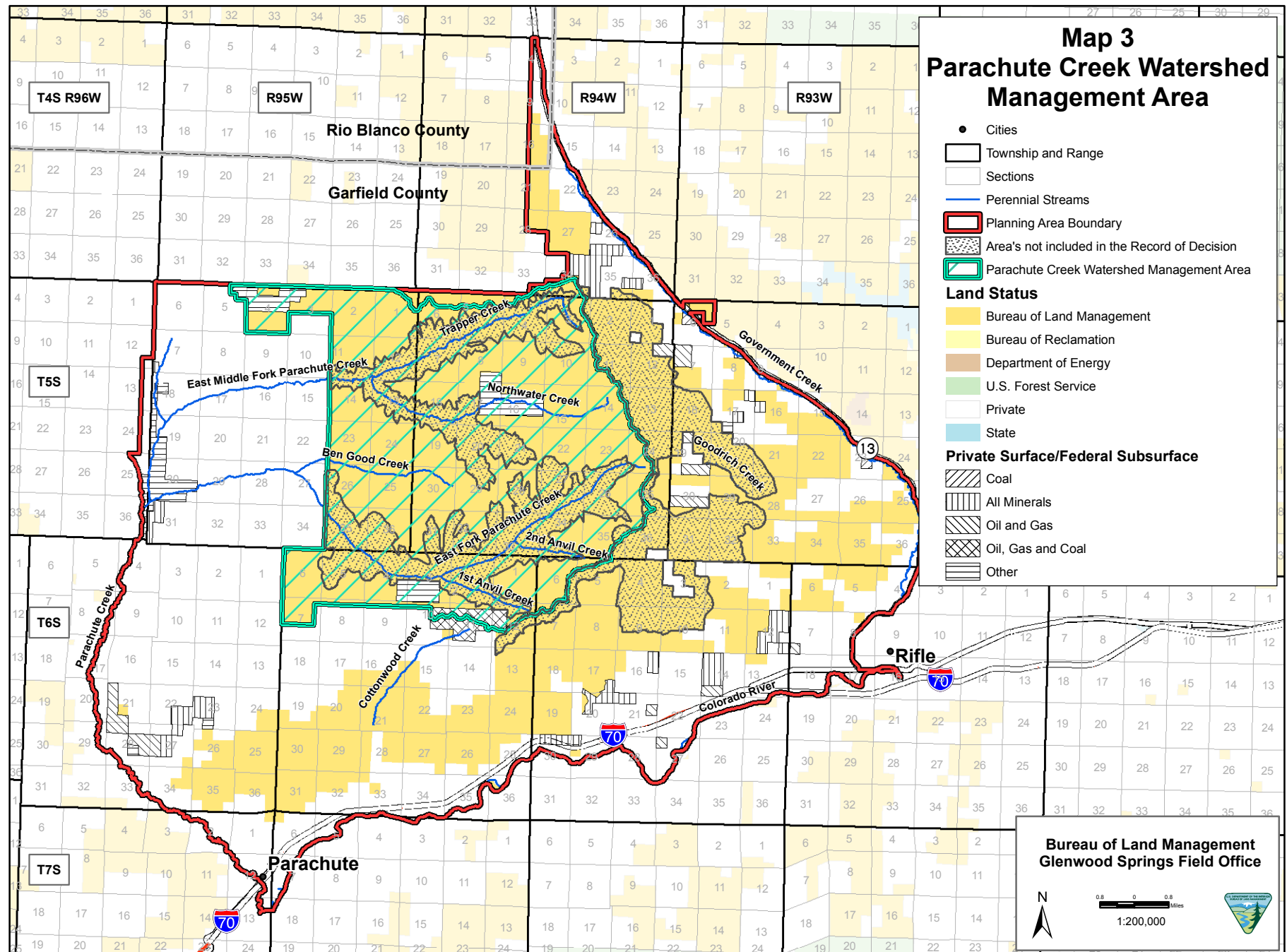
Travel management decisions on individual routes are the only implementation decisions made in this ROD. Implementation decisions are final approval decisions allowing actions to proceed. These decisions are implemented through permits, leases, and site-specific authorizing actions accompanied by site-specific analysis and appropriate NEPA documentation. Implementation decisions are not subject to protest but may be appealed. Implementation decisions (other than Travel Management) may be considered in future activity planning or site-specific analyses. This ROD also does not include management decisions for approximately 21,034 acres of Federal surface estate that are being considering for designation as ACECs (these decisions will be considered in a separate ROD).

3.2.1 Appeal Procedures for Travel Management Implementation Decisions

Implementation decisions for Travel Management are not subject to protest under the planning regulations but are subject to various administrative remedies, primarily appeals to the Interior Board of Land Appeals (IBLA) under 43 Code of Federal Regulations (CFR) § 4.411. An appeal is an opportunity for a qualified party to obtain a review of a BLM decision by an independent board of administrative law judges within the U.S. Department of the Interior's Office of Hearings and Appeals. The IBLA determines whether the BLM followed applicable laws and regulations, adhered to established policies and procedures, and considered relevant information in reaching an implementation decision.

A notice (i.e., Notice of Appeal) must be filed with the IBLA to appeal a Travel Management implementation decision from this plan. Address appeals to the Glenwood Springs Field Office of the Bureau of Land Management, 50629 Highways 6 & 24, Glenwood Springs, Colorado, 81601 within 30 days after the date of the publication of availability for this ROD in the Federal Register. The Notice of Appeal must identify that the Roan Plateau Travel Management decisions are being appealed and may also include a statement of the reasons for the appeal. If the Notice of Appeal does not include a statement of reasons, the statement must be filed with the IBLA within 30 days after the Notice of Appeal is filed.

Map 3 Parachute Creek Watershed Management Area



The statement of reasons must be mailed to:

Interior Board of Land Appeals
Office of Hearings and Appeals
801 North Quincy Street
Arlington, VA 22203

Failure to file the statement of reasons within the time required will result in summary dismissal of the appeal.

Within 15 days after each document is filed, a copy of the Notice of Appeal, the statement of reasons, and any applicable written arguments or briefs must be sent to:

Office of the Regional Solicitor
Rocky Mountain Region
U.S. Department of the Interior
755 Parfet Street, Suite 151
Lakewood, CO 80215

Service of the documents to the Solicitor must be accomplished through personal delivery, or by sending the document(s) by registered or certified mail, return receipt requested. Within 15 days of service of the document to the Solicitor proof of that service must be provided to the IBLA at the address above.

3.2.2 Petition for Stay

Petitions for stay must be filed in the office of the authorized officer at the time the petition is filed and must show sufficient justification based on the following standards (43 CFR 4.21):

- The relative harm to the parties if the stay is granted or denied;
- The likelihood of the appellant's success on the merits;
- The likelihood of immediate and irreparable harm if the stay is not granted; and
- Whether granting the stay is in the public interest.

3.3 Notice of Modifications

As a result of protests on the Proposed RMPA/Final EIS and internal BLM review, several minor modifications were made to the proposed decisions in the Proposed RMPA/Final EIS. Sections that were modified include Section 4.2.2.2, Appendix A, and Appendix F. The BLM does not consider these modifications to be significant changes. They are briefly described below.

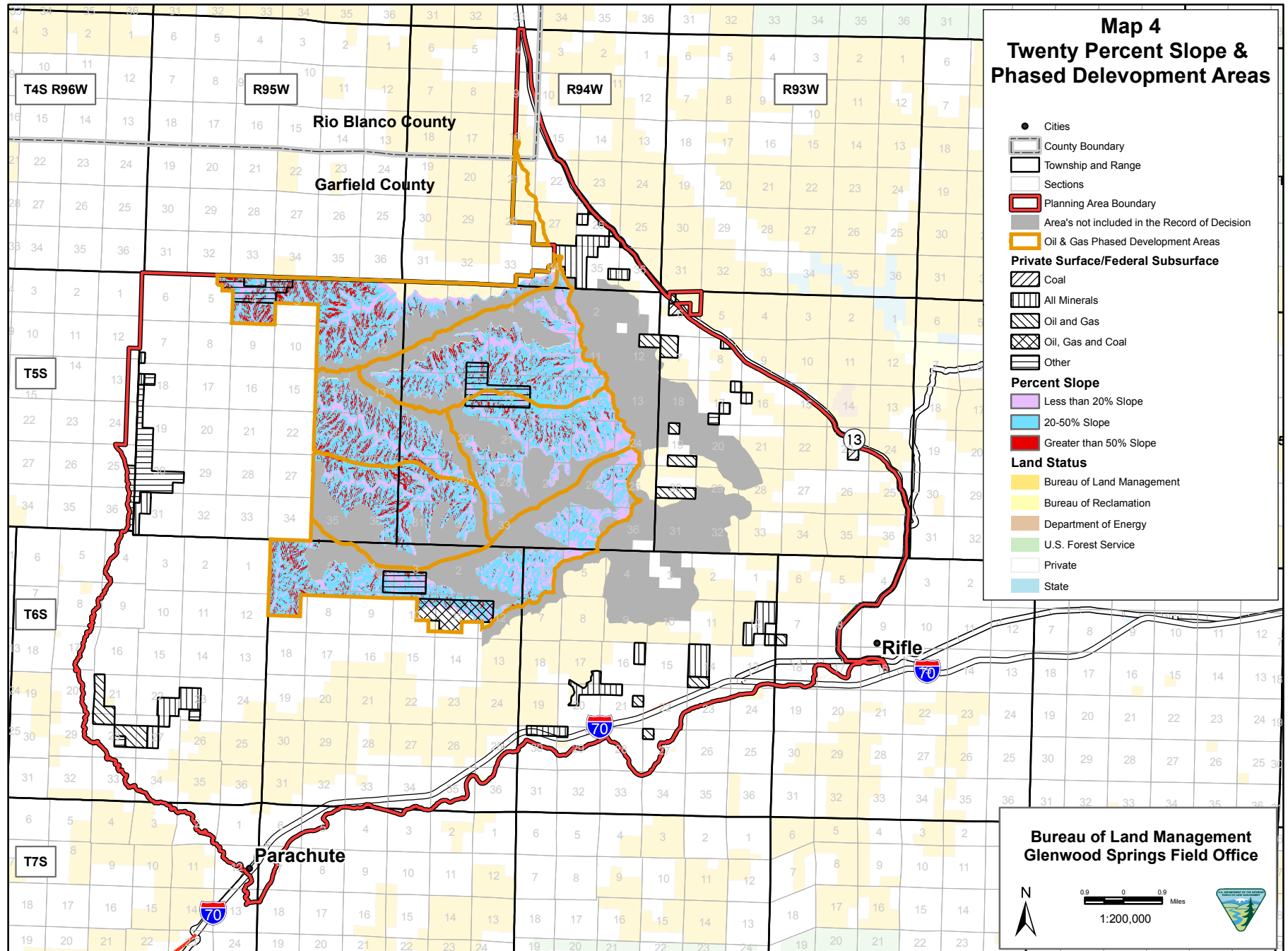
3.3.1 Section 4.3.2.2 of the Proposed RMPA/Final EIS

A map showing the location of areas with slopes less than 20 percent has been included in this ROD to identify potential areas of development (see Map 4). This is particularly pertinent to the discussion found in Section 4.3.2.2 of the Proposed RMPA/Final EIS.

3.3.2 Appendix A

Appendix A, Best Management Practices (BMPs) and Mitigation Measures, was modified from Appendix I of the Proposed RMPA/Final EIS to clarify the types of BMPs that may be adopted as Conditions of Approval (COAs) during the oil and gas permitting process or applied during the authorization process for other resource uses.

Map 4 Twenty Percent Slope & Phased Development Areas



3.3.3 Appendix F

Appendix F, Stipulations, is modified from Appendix C of the Proposed RMPA/Final EIS, to better reflect current BLM guidance and to clarify specific stipulations (see Section 3.4, Clarifications). Three notable modifications were made to Appendix F:

- As a result of consultation with the USFWS, additional protections have been included in Appendix F for bald eagles (see GS-NSO-ROAN-26) and the Mexican spotted owl (see GS-NSO-ROAN-24).
- The standards for Site-Specific Relocation (SSR)/Controlled Surface Use (CSU) stipulations have been amended to more accurately reflect the BLM's guidance for such stipulations. As amended, the standards for SSR/CSU stipulations are more consistent with the BLM's regulations on stipulations that allow but control surface uses. This includes relocation of proposed operations and/or modification of the design of facilities (43 CFR § 3101.1-2).
- Endangered Species Act (ESA) consultation was added to Lease Notices (LNs).

3.4 Clarifications

Clarifications and minor corrections were made to the Proposed RMPA/Final EIS and are reflected in the ROD and attached appendices A through G. Of particular note are the clarifications made to Appendix F, containing stipulations. Specifically, clarifications pertain to No Ground Disturbance (NGD)/No Surface Occupancy (NSO) restrictions, limitations on surface disturbance in the WMA, and allowed production activities. The following points of clarifications are provided in this ROD:

- The BLM intends to limit surface-disturbing activities in a sequential area-by-area manner and not limit exploration activities in such a way (clarified in GS-CSU-ROAN-13, 2.3).
- Surface-disturbing activities associated with development will be limited to one geographic area at a time although actual production (i.e., flow of gas) from multiple areas at any given time is both anticipated and allowed (clarified in Section 6.2.6, Oil and Gas, Management Action OG-1c, in GS-CSU-ROAN-13, 2.3).
- The BLM will require that the 5-year interim criteria must be met in order for areas to be released from the total maximum disturbance requirement for the unit (clarified in GS-CSU-ROAN-13, 2.5).
- Wording has been added more accurately reflect the requirements of 43 CFR § 3101.1-4 in the description of exemptions, modifications, and waivers (clarified in the Introduction to Appendix F).
- Clarification was added to explain how exploratory activities relate to the reclamation standards (clarified in GS-CSU-ROAN-13, 2.4).
- This ROD was revised to more clearly indicate which disturbances will be counted toward the "total unreclaimed surface disturbance" (clarified in GS-CSU-ROAN-13, 2.4).
- Until a well is abandoned, the lessee/unit operator will be allowed to re-enter areas that have received interim reclamation subject to the one percent disturbance limit, although this will be subject to phasing and sequencing by area (clarified in GS-CSU-ROAN-13, 2.3).
- Additional surface disturbance related to development and production activities would be included in the 350-acre surface disturbance limitation, with exceptions, as noted on page 2-9 (clarified in GS-CSU-ROAN-13, 2.4).

- “Utility corridors” include pipelines (clarified in GS-CSU-ROAN-13, 2.4.1 and 2.10).
- Surface and groundwater monitoring will be conducted to the extent needed to preclude resource damage or document compliance with the mitigation standard (clarified in GS-CSU-ROAN-13, 4).
- For areas below the rim, overall surface space location densities are expected to average approximately one surface location per 160 acres, when areas with NSO and other restrictive requirements are considered, and distances between the pads below the rim may vary (clarified in Section 6.2.6, Oil and Gas, Management Action OG-4).
- Geographic Area Proposals (GAPs) include appropriate monitoring and methodologies to ensure compliance with identified standards (clarified in Section 6.2.6, Oil and Gas, Management Action OG-9, and in GS-CSU-ROAN-13, 1).
- The terms wildlife security and wildlife security areas were used interchangeably in the Proposed RMPA/Final EIS. In the ROD, the term wildlife security area is used.

Included in the stipulations is a description of standards applied to short-term activities (where reclamation occurs within two years of initiation). The following description is provided in Appendix F for each stipulation:

- Short-term activities (i.e., reclaimed within two years of initiation) may be permitted if they will result in a limited surface disturbance area from which it can be demonstrated that no adverse impacts to the specifically protected resource would result. In situations where such a ground-disturbing activity is permitted, the activity would be subject to additional COAs and reclamation standards, criteria, plans, and practices detailed in Appendices A and C, respectively.

4. OVERVIEW OF THE ALTERNATIVES CONSIDERED

Five alternatives, including a No Action Alternative, were analyzed in detail and presented in the Draft RMPA/Draft EIS (BLM 2004). The Proposed Plan and select comparisons between the Proposed Plan and No Action and Preferred Alternatives are presented in the Proposed RMPA/Final EIS (BLM 2006). The five alternatives, described in the Draft RMPA/Draft EIS were developed to represent a reasonable range of land uses and management actions for the Planning Area.

4.1 Alternative I (No Action Alternative)

Alternative I (the No Action Alternative) represented the continuation of current management. Alternative I would have preserved present management practices in accordance with the Glenwood Springs RMP (as amended) (BLM 1999) and existing laws, regulation, and policy. Current land uses in the Planning Area would have continued and resource management would not have changed. This alternative would not have allowed oil and gas leasing on top of the plateau (NOSR 1) and would have used current restrictions for oil and gas development within the rest of the Planning Area.

4.2 Alternative II (Environmentally Preferable Alternative)

Alternative II of the Draft RMPA/Draft EIS is identified as the most environmentally preferable alternative. This alternative placed the greatest emphasis on protective restrictions and management actions aimed at preserving or improving sensitive resource values, while accommodating some oil and gas development atop the plateau, as well as in areas below the rim. The authority of the Department of the Interior to designate Wilderness Study Areas (WSAs) expired no later than October 21, 1993 as noted in BLM Instruction Memorandum WO 2003-274.

While no WSAs would have been designated, three areas having characteristics associated with wilderness, encompassing a combined area of 21,382 acres, would have been managed to protect and maintain characteristics associated with wilderness: the Northeast Cliffs, Southeast Cliffs, and East Fork Parachute Creek units. Alternative II would have also protected 7,883 acres of streams and stream corridors found to be eligible for WSR designation until a suitability decision is made.

Alternative II would have allowed the least amount of oil and gas development among the alternatives except for No Action (Alternative I), due in part to closure of 29 percent of the Planning Area to oil and gas leasing. Furthermore, Alternative II included large areas with NGD/NSO restrictions and would have implemented a number of management actions and restrictions to protect and enhance certain resources and the natural processes on which they depend. These management actions and restrictions reflected the emphasis in Alternative II on conservation of the visual, natural, wilderness, geological, and ecological qualities of the Planning Area while allowing oil and gas leasing and development in some areas where previously precluded.

4.3 Alternative III

The BLM designated Alternative III as the Preferred Alternative in the Draft RMPA/Draft EIS. This Alternative emphasized multiple resource use in the Planning Area. Ecological values would have been protected through the development of management prescriptions intended to limit surface disturbance, implement active management, and mitigate effects of resource development. This Alternative supported intensive management actions to meet Colorado Standards for Public Land Health on a landscape basis. A WMA would have been designated for the entire portion of the Parachute Creek drainage atop the plateau to protect water quality, as well as aquatic biota and other adjacent resources. A combined 7,883 acres of streams and stream corridors found to be eligible as WSRs would have been managed to maintain that eligibility until a suitability decision is made.

A unique feature of Alternative III was that although all of the BLM lands were to be open to oil and gas leasing, lands above the rim would have been leased only after a specified threshold of development below the rim had been reached. The threshold for leasing above the rim was defined as the point at which 80 percent of anticipated wells below the rim during the 20-year life of the Plan were effectively completed to total depth and a production test performed.

4.4 Alternative IV

Alternative IV, like Alternative III, emphasized multiple resource use in the Planning Area. The most important ecological values were to be protected with the development of management prescriptions that limited surface disturbance, implemented active management, and mitigated effects of resource development. This alternative supported intensive management actions to meet Colorado Standards for Public Land Health on a landscape basis. A combined 7,883 acres of streams and stream corridors found to be eligible as WSRs would have been managed to maintain that eligibility until a suitability decision is made. No areas would have been closed to oil and gas leasing.

4.5 Alternative V

Alternative V would have accommodated energy and other nonrenewable resource development throughout the Planning Area. This alternative would have allowed ecological values and biological diversity to be modified by ground-disturbing activities related to resource development. Key resources would have been protected on a site-specific basis through active management and mitigation to meet legal requirements and Colorado Standards for Public Land Health. The alternative assumed the WSR-eligible streams and stream corridors would not have

been designated as WSRs and the associated protection would therefore not have been applied. However, long-term ground-disturbing activities would have been prohibited if the 7,883 acres have been deemed suitable, with the corridors managed under NGD/NSO restrictions until a suitability decision is made.

5. MANAGEMENT CONSIDERATIONS IN SELECTING THE APPROVED PLAN

The BLM is required to manage public lands for multiple-use in accordance with FLPMA. The diversity of stakeholder concerns surrounding this plan resulted in support and opposition to components of all alternatives. The RMPA presented in this ROD contains no significant changes to the Proposed RMPA/Final EIS (other than the deferral of decisions for lands being considered as proposed ACECs). However, the RMPA contains modifications and clarifications are described in Sections 3.3 and 3.4.

In developing the Proposed RMPA/Final EIS, the BLM intended to increase the amount of environmental protection compared to the Preferred Alternative of the Draft RMPA/Draft EIS. The BLM developed the RMPA in response to public comments and through consultation and coordination efforts with state, county, and local government entities. The RMPA incorporates revisions and refinements resulting from this consultation and coordination process, including with Cooperating Agencies, following the public comment period for the Draft RMPA/Draft EIS.

This ROD is constructed primarily from components excerpted from the five previous alternatives (particularly Alternatives II and III) and includes some additional measures to further reduce environmental impacts. One of the most important of these is the BLM's adoption of measures proposed by the Colorado Department of Natural Resources (CDNR) to reduce impacts of oil and gas development atop the plateau. These measures were proposed during the consultation and coordination process and received various levels of support from the other Cooperating Agencies.

6. PLAN ELEMENTS

The overall purpose is to emphasize balance in managing for a variety of multiple resource uses incorporating outcome-based adaptive management, to protect key biological and aesthetic resources while developing oil and gas resources in a systematic, clustered, and staged manner. The RMPA emphasizes natural resource values through application of protective surface-use restrictions and stipulations, directed management actions, and administrative actions.

The RMPA includes a variety of management activities intended to maintain, enhance, and monitor resource conditions. It employs the following stipulations, which apply to all resource management activities (the percentage of total BLM lands considered in this ROD are shown in parentheses):

- NGD/NSO – 17,736 acres (34 percent);
- SSR/CSU – 48,009 (91 percent) – Includes 17,517 acres that overlap with NGD/NSO areas;
- Timing Limitations (TLs) – 29,460 acres (56 percent) – includes 12,153 acres that overlap with NGD/NSO areas and 23,910 acres that overlap with SSR/CSU areas; and
- Standard Restrictions – 683 acres (one percent).

The RMPA allows oil and gas leasing of 100 percent of the Federal mineral estate lands within the Planning Area being considered in this ROD. Various constraints on long-term ground-disturbing activities, however, limit the area available for these uses to 34,832 acres, or 66 percent of the Federal lands considered in this ROD. Other key elements of the RMPA include

the requirement for phased and clustered development of oil and gas resources on top of the plateau, with a focus on allowing development only along ridges and existing roads, and limiting the acreage of disturbed land permissible at any one time. The RMPA relies heavily on the use of directional drilling to optimize recovery of oil and gas resources while significantly reducing associated ground disturbance. For areas at lower elevations below the rim, the BLM will manage to maximize clustered development. However, more flexibility is allowed in the lower areas because of the proximity and irregular boundaries of private lands, currently leased Federal lands, and currently unleased Federal lands subject to future leasing. Oil and gas leasing is discussed in Section 6.2.6 of this ROD.

The 1984 Glenwood Springs Resource Area RMP and 1997 White River Resource Area RMP were amended on February 12, 1997, adopting the Colorado Standards for Public Land Health. The Colorado Standards for Public Land Health describe the conditions needed to sustain public land health, and apply to all program uses in the Roan Plateau Planning Area.

The decisions contained in this ROD are listed in Sections 6.1, 6.2, and 6.3 by resource, resource use, and special designation, respectively. Management direction in this ROD has been segregated into three major classifications for each of the resources, resource uses, and special designations: General Management Decisions, Management Actions, and Stipulations as follows.

- General Management Decisions provide broad goals and objectives for each of the resources, resource uses, and special designations.
- Management Actions listed in this ROD describe the actions to be taken in order to attain these broader goals and objectives, subject to valid existing rights. Management Actions include restrictions that will be applied to protect the respective resources, resource uses, or special designations. Where applicable, measurable standards are identified as part of the Management Actions.
- Stipulations list and describe the specific mitigating measures to be administered to protect, enhance, and/or maintain resource values or uses. Appendix F lists and describes the specific substantial restrictions and associated standards, which have been identified in order to allow environmentally responsible oil and gas leasing and development along with other resource management activities. Other important restrictions not suitable for inclusion as lease stipulations have been identified as management actions.

In the following sections, stipulations are numbered and identified as shown in the following example: GS-NSO-ROAN-24 (Glenwood Springs – No Surface Occupancy – Roan Plateau Planning Area – Number of Stipulation). Stipulations, as numbered, can be found in Appendix F and correspond to the abbreviations used in the Colorado BLM's oil and gas database. The term No Ground Disturbance (NGD) applies to all activities but oil and gas leasing and permitting, while the term No Surface Occupancy (NSO) applies to only oil and gas leasing and permitting. Similarly, the term Site-Specific Relocation (SSR) applies to all activities but oil and gas leasing and permitting, while the term Controlled Surface Use (CSU) applies to only oil and gas leasing and permitting. Timing Limitations (TL) apply to all activities. Lease Notices (LN) apply only to oil and gas leasing and permitting, however, similar requirements would be applied during permit or application approval for other activities.

All General Management Decisions, Management Actions, and Stipulations apply to all management and use activities. Provisions for exceptions, modifications, and waivers to stipulations for oil and gas leasing, other land uses, and other management actions are described in Appendix F. Specific stipulations are referenced under the sections in which they are most applicable.

6.1 Resources

Resource goals, objectives, and management actions for the Roan Plateau Planning Area, excluding approximately 21,034 acres of Federal surface estate that are being considered for designation as ACECs, are described in the following sections.

6.1.1 Geology (G)

General Management Decisions

Goal G-1: Protect and preserve Geological Heritage Resources.

Objective G-1: Protect and preserve the existing scientific and historic geological values associated with the Anvil Points Claystone Cave and karst system.

Management Actions

G-1: Restrict activities that could cause direct or indirect impacts, such as structural collapse or dewatering, through the application of a NGD/NSO restriction. Utilize public education opportunities as appropriate to help achieve goals.

Stipulations

- **NGD/NSO**

GS-NSO-ROAN-21. Anvil Points Claystone Cave: See Appendix F

6.1.2 Paleontology (P)

General Management Decisions

Goal P-1: Protect and preserve paleontological resources.

Objective P-1: Protect Sharrard Park's scientifically significant Eocene fossil mammal localities from surface disturbing activities, and recover such resources and associated data through an authorization process.

Management Actions

P-1: Apply a SSR/CSU restriction to protect the paleontological resources in Sharrard Park.

P-2: Require survey and mitigation prior to any surface-disturbing activities in Condition 1 and Condition 2 areas.

Stipulations

- **SSR/CSU**

GS-CSU-ROAN-18. Sharrard Park Paleontological Resources: See Appendix F

6.1.3 Soil (S)

General Management Decisions

Goal S-1: Maintain watershed soil stability and productivity.

Objective S-1: Manage to meet Colorado Standards for Public Land Health for soils on a watershed scale, and support other resource needs.

Management Actions

S-1: Maintain site stability and site productivity on steep slopes and erosive soils throughout the Planning Area by applying NGD/NSO and SSR/CSU restriction, COAs, BMPs, and other site-specific mitigation (see Appendices A and F).

S-2: Apply COAs, BMPs, and other site-specific mitigation to minimize erosion, encourage rapid reclamation, retain soils using stormwater mitigation structures, maintain soil stability, and support other resources (including fisheries habitat).

Stipulations

- ***NGD/NSO***

- GS-NSO-ROAN-22. Steep Slopes Greater Than 50 Percent:** See Appendix F

- ***SSR/CSU***

- GS-CSU-ROAN-04. Erosive Soils and Slopes Greater Than 30 Percent:** See Appendix F

6.1.4 Water (W)

General Management Decisions

Goal W-1: Meet all state and federal water quality standards, and support water quantity and quality needs of other resources.

Objective W-1: Ensure authorized activities comply with all applicable water quality standards, including the Colorado Standards for Public Land Health, and that objectives associated with management of the Parachute Creek WMA are achieved.

Management Actions

W-1: Establish baseline water quality data and monitoring program for drainages prior to allowing surface-disturbing activities. Assess disturbance-related water quality changes, identifying and implementing mitigation measures as needed to meet water quality standards; also implement those actions associated with the Parachute Creek WMA (see Section 6.3.2).

Stipulations

See Section 6.3.2, Watershed Management Area.

6.1.5 Ecological Values (EV)

General Management Decisions

Goal EV-1: Protect key ecological values and natural processes.

Objective EV-2: Provide protection for candidate and sensitive species in addition to supporting important ecological processes, consistent with the Colorado Public Land Health Standards.

Management Actions

EV-1: Apply NGD/NSO and SSR/CSU restrictions, and COAs and BMPs to provide protections and to minimize impacts to an acceptable level and support sustainable ecosystem processes, as noted for other resources.

EV-2: Design and implement COAs, BMPs, other mitigation, and monitoring on a site-specific basis to mitigate the effects of surface disturbance.

EV-3: Manage resources within the Parachute Creek WMA as described in Section 6.3.2.

Stipulations

See Sections 6.1 and 6.3.2.

6.1.6 Climate and Air Quality (CA)

General Management Decisions

Goal CA-1: Meet all federal and state air quality standards and regulations.

Objective CA-1: Document that permitted activities meet all applicable regulations and standards, and mitigation is implemented as needed to reduce emissions so as not to contribute to site-specific or regional air quality emission problems.

Management Actions

CA-1: Implement monitoring and mitigation measures as needed to reduce emissions to meet federal, state, and local air quality standards and regulations, both on a site-specific and cumulative basis.

Stipulations

There are no specific climate or air quality stipulations.

6.1.7 Vegetation, Weeds, and Riparian/Wetland Communities (VWR)

General Management Decisions

Goal VWR-1: Manage vegetation resources in a long-term sustainable manner, protecting the soil, hydrologic, and watershed conditions that support them.

Objective VWR-1.1: Enhance the health, productivity, and ecological condition of native and other desirable plant communities, including the integrity of native stands of aspen, mountain shrubs, grasslands, and conifers. Actions should be in accordance with the Colorado Standards for Public Land Health.

Objective VWR-1.2: Optimize forage production, given other uses and objectives.

Goal VWR-2: Ensure healthy and vigorous riparian plant communities.

Objective VWR-2: Surpass minimum Proper Functioning Condition (PFC) standards and provide high-quality fisheries habitat atop the plateau.

Goal VWR-3: Maintain healthy native vegetation free of noxious weeds and exotic (introduced) species on Federal lands within the Planning Area.

Objective VWR-3.1: Promote natural processes and healthy native plant communities to deter noxious weeds, while minimizing and, to the extent practicable, eradicating noxious weed and undesirable exotic species on Federal lands within the Planning Area.

Objective VWR-3.2: Use only native plant species for revegetation (preferably locally adapted), unless in areas with a high risk of being dominated by cheat grass (*Anisantha tectorum*) or other undesirable species under conditions where only non-native species have been proven effective (as consistent with BLM Manual 1745 or Handbook 1742-1).

Objective VWR-3.3: Design activities to maintain or improve ecological conditions.

Management Actions

VWR-1: Apply NGD/NSO restriction to protect riparian and wetland habitat.

VWR-2: Apply SSR/CSU restriction to protect riparian and wetland habitat.

VWR-3: Develop and implement economically feasible grazing systems and range improvements.

VWR-4: Defer grazing use for two growing seasons on disturbed areas larger than 0.5 acre (e.g., a fire event, reclamation of disturbed lands, or vegetation treatment), or until site-specific analysis and monitoring data indicate that vegetation cover, species composition, and litter accumulation are adequate to support and protect watershed values and meet vegetation objectives.

VWR-5: Establish vegetative site potential using Ecological Site Inventories (ESIs) based on Natural Resources Conservation Service (NRCS) procedures and standards (or a comparable methodology) incorporating soil and vegetation data, for at least the 10 most extensive vegetation communities in the Planning Area to aid in the development of site-specific reclamation standards.

VWR-6: Develop desired future vegetation condition objectives that support quantitative assessment of revegetation success, and adaptive management decisions for other resources.

VWR-7: Use range, fuels and fire, and vegetation management activities that protect and/or enhance the health and productivity of native and other desirable plant communities and wildlife habitat.

VWR-8: Establish condition ratings based on ESIs (or equivalent assessments of potential natural vegetation based on site and soil characteristics and conditions). Manage to improve riparian-related fisheries habitat atop the plateau based on potential site findings.

VWR-9: Avoid or mitigate activities that could cause a downward trend in the condition of riparian resources or functioning condition.

VWR-10: Initiate activity plans that identify habitat improvement projects to achieve desired conditions.

VWR-11: Close, reclaim, or relocate routes that are negatively impacting the stream and/or riparian zones.

VWR-12: Locate new routes outside riparian zones to reduce or eliminate negative impacts.

VWR-13: Initiate riparian restoration projects within those systems that have been identified as not functioning, or functioning at risk, with a downward or static trend, and in those reaches of streams where fisheries habitat can be enhanced.

VWR-14: Implement grazing management (Appendix B) on riparian/wetland areas that will result in achieving PFC and late-seral stage plant community development and improve fisheries habitat.

VWR-15: Implement an integrated weed management program, which includes a weed management plan, pre-disturbance weed mapping, and mechanical, biological, and chemical control techniques.

VWR-16: Require the use of weed free hay and feed for livestock.

VWR-17: Require weed control actions for all disturbances, including those less than one acre. To the extent practicable, eradicate all noxious weeds and minimize the occurrence of exotic species.

VWR-18: Require prompt reclamation with native species of all disturbed areas. Standards for reclamation are found in Appendix C.

VWR-19: Require reclamation practices, BMPs, and performance-based success criteria as COAs (see Section 6.2.6) on all surface-disturbing project proposals to reestablish and maintain native species (Appendix A).

VWR-20: Require reclamation plans, reclamation monitoring plans, and weed management plans for all disturbances larger than one acre in size. Reclamation plans will contain specifics including, but not limited to, elevation, precipitation-dependent seed mixes, topsoil management, site preparation, and so forth, as approved by the BLM (Appendix C). Weed management plans will emphasize and detail prevention, inventory, detection, eradication and monitoring efforts, corrective measures, and other weed control actions.

VWR-21: Require a minimum of annual monitoring/reporting, as determined by the BLM, of reclamation status and success for all disturbances larger than one acre in size until such time as reclamation meets 5-year reclamation standards or until defined revegetation success criteria are achieved (Appendix C).

VWR-22: Incorporate vegetation management objectives for the most extensive vegetation communities into activity siting decisions, project proposals, mitigation requirements for permits, and COA decisions (see Table 2.4 of the RMPA).

VWR-23: Require weed-free seed for reclamation activities.

Stipulations

- ***NGD/NSO***

- GS-NSO-ROAN-23. Riparian and Wetland Habitat:** See Appendix F

- ***SSR/CSU***

- GS-CSU-ROAN-07. Riparian and Wetland Habitat:** See Appendix F

6.1.8 Terrestrial and Aquatic Wildlife (TAW)

General Management Decisions

Goal TAW-1: Protect important wildlife habitats atop the plateau and below the rim.

Objective TAW-1: Protect wildlife security areas, habitat connectivity, habitat-carrying capacity, and winter range.

Goal TAW-2: Protect raptor nests and nesting raptors from human disturbances. Avoid the construction of facilities hazardous to raptors.

Objective TAW-2: Comply with the Migratory Bird Treaty Act and the Bald and Golden Eagle Protection Act. Avoid destruction or abandonment of the nests, or reduction in nesting productivity.

Goal TAW-3: Maintain and enhance habitats important to Colorado River cutthroat trout (*Oncorhynchus clarki pleuriticus*) and other native fish.

Objective TAW-3: Maintain or improve water quality, natural stream flow, and stream ecological function throughout the Parachute Creek WMA by preventing or minimizing direct, indirect, or cumulative adverse impacts to Colorado River cutthroat trout or their habitat.

General Management Actions

TAW-1: Apply NGD/NSO restriction to wildlife security areas below the rim, and SSR/CSU restrictions to security areas atop the plateau.

TAW-2: Apply NSO and TL restrictions to nest sites. Consistent with BLM policy and after coordination with the USFWS, the cliff-nesting complex for peregrine falcon on the cliffs and wildlife security areas above the rim is protected with SSR/CSU rather than NGD/NSO restrictions, because the peregrine falcon is now a sensitive species rather than threatened or endangered.

TAW-3: Implement wildlife TLs, including one to protect 27,753 acres of big game winter range from December 1 through April 30 below the rim.

TAW-4: Maintain or enhance habitats capable of sustaining existing or increasing populations of wildlife within the constraints of other resource management objectives and activities.

TAW-5: Minimize loss of habitat connectivity and displacement of wildlife through design and siting of allowed activities.

TAW-6: Maintain or enhance big game habitat through vegetation management, to improve habitat quantity and quality.

TAW-7: Enforce travel restrictions as identified in Section 6.2.2.

TAW-8: Cluster disturbances to limit fragmentation, or loss of roadless wildlife habitat, below the rim.

TAW-9: Collect baseline data to assess current local hydrological and ecological conditions prior to conducting surface disturbance in the Parachute Creek WMA (Map 4).

TAW-10: Continue water quality monitoring throughout development of surface-disturbing activities until reclamation is complete.

TAW-11: Require clustered and sequenced development of oil and gas resources atop the plateau; ensure the location of drilling pads is not closer than 2,640 feet, and on slopes of 20 percent (Map 4) or less along ridge tops; limit direct surface disturbance not yet meeting

reclamation standards to less than one percent of the land area (350 acres), with exceptions as noted in Appendix F, GS-CSU-ROAN-13, 2.4.2; and require successful reclamation (five-year standard) prior to development of next phased development area (Map 4).

TAW-12: Encourage off-site mitigation across the landscape, in consultation with Colorado Division of Wildlife (CDOW), to offset impacts to wildlife habitat.

TAW-13: Require project-specific design and mitigation (see Appendix A) such that proposed actions and site locations will prevent or minimize the following: (1) reductions in natural stream flow, (2) additional sedimentation or other degradation of water quality, and (3) adverse impacts to stream ecological function, for reaches containing cutthroat trout habitat and reaches upstream from occupied habitat.

Stipulations

- **NGD/NSO**

GS-NSO-ROAN-23. Riparian and Wetland Habitat: See Appendix F

GS-NSO-ROAN-24. Threatened, Endangered, or Candidate Species Habitat: See Appendix F

GS-NSO-ROAN-25. Raptor Nest Sites: See Appendix F

GS-NSO-ROAN-26. Bald Eagle Nest, Winter Roost Sites, and Winter Roost Sites: See Appendix F

GS-NSO-ROAN-27. Wildlife Security Areas Below the Rim: See Appendix F

GS-NSO-ROAN-28. High-Value Special Status Fish Species Habitat: See Appendix F

GS-NSO-ROAN-29. Colorado River Corridor: See Appendix F

- **SSR/CSU**

GS-CSU-ROAN-07. Riparian and Wetland Habitat: See Appendix F

GS-CSU-ROAN-08. Peregrine Falcon Cliff-Nesting Complex: See Appendix F

GS-CSU-ROAN-09. Wildlife Security Areas Atop the Plateau: See Appendix F

GS-CSU-ROAN-10. Big Game Migration Corridors: See Appendix F

GS-CSU-ROAN-11. Sensitive Bat Species Habitat: See Appendix F

- **TL**

GS-TL-ROAN-13. Big Game Winter Range: See Appendix F

GS-TL-ROAN-14. Raptor Nest Sites: See Appendix F

GS-TL-ROAN-15. Bald Eagle Nest or Winter Roost Sites: See Appendix F

GS-TL-ROAN-16. Peregrine Falcon Cliff- Nesting Complex: See Appendix F

GS-TL-ROAN-17. Waterfowl and Shorebird Nesting Areas: See Appendix F

6.1.9 Special Status Plants and Significant Plant Communities (SSP)

General Management Decisions

Goal SSP-1: Prevent the need for listing of proposed, candidate, and sensitive species under the ESA and improve the condition of special status species and their habitats to a point where their special status recognition is no longer warranted. Promote recovery of special status species plants that may become listed.

Objective SSP-1: Manage listed, proposed, or candidate threatened or endangered species to comply with the provisions of the ESA and promote their recovery. Manage BLM sensitive and significant plant communities, consistent with the Colorado Standards for Public Land Health and with the BLM policy on Special Status Species Management (BLM Manual 6840). Special status plants include the following: DeBeque milkvetch (*Astragalus debequaeus*), DeBeque phacelia (*Phacelia submutica*), hanging garden sullivantia (*Sullivantia hapemanii*), Parachute penstemon (*Penstemon debilis*), Piceance bladderpod (*Lesquerella parviflora*), Roan Cliffs blazingstar (*Mentzelia rhizomata*), sun-loving meadowrue (*Thalictrum heliophilum*), and Utah fescue (*Argillochloa dasyclada*).

Management Actions

SSP-1: Apply NGD/NSO restrictions for any population of candidate threatened or endangered species.

SSP-2: Protect sensitive species and significant plant communities through the application of a SSR/CSU restriction.

SSP-3: Prevent disruption, alteration, or interruption of surface and subsurface water flows that support rare and/or significant natural plant communities within the Parachute Creek WMA. Implement WMA management prescriptions (see Section 6.3.2).

SSP-4: Take action to protect against invasion and establishment of noxious weeds or other aggressive exotic plants.

SSP-5: Enforce closures of select routes to protect special status species and significant plant communities (Section 6.2.2).

SSP-6: Prohibit collection of rare plants or plant parts, except for scientific research.

Stipulations

- **NGD/NSO**

- GS-NSO-ROAN-24. Threatened, Endangered, or Candidate Species Habitat:**
See Appendix F

- **SSR/CSU**

- GS-CSU-ROAN-12. Habitat for Special Status Plant Species Populations and Significant Plant Communities:** See Appendix F

6.1.10 Special Status Fish and Wildlife (SSFW)

General Management Decisions

Goal SSFW-1: Protect, preserve, restore, recover, and enhance special status fish and wildlife species and their habitats.

Objective SSFW-1: Protect supporting habitat, ecosystem integrity and function; maintain or improve water quality and stream flow; and manage in accordance with the Conservation Agreement and Strategy for the Colorado River cutthroat trout and recovery plans for Big River Fishes (Colorado pikeminnow [*Ptychocheilus lucius*], razorback sucker [*Xyrauchen texanus*], bonytail chub [*Gila elegans*], and humpback chub [*Gila cypha*]), and the bald eagle (*Haliaeetus leucocephalus*). Protect the habitat for the Townsend's big-eared bat (*Corynorhinus townsendii pallescens*) that inhabits the Anvil Points Claystone Cave. This includes preventing or minimizing direct, indirect, or cumulative adverse impacts to these species' habitats.

Management Actions

SSFW-1: Apply a NGD/NSO restriction to areas adjacent to streams containing Colorado River cutthroat trout.

SSFW-2: Apply a SSR/CSU restriction to the watershed within the Parachute Creek WMA. A detailed description of management actions within the WMA is contained in Section 6.3.2. Actions will include collection of baseline data to assess current local hydrological and ecological conditions and requiring project-specific design and mitigation to prevent or minimize reductions in natural stream flow; additional sedimentation or other degradation of water quality; or adverse impacts to stream ecological function for reaches containing cutthroat trout habitat, and reaches upstream from occupied habitat. Culverts and other stream crossings must be designed to permit the passage of fish.

SSFW-3: Manage special status fish and wildlife consistent with the Colorado Standards for Public Land Health and the BLM direction for the management of special status species in BLM Manual 6840.

SSFW-4: Implement appropriate actions as soon as practicable, not later than the start of the next grazing year if livestock grazing management practices or utilization levels are found to be substantial factors in stream bank damage along any occupied cutthroat trout streams.

SSFW-5: Apply a NGD/NSO restriction to avoid a 0.25-mile buffer around Mexican spotted owl (*Strix occidentalis*) nest sites year-round, with seasonal avoidance of active nests and a 0.5-mile buffer from February 1 through August 15, if any are found in the area.

SSFW-6: Apply a SSR/CSU restriction to protect the habitat of the Townsend's big-eared bat that inhabits the Anvil Points Claystone Cave.

SSFW-7: Consider activities designed to provide long-term habitat improvement or protection, such as culvert or bridge installation or bank stabilization.

Stipulations

- **NGD/NSO**

- GS-NSO-ROAN-29. Colorado River Corridor:** See Appendix F

- GS-NSO-ROAN-28. High-Value Special Status Fish Species Habitat:** See Appendix F

- ***SSR/CSU***

GS-CSU-ROAN-13. Parachute Creek High-Value Watershed and Watershed Management Area (WMA): See Appendix F

6.1.11 Visual Resources (V)

General Management Decisions

Goal V-1: Protect and maintain visual and aesthetic qualities in sensitive areas while allowing for changes to visual quality in less sensitive areas.

Objective V-1: Manage changes in the landscape to maintain and protect visual qualities as identified by Visual Resource Management (VRM) Class designations.

Management Actions

V-1: Apply a NGD/NSO restriction on slopes steeper than 30 percent, visible from and within 5 miles of I-70 to retain the existing character of the landscape and to maintain VRM Class II.

V-2: Apply a SSR/CSU restriction to retain the existing character of the landscape on all lands designated as VRM Class II.

V-3: Apply a SSR/CSU restriction to retain the existing character of the landscape on all lands designated as VRM Class III above the rim.

V-4: Manage lands below the rim adjacent to State Highway (SH) 13 and urban areas as VRM Class IV, which allow for major modifications to the existing landscape character.

V-5: Do not apply restrictions to the existing utility corridor based on VRM.

V-6: Manage areas previously managed as VRM Class V under the VRM Class directly adjacent to the area. (VRM Class V is no longer considered valid.) VRM Classes are illustrated on Map 5 and comprise the follows areas (acres):

- Class II: 20,639
- Class III: 23,659
- Class IV: 8,270

Stipulations

- ***NGD/NSO***

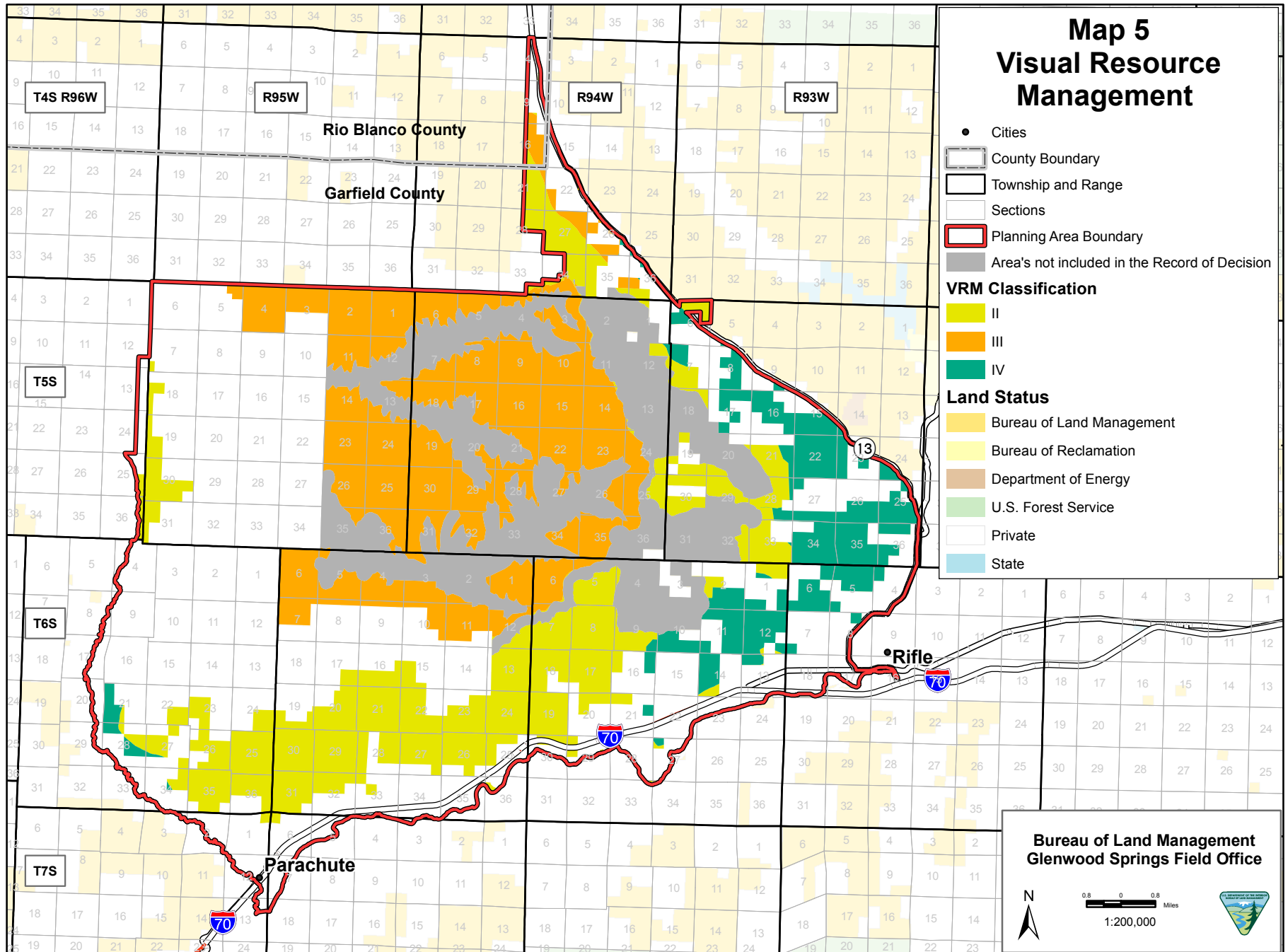
GS-NSO-ROAN-30. I-70 Viewshed (VRM Class II): See Appendix F

- ***SSR/CSU***

GS-CSU-ROAN-14. VRM Class II Areas Below the Rim: See Appendix F

GS-CSU-ROAN-15. VRM Class III Areas Atop the Plateau: See Appendix F

Map 5 Visual Resource Management



6.2 Resource Uses

6.2.1 Cultural Resources (CR)

General Management Decisions

Goal CR-1: Preserve and protect significant cultural resources and ensure that they are available for appropriate uses by present and future generations.

Objective CR-1.1: Comply with the National Historic Preservation Act (NHPA), National Programmatic Agreement/State Protocol, WO-IB-2002-101, and other applicable laws, regulations, and policies.

Objective CR-1.2: Reduce imminent threats from natural or human-caused deterioration or potential conflict with other uses by identifying priority geographic areas for new field inventory based on a probability of unrecorded significant resources (Archaeological Resources Protection Act [ARPA] Sec. 14[a]; NHPA Sec. 106, 110).

Management Actions

With regard to the following actions, monitoring refers to having a qualified archaeologist on site during construction/maintenance activities as determined by the Cultural Resource Specialist; testing refers to evaluative testing and excavation of a site to determine National Register of Historic Places (NRHP) eligibility; and data recovery refers to large-scale excavation of the site for mitigation purposes.

CR-1: Conduct Class III – 100 Percent Inventory of all sites in the high-sensitivity zone that have not been surveyed.

CR-2: Monitor all inventoried sites in the high-sensitivity zone.

CR-3: Avoid disturbance of or test all sites in the high-sensitivity zone that need data collection.

CR-4: Avoid disturbance of or implement a data recovery plan for sites in the high-sensitivity zone that are NRHP eligible.

CR-5: Monitor sites atop the plateau in the high-sensitivity zone that are not NRHP eligible.

CR-6: Conduct no further work at sites below the rim in the high-sensitivity zone that are not NRHP eligible.

CR-7: Conduct Class III – 100 Percent Inventory of all sites atop the plateau in the moderate-sensitivity zone that have not been surveyed.

CR-8: Conduct Class II – Reconnaissance of all sites below the rim in the moderate-sensitivity zone that have not been surveyed.

CR-9: Monitor all inventoried sites atop the plateau in the moderate-sensitivity zone.

CR-10: Conduct no further work at inventoried sites below the rim in the moderate-sensitivity zone.

CR-11: Avoid disturbance of or test all sites in the moderate-sensitivity zone that need data collection.

CR-12: Avoid disturbance of or implement a data recovery plan for sites in the moderate-sensitivity zone that are NRHP eligible.

CR-13: Monitor sites atop the plateau in the moderate-sensitivity zone that are not NRHP eligible.

CR-14: Conduct no further work at sites below the rim in the moderate-sensitivity zone that are not NRHP eligible.

CR-15: Conduct Class I – Records Search of all sites in the low-sensitivity zone that have not been surveyed.

CR-16: Conduct no further work at inventoried sites in the low-sensitivity zone.

CR-17: Avoid disturbance of or test all sites in the low-sensitivity zone that need data collection.

CR-18: Avoid disturbance of or implement a data recovery plan for sites in the low-sensitivity zone that are NRHP eligible.

CR-19: Conduct no further work at sites above and below the rim in the low-sensitivity zone that are not NRHP eligible.

CR-20: For all authorizations for land and resource use, comply with Section 106 of the NHPA, consistent with and subject to the objectives established in the RMPA for the proactive use of cultural properties in the public interest (NHPA Sec. 106, 101[d][6], 110[a][2][E]; BLM-ACHP-NCSHPO Programmatic Agreement of March 1997, or subsequent agreements).

CR-21: Do not authorize proposed activities until compliance with Section 106 of the NHPA has been completed and documented, including, where applicable, consultation with the State Historic Preservation Officer and Indian tribes.

CR-22: Conduct Native American consultation for identification and protection of culturally sensitive properties and use areas under all alternatives.

Stipulations

There are no specific Cultural Resource stipulations.

6.2.2 Transportation (T)

General Management Decisions

Goal T-1: Address other modes of travel not covered by OHV area designations in the Travel Management Area (TMA).

Objective T-1: Identify appropriate modes of travel within the TMAs that are consistent with the goals and objectives for other resources atop the plateau, and to accommodate recreational demand in Hubbard Mesa.

Goal T-2: Provide for protection of fragile resources and at the same time provide for motorized recreational opportunities.

Objective T-2: Provide for motorized recreational opportunities in the Hubbard Mesa TMA, while managing for other activities and values on other portions of the Planning Area.

Goal T-3: Provide a network of roads and trails open to administrative, recreational, and permitted uses that accommodates environmental and resource concerns.

Objective T-3: Manage routes as open if they provide recreational opportunities, and needed administrative access (including permitted uses), are not redundant with other routes, and do not pose a potential risk to other resources. On some routes, restrict use to administrative purposes to avoid or minimize conflicts. Close routes that are redundant, conflict with management objectives, or pose threats to the various resources present, and are not needed for administrative purposes.

Goal T-4: Do not degrade, and where practicable, enhance the present visual quality and character associated with the portion of the JQS Road administered by the BLM, consistent with VRM goals and objectives.

Objective T-4: Maintain the portion of the JQS Road administered by the BLM in its present condition and allow for present uses.

Management Actions

T-1: Delineate, classify, and manage 50,108 acres as the Roan Plateau TMA to:

- a. Allow nonmechanized (i.e., foot, ski, horse, and stock) travel cross-country year-round (See Map 6).
- b. Limit mechanized (wheeled conveyance) and motorized travel to designated routes year-round. Designated routes will be signed and identified on maps available on site or at the Glenwood Springs Field Office (GSFO). This provision excludes vehicles for emergency, official, and authorized use.
- c. When necessary limit mechanized and motorized travel to prevent resource damage, minimize recreation conflicts, or provide for public safety. This may include seasonal closures or restrictions on vehicle types and numbers.
- d. Allow snowmobiles to travel cross-country on top of the Roan Plateau when at least 12 inches of snow is on the ground (43 CFR § 8342.1).

T-2: Delineate, classify, and manage 2,460 acres as the Hubbard Mesa TMA and OHV Riding Area as open to nonmotorized, mechanized, and motorized cross-country travel (See Map 6).

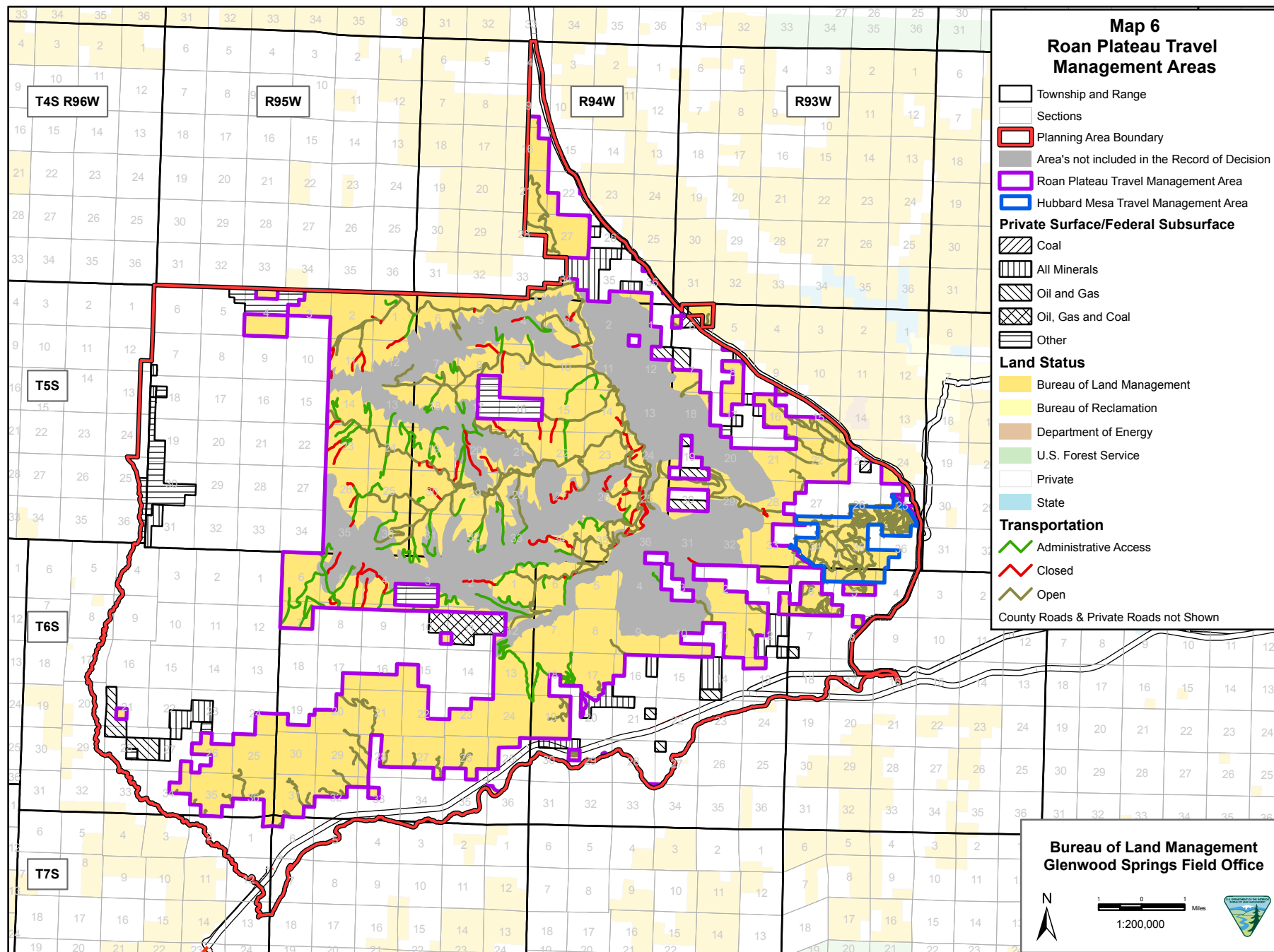
Map 6 **Roan Plateau Travel** **Management Areas**

- Township and Range
- Sections
- Planning Area Boundary
- Area's not included in the Record of Decision
- Roan Plateau Travel Management Area
- Hubbard Mesa Travel Management Area
- Private Surface/Federal Subsurface**
 - Coal
 - All Minerals
 - Oil and Gas
 - Oil, Gas and Coal
 - Other
- Land Status**
 - Bureau of Land Management
 - Bureau of Reclamation
 - Department of Energy
 - U.S. Forest Service
 - Private
 - State
- Transportation**
 - Administrative Access
 - Closed
 - Open
- County Roads & Private Roads not Shown

Bureau of Land Management
Glenwood Springs Field Office



1 0 1 Miles
1:200,000



However, specific areas or routes may be closed or limited to prevent resource damage, minimize recreation conflicts, or provide for public safety.

T-3: Manage the portion of the JQS Road administered by the BLM to allow only for historical and recreational use in approximately its current condition. Use of the road for industrial or other long/heavy equipment will not be allowed due to steep grades and switchbacks. Improvements to accommodate such use will not be permitted.

T-4: Limit new routes associated with oil and gas or other development as administrative access only, unless specific objectives for other resources (e.g., recreational travel routes or access to recreational sites) warrant other designations as determined by the BLM on a case-by-case basis.

T-5: Locate new routes outside riparian zones to reduce or eliminate negative impacts

T-6: Apply a SSR/CSU restriction in the Hubbard Mesa OHV Riding Area, restricting surface-disturbing activities to preclude and manage conflicts between these activities (such as oil and gas development) and recreational OHV use.

Stipulations

- **SSR/CSU**

GS-CSU-ROAN-16. Hubbard Mesa OHV Riding Area: See Appendix F

Travel Management Implementation Decisions (IT)

The following route-specific implementation decisions are shown on Map 6:

IT-1: Manage routes atop the Plateau to not exceed approximately 132.8 miles of open and administrative routes; exceptions will be considered on a case-by-case basis to avoid sensitive resources, reduce visual impacts, and minimize direct habitat loss.

IT-2: Manage approximately 174.2 miles of existing routes (85.5 miles atop the plateau, 88.7 miles below the rim) as open to motorized and mechanized use on designated routes.

IT-3: Manage approximately 63.1 miles of existing routes (47.3 miles atop the plateau, 15.8 miles below the rim) as open to administrative use only.

IT-4: Close and rehabilitate 21.5 miles of existing routes (21 miles atop the plateau, 0.5 miles below the rim).

IT-5: Manage routes in the Hubbard Mesa OHV Riding Area as open to the public for motorized use.

6.2.3 Lands and Realty (LR)

General Management Decisions

Goal LR-1: Provide for compatible land use authorizations within the framework of law and regulation. Provide for land tenure adjustments and sales to benefit the public interest and facilitate effective land management.

Objective LR-1: Meet agency and public rights-of-way, utility, land exchange, land tenure adjustments, and consolidation of ownership needs, when in the public interest, and within the constraints for other resources.

Management Actions

LR-1: Acquire inholdings and other lands with important resource values as opportunities allow.

LR-2: Retain lands atop of the plateau, and acquire in-holdings atop the plateau. Below the rim consider lands on a case-by-case basis for exchange.

LR-3: Ensure use authorizations will conform to all protective measures.

LR-4: Allow for potential disposal or exchange of approximately 40 acres adjacent to the existing gun range, along with approximately 80 acres in other isolated parcels.

LR-5: Make available lands for communication and other facilities (such as wind power generation) subject to other management constraints.

LR-6: Allow development in existing rights-of-way along SH 13 and I-70.

LR-7: Allow utility corridors within 50 feet of the BLM-designated and administrative travel routes except where such placement will negatively impact other important resource values (e.g., wildlife security areas or occupied habitat for special status plants or significant plant communities), or where technical and/or safety concerns exist. In such areas (typically with SSR/CSU restrictions), utilities are placed within the existing roadway or realigned to avoid important resource values.

LR-8: Construct new powerlines to meet Avian Power Line Interaction Committee suggested practices (APLIC 2006).

LR-9: Pursue revocation of the current Oil Shale Withdrawal affecting the transferred lands.

Stipulations

There are no specific lands and realty stipulations.

6.2.4 Recreation (REC)

General Management Decisions

Goal REC-1: Manage the entire Planning Area as the Roan Plateau Extensive Recreation Management Area (ERMA).

Objective REC-1: Ensure that custodial outcomes for the purpose of addressing identified stewardship needs associated with recreation-tourism activity participation include:

- Visitor Health and Safety – Ensure that participants in dispersed recreational activities have a low potential for serious accidents (less than two accidents per year that require hospitalization) due to human-created conditions and no (zero) exposure to hazardous health conditions.
- Use and User Conflicts – Educate recreational users about gas production and the phasing of development in order to limit incidents of conflict that impede gas production to three or less per year.
- Resource Protection – Create an increased awareness, understanding, and a sense of stewardship in recreational activity participants so their conduct safeguards natural resource values and overall land health.

Management Actions

REC-1: Manage activities to include custodial recreation management actions only.

REC-2: Marketing/Interpretation – Mitigate conflicts through visitor outreach efforts.

REC-3: Monitoring – Monitor conflicts with other uses (i.e., oil and gas production, grazing) and private lands (BLM staff).

REC-4: Administration – Mitigate conflicts by using any of the following: recreation use restrictions, realignments, signage, and/or closures.

REC-5: Allow permitted special events that are consistent with other management objectives for other resources and uses.

Stipulations

There are no specific recreation restrictions or stipulations.

6.2.5 Grazing and Rangeland (GR)

General Management Decisions

Goal GR-1: Provide livestock forage while maintaining or enhancing healthy landscapes.

Objective GR-1: Ensure grazing management conforms to the BLM grazing regulations (43 CFR § 4180) and the BLM's Colorado Standards for Public Land Health and Guidelines for Livestock Management.

Management Actions

GR-1: Regularly monitor rangeland health and evaluate existing grazing management practices.

GR-2: Continue to implement the BLM GSFO Resource Monitoring Plan (Appendix D) and current Allotment Management Plans (AMPs) in conjunction with the Colorado Standards for Public Land Health and Guidelines for Livestock Management to assess overall rangeland health.

GR-3: Develop, implement, monitor, and review AMPs on a regularly scheduled basis with grazing permittees with priority for allotments determined not to be meeting Colorado Standards for Public Land Health. Apply guidelines and BMPs to rest and defer grazing of riparian areas (Appendix B).

GR-4: Ensure that Colorado Standards for Public Land Health are being met through land health surveys, and application of the GSFO Resource Monitoring Plan (Appendix D). Use a combination of administrative solutions (season of use revisions, livestock exclusion, and stocking level adjustments) and rangeland projects (fences, ponds, and so forth) to direct livestock use to meet resource objectives and Colorado Standards for Public Land Health, following the latest version of the BLM Technical Reference 1734-6 or equivalent documents.

GR-5: Abandon and rehabilitate rangeland projects that do not function to maintain resource values and meet management objectives.

GR-6: Identify criteria for determining the beginning and end of droughts (or droughty periods whether officially declared or not) on the basis of scientifically credible methods, data, and BLM policy (e.g., Palmer Drought Severity Index, Crop Moisture Index, and soil moisture).

GR-7: Initiate proactive management (i.e., season of use adjustments, reduced stocking levels, or complete rest) to mitigate the drought effects upon a determination by the Field Manager that a drought has begun.

GR-8: Initiate gradual restocking and season adjustments upon a determination by the Field Manager that a drought has ended.

Stipulations

There are no specific grazing or rangeland management stipulations.

6.2.6 Oil and Gas (OG)

General Management Decisions

For additional decisions associated with exploration and development of oil and gas, see Section 6.2.2, Transportation, and Appendix F.

Goal OG-1: Allow the environmentally responsible development of oil and gas resources in the Planning Area.

Objective OG-1.1: Make oil and gas resources available for development to meet national, regional, and local needs.

Objective OG-1.2: Ensure that oil and gas development is carried out in a manner that is consistent with the goals and objectives for natural and cultural resources in the Planning Area.

Goal OG-2: Make lands available as appropriate for oil and gas leasing in an environmentally sound manner, under multiple-use mandates.

Objective OG-2: Conduct oil and gas leasing on leasable lands in accordance with the Mineral Leasing Act and the Federal Onshore Oil and Gas Reform Act of 1987 (Reform Act) and applicable regulations under 43 CFR § 3100, and in accordance with the decisions made through application of FLPMA and other laws applicable to public lands. Regulations governing onshore oil and gas operations can be found at 43 CFR § 3160.

Management Actions

OG-1: Require 100-percent participation in one Federal Unit (with one operator) for all leases issued for, or accessed from, the top of the plateau to allow for development in a phased progression across this area, subject to reclamation requirements and disturbance limits (see GS-CSU-ROAN-13). Before any on-the-ground lease operations are considered for approval by the BLM on top of the plateau the lessees will be required by lease stipulation to join a federal unitization agreement approved by the BLM. The unitization agreement will be noncontracting. The agreement will allow the BLM to directly control and manage the timing, location, and type of all operations occurring on the entire top of the plateau. In effect, all leases will act administratively as a single lease and the BLM will work with just one operator for the life of all oil and gas operations occurring on the top of the plateau. The federal unitization agreement will (among other things) identify the operator and provisions allocating benefits of gas and/or production to all of the leases. Total unreclaimed surface disturbance will be limited to 350 acres atop the plateau (with exceptions as noted in Appendix F, GS-CSU-ROAN-13, 2.4.2) at any one time, and subject to the following:

- a. Exploratory wells will be permitted as needed to plan future drilling operations.
- b. Phased development will be accomplished by sequencing development operations along ridgetops on slopes less than 20 percent, within the six geographic areas (Map 4).
- c. Surface-disturbing activities associated with development and production will be limited to one geographic area; however, actual production (i.e., flow of gas) from multiple areas at any given time is both anticipated and allowed.
- d. Prior to initiating development operations in a new area, five-year interim reclamation standards must be met throughout 90 percent of the previously disturbed area as determined by the BLM.

OG-2: Require use of directional drilling and multiple well pads on top of the plateau to reduce the surface-disturbance footprint and landscape fragmentation. Within areas where surface

disturbance is allowed, pads atop the plateau will be separated by a minimum distance of approximately 2,640 feet.

OG-3: Continue to lease lands below the rim as individual tracts but unitize on a voluntary basis (consistent with 43 CFR § 3105, 3180) or through forced pooling orders (consistent with lease terms and regulations) because oil and gas development is already underway in the Production Area and adjacent private lands. Do not include the area below the rim in noncontracting unit.

OG-4: Encourage clustering below the rim for future development of currently leased lands, and require it for new leases in order to substantially reduce ground-disturbing activities and habitat fragmentation. This management action includes taking those measures as the BLM may deem necessary so that well pad surface locations average an approximate density of not greater than one well pad per 160 acres within the Planning Area below the rim. In assessing implementation of this management action, the BLM will include all BLM-administered lands that lie within the Planning Area that are below the rim, including those lands with NGD/NSO, SSR/CSU, and TL restrictions.

OG-5: Construct new powerlines to meet Avian Power Line Interaction Committee suggested practices (APLIC 2006).

OG-6: Leasing and Permitting – Make lands available for oil and gas leasing and development, including associated actions and facilities such as upgrading existing roads and constructing well sites, new roads, pipelines, and compressor stations. Where practicable, consolidate natural gas production facilities, pipelines, and staging areas along roadways to minimize disturbance.

OG-7: Exploration and Development Activities – Subject approximately 51,885 acres to protective stipulations (Appendix F). Furthermore, develop COAs as needed through the permitting process for all public lands using BMPs (Appendix A) and other mitigation measures to minimize surface disturbance and associated impacts.

OG-8: Lease Notice – Meet management goals, objectives, and standards through the use of the following or comparable measures:

- a. BMPs that may be implemented as COAs (Appendix A).
- b. Disturbed Site Reclamation Standards, Monitoring and Success Criteria (Appendix C).
- c. Implementation of innovative reclamation and performance-based monitoring.

OG-9: Lease Notice – Prior to exploration and/or lease development within the Planning Area, submit a GAP identifying projected activity (including well locations, pipeline, facilities, and mitigation) during the subsequent two to five year period and appropriate monitoring and methodologies to ensure compliance with the BLM-identified standards. The BLM will use this information to analyze the proposal and to prepare appropriate NEPA documentation.

Stipulations

Closed to oil and gas leasing: 0 acres

Deferred to oil and gas leasing: 0 acres

▪ ***NGD/NSO***

NSO stipulations for the following resources:

GS-NSO-ROAN-21. Anvil Points Claystone Cave: See Appendix F

GS-NSO-ROAN-22. Steep Slopes Greater Than 50 Percent: See Appendix F

GS-NSO-ROAN-23. Riparian and Wetland Habitat: See Appendix F

GS-NSO-ROAN-24. Threatened, Endangered, or Candidate Species Habitat (ESA Candidate Species): See Appendix F

GS-NSO-ROAN-25. Raptor Nest Sites: See Appendix F

GS-NSO-ROAN-26. Bald Eagle Nest, Winter Roost Sites, and Winter Roost Sites: See Appendix F

GS-NSO-ROAN-27. Wildlife Security Areas Below the Rim: See Appendix F

GS-NSO-ROAN-28. High-Value Special Status Fish Species Habitat: See Appendix F

GS-NSO-ROAN-29. Colorado River Corridor: See Appendix F

GS-NSO-ROAN-30. I-70 Viewshed (VRM Class II): See Appendix F

▪ ***SSR/CSU***

CSU stipulations for the following resources:

GS-CSU-ROAN-04. Erosive Soils and Steep Slopes (Greater Than 30 Percent): See Appendix F

GS-CSU-ROAN-07. Riparian and Wetland Habitat: See Appendix F

GS-CSU-ROAN-08. Peregrine Falcon Cliff-Nesting Complex: See Appendix F

GS-CSU-ROAN-09. Wildlife Security Areas Atop the Plateau: See Appendix F

GS-CSU-ROAN-10. Big Game Migration Corridors: See Appendix F

GS-CSU-ROAN-11. Sensitive Bat Species Habitat: See Appendix F

GS-CSU-ROAN-12. Habitat for Special Status Plant Species Populations and Significant Plant Communities: See Appendix F

GS-CSU-ROAN-13. Parachute Creek High Value Watershed and Watershed Management Area: See Appendix F

GS-CSU-ROAN-14. VRM Class II Areas Below the Rim: See Appendix F

GS-CSU-ROAN-15. VRM Class III Areas Atop the Plateau: See Appendix F

GS-CSU-ROAN-16. Hubbard Mesa OHV Riding Area: See Appendix F

GS-CSU-ROAN-17. Wild and Scenic River Eligibility Corridor: See Appendix F

GS-CSU-ROAN-18. Sharrard Park Paleontological Resources: See Appendix F

▪ ***TL***

TL stipulations for the following resources:

GS-TL-ROAN-13. Big Game Winter Range: See Appendix F

GS-TL-ROAN-14. Raptor Nest Sites: See Appendix F

GS-TL-ROAN-15. Bald Eagle Nest or Winter Roost Sites: See Appendix F

GS-TL-ROAN-16. Peregrine Falcon Cliff-Nesting Complex: See Appendix F

GS-TL-ROAN-17. Waterfowl and Shorebird Nesting Areas: See Appendix F

- ***Standard Stipulations***

Standard terms and conditions including mitigation measures will be in the form of COAs and developed through site-specific impact analysis.

- ***LN***

GS-LN-ROAN-14. Geographic Area Proposal (GAP): See Appendix F

GS-LN-ROAN-34. ESA Consultation: See Appendix F

6.2.7 Other Minerals

Oil Shale

The Planning Area contains areas of oil shale resources originally identified through an inventory of the Green River Formation in Utah, Wyoming, and Colorado. There are at present no regulations in place for leasing oil shale, nor any existing oil shale leases. When this RMPA effort was initiated in 2001, there was no reasonable foreseeable development expectation for oil shale over the life of the plan. The mineral report identified this resource, but did not foresee any future leasing or development due to the lack of regulations as well as prevailing and anticipated economic factors. Since the start of this RMPA, Congress enacted the Energy Policy Act of 2005. Section 369 of the Energy Policy Act requires the Secretary of Interior to “complete a programmatic environmental impact statement for a commercial leasing program for oil shale and tar sands resources on public lands, with an emphasis on the most geologically prospective lands within each of the States of Colorado, Utah, and Wyoming.” On December 13, 2005, the BLM published a Notice of Intent in the Federal Register initiating a Programmatic Environmental Impact Statement (PEIS) to support a commercial oil shale and tar sands leasing program on federal lands in these three states. In light of legislative requirements, all decisions related to oil shale leasing in this RMPA are being deferred to the ongoing PEIS on Oil Shale and Tar Sands Leasing. The ROD for the final PEIS will amend the Glenwood Springs and White River RMPs, and decisions for the Planning Area. The ROD for the PEIS will decide whether or not to allow leasing of oil shale on federal lands, and will also identify any constraints under which leasing, if allowed, could occur. Future development would be addressed in site-specific project level NEPA analysis.

Coal Leasing and Development (CL)

General Management Decisions

Goal CL-1: Provide opportunities for coal leasing and development.

Objective CL-1: Allow environmentally responsible development of coal resources as future economic conditions allow.

Management Actions

CL-1: Make the area available for coal leasing.

CL-2: Apply all environmental protection requirements of the various resources described in the plan and contained in the various stipulations.

Locatable Minerals (LM)

General Management Decisions

Goal LM-1: Make lands available for mining claim location.

Objective LM-1: Allow mineral exploration and development activities.

Management Actions

LM-1: Make all lands available for mining claim location. The Naval Oil Shale Withdrawal affecting the transferred lands is proposed for revocation.

LM-2: Subject exploration/development activities to 43 CFR 3809 but not the NGD/NSO or SSR/CSU restrictions identified in the RMPA. Rights granted under the mining law cannot be modified by NGD/NSO or SSR/CSU restrictions.

Salable Minerals (SM)

General Management Decisions

Goal SM-1: Allow for limited sales of mineral materials.

Objective SM-2: Permit mineral material sales on a case-by-case basis in an environmentally responsible manner.

Management Actions

SM-1: Allow for mineral material sales on a case-by-case basis.

SM-2: Apply NGD/NSO and SSR/CSU constraints, and apply appropriate site-specific mitigation (see Section 6.2.6).

Stipulations

There are no specific restrictions or stipulations.

6.2.8 Forest Products (FP)

General Management Decisions

Goal FP-1: Maintain and promote forest health consistent with other resource objectives.

Management Actions

There are no forest product management actions.

Stipulations

There are no specific restrictions or stipulations for forest product resource uses.

6.2.9 Fire (F)

General Management Decisions

Goal F-1: Provide appropriate management response.

Objective F-1: Base response actions on the GSFO Fire Management Plan and Fire Management Zone (FMZ) classification considering firefighter and public safety, and social, economic, and environmental values.

Management Actions

F-1: Implement FMZs for the Planning Area as shown on Map 7 and described as follows:





B-140-02 (southern side of plateau). Wildland fire is not desired and will be aggressively suppressed.

C-140-02 (northeast and southeast cliffs and top of plateau). Wildland fire is desired in this area, but with a moderate level of suppression because of ecological, social, or political constraints.

Stipulations

There are no specific fire restrictions or stipulations.


Map 7 Roan Plateau Fire Management Zones

- Cities
-  County Boundary
-  Township and Range
-  Sections
-  Planning Area Boundary

Fire Management Zones

-  B
-  C

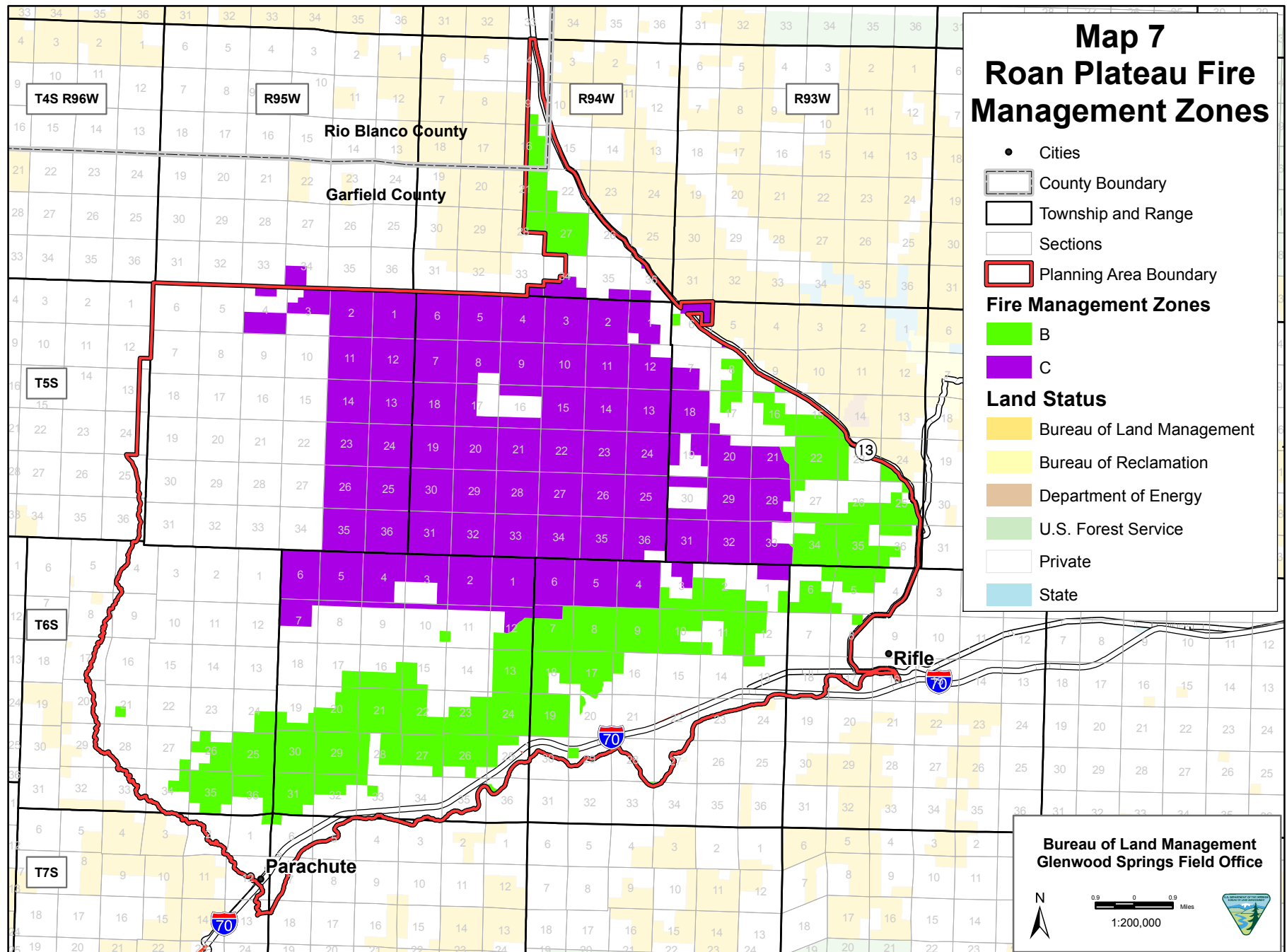
Land Status

-  Bureau of Land Management
-  Bureau of Reclamation
-  Department of Energy
-  U.S. Forest Service
-  Private
-  State

Bureau of Land Management
Glenwood Springs Field Office



0.5 0 0.5
Miles
1:200,000



6.2.10 Hazardous Materials (HM)

General Management Decisions

Goal HM-1: Remove environmental hazards at the former Anvil Points Facility.

Objective HM-1: Remove environmental hazards at the former Anvil Points Facility while complying, to the extent feasible, with the environmental mitigation outlined in this plan.

Management Actions

HM-1: Conduct a Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) Removal Action at the former Anvil Points Facility. The BLM is developing plans to remove hazards, reclaim, and rehabilitate spent oil shale and DOE facilities at the Anvil Points Facility.

HM-2: Exempt all removal, restoration, and reclamation activities associated with the Anvil Points Facility from the requirements of this RMPA. A NGD/NSO stipulation has been applied to the spent shale repository via a separate CERCLA action and a perpetual right-of-way issued to the United States. Removal activities will incorporate the various design features to the extent practicable in order to minimize impacts to a variety of resources.

Stipulations

There are no hazardous material restrictions or stipulations.

6.3 Special Designations

6.3.1 Areas of Critical Environmental Concern

There are no ACECs being designated in this ROD. Refer to Section 2.1 regarding protest concerns.

6.3.2 Watershed Management Areas (WMAs)

The area atop the plateau, excluding a minor portion draining northward into the Piceance Creek basin, is designated as the Parachute Creek WMA. (See GS-CSU-ROAN-13 and map in Appendix F).

General Management Decisions

Goal WMA-1: Maintain or improve Colorado River cutthroat trout habitat. This is accomplished by habitat improvement and by preventing or minimizing impacts to ecological function throughout the WMA.

Objective WMA-1: Maintain or improve water quality, natural stream flow, and stream ecological function throughout the WMA by preventing or minimizing direct, indirect, or cumulative adverse impacts to Colorado River cutthroat trout or their habitat.

Goal WMA-2: Maintain or improve special status plant populations, significant plant communities, and their habitat.

Objective WMA-2: Maintain or improve ecological integrity and function including surface and subsurface water flows that support rare and/or significant natural plant communities.

Goal WMA-3: Maintain the hydrologic regime and ecological integrity/function that provide existing habitat for special status plant populations and significant plant communities in the WMA.

Objective WMA-3: Prevent disruption, alteration, or interruption of surface and subsurface water flows that support rare and/or significant natural plant communities, and protect against invasion of noxious weeds or other aggressive exotic plants.

Goal WMA-4: Ensure protection of overall hydrologic function, ecosystem stability, functionality of wildlife habitat and botanical habitats, and enhancement of fisheries habitat.

Objective WMA-4: Provide resource protections through actions that minimize disturbance and habitat fragmentation, and protect key habitats from disturbance.

Management Actions

WMA-1: Designate the entire area atop the plateau, excluding a minor portion draining northward into the Piceance Creek basin, as the Parachute Creek WMA (see Map 3).

WMA-2: Fisheries – Collect baseline data to assess current local hydrological and ecological conditions prior to conducting surface disturbance in the WMA.

WMA-3: Fisheries – Require project-specific design and mitigation such that proposed actions and site locations will prevent or minimize reductions in natural stream flow, additional sedimentation or other degradation of water quality, or adverse impacts to stream ecological function for reaches containing cutthroat trout habitat and reaches upstream from occupied habitat. Required design components will include construction design, implementation of BMPs, mitigation, reclamation, revegetation, monitoring (to guide adaptive management), and erosion control. Project design will establish baseline environmental conditions and monitor post-development conditions and other results as available, and require monitoring of mitigation components sufficient to demonstrate effectiveness.

WMA-4: Fisheries – Relocate activities as necessary to minimize negative impacts to water quality and stream ecological function.

WMA-5: Fisheries – Recognize valid existing water rights.

WMA-6: Fisheries – Consider activities designed to provide long-term habitat improvement or protection, such as culvert or bridge installation or bank stabilization actions.

WMA-7: Botanical Resources – Collect baseline data of current local hydrological conditions as well as current ecological conditions in terms of indicator values for Colorado Standards for Public Land Health #3, Plant and Animal Communities, and #4 Special Status Species, prior to conducting surface disturbance.

WMA-8: Botanical Resources – Require project-specific design and mitigation such that proposed actions and site locations will prevent or minimize reduction of natural stream flows, degradation of water quality, or loss of stream ecological function. Required design components will include construction design, implementation of BMPs, mitigation, reclamation, revegetation, monitoring (to guide adaptive management), and erosion control.

WMA-9: Botanical Resources – Consider exceptions for short-duration, one-time events designed to enhance ecological function to provide long-term habitat protection, such as culvert or bridge installation or bank stabilization actions.

WMA-10: Botanical Resources – Relocate activities as necessary to minimize negative impacts to the hydrologic regime and ecological integrity/function that provide existing habitat for special status plant populations and significant plant communities, and the habitat that supports them.

WMA-11: Botanical Resources – Assess all activities for potential impacts that may change or reduce local surface or subsurface flow volumes directly, indirectly, or cumulatively to existing conditions and other human impacts or otherwise cause degradation of indicators for Colorado Standards for Public Land Health #3, Plant and Animal Communities and #4, Special Status Species.

WMA-12: Botanical Resources – Require project-specific design and mitigation plans prior to approval of proposed actions that may affect habitat for existing rare plant populations and significant plant communities.

WMA-13: Botanical Resources – Incorporate baseline and other relevant study results, as available, in the project design and require monitoring of mitigation components sufficient to demonstrate effectiveness under similar ecological conditions. Required design components will include construction design, implementation of BMPs, mitigation, reclamation, revegetation, monitoring (to guide adaptive management), and erosion control.

WMA-14: Botanical Resources – Review project-specific design plans submitted by the proponent before approving an exception.

WMA-15: Botanical Resources – Design projects such that proposed actions and site locations will not contribute to reduction of natural stream flows or other degradation of water quality or stream ecological function.

WMA-16: Municipal Water Quality – Collect baseline data of local hydrological conditions prior to conducting surface disturbance, or new surface-disturbing activities. Data parameters will include physical, chemical, and biological characteristics.

WMA-17: Municipal Water Quality – Require project-specific design and mitigation such that actions do not measurably decrease water quality (including physical, chemical, or biological characteristics) at any collection or diversion point utilized by the Town of Parachute for municipal purposes.

WMA-18: Municipal Water Quality – Monitor and evaluate mitigation efforts on a regular basis for ground-disturbing activities that occur, either separately or in combination with other activities, within a disturbance area greater than 5 acres.

WMA-19: Municipal Water Quality – Design, construct, and locate operations to minimize the footprint of surface disturbance, erosion, and other negative impacts on the water supply.

WMA-20: Municipal Water Quality – Minimize the footprint from oil and gas activities and preclude location of activities on slopes greater than 20 percent. Apply a SSR/CSU restriction with standards that will require a minimum distance of 2,640 feet between well pads unless topographic constraints require a closer location, which will result in fewer cumulative impacts to important wildlife, aquatic, visual, and soil resources.

WMA-21: Municipal Water Quality – Ensure that an engineered transportation system is a component of any proposed unit development plan or GAP.

WMA-22: Municipal Water Quality – Design any activities, facilities (including wells, pads, and roads), or site locations to prevent or minimize adverse impacts to natural stream flow volume or other degradation of water quality or stream ecological function. Required design components will include construction design, implementation of BMPs, mitigation, reclamation, revegetation, monitoring (to guide adaptive management), and erosion control.

WMA-23: Municipal Water Quality – Incorporate baseline and other relevant study results into the project design and require monitoring mitigation components sufficient to demonstrate effectiveness. Apply requirements as recommended by State of Colorado practices.

WMA-24: Municipal Water Quality – Relocate activities as necessary to minimize negative impacts to quality and quantity of the current and future water supply of the Town of Parachute.

WMA-25: Hydrologic Function and Ecosystem Stability – Apply the resource protections including NSO, CSU, TL lease restrictions, and COAs current at the time of permitting (see Section 6.2.6).

Stipulations

▪ ***SSR/CSU***

GS-CSU-ROAN-13. Parachute Creek High-Value Watershed and WMA: See Appendix F

6.3.3 Areas Having Characteristics Associated With Wilderness (WC)

The authority of the Department of the Interior to designate WSAs expired no later than October 21, 1993 as noted in BLM Instruction Memorandum WO 2003-274. Although the RMPA does have areas that contain characteristics associated with wilderness, the decision is to not specifically manage those areas to protect and maintain those characteristics. NGD/NSO designations along drainages and the location of well pads on ridge tops, however, will help preserve some of the existing characteristics associated with wilderness in the Planning Area.

General Management Decisions

Goal WC-1: Manage no areas specifically to maintain characteristics associated with wilderness. However, protections for various resources may have the effect of maintaining some characteristics associated with wilderness (e.g., roadlessness and naturalness) within NGD/NSO allocations.

Management Actions

There are no management actions for areas having characteristics associated with wilderness.

Stipulations

There are no specific restrictions or stipulations for areas having characteristics associated with wilderness

6.3.4 Wild and Scenic Rivers (WSR)

Stream segments found eligible for designation as WSRs and associated corridors are protected by a SSR/CSU restriction until a suitability determination is made.

General Management Decisions

Goal WSR-1: Protect rivers and corridors within the Planning Area until such time a suitability study is conducted under the Wild and Scenic Rivers Act (WSRA).

Objective WSR-1: Protect outstandingly remarkable values of rivers and corridors totaling 1,117 acres within the Planning Area that are found to be eligible under the WSRA, by not allowing any surface-disturbing activities that might impair values, until a suitability analysis has been completed (Map 8). Note: WSR management protections for eligible stream segments lying within proposed ACECs will be addressed in a separate ROD (an additional 6,766 acres were included in ACECs).

Management Actions

WSR-1: Apply a SSR/CSU to the 1,117 acres until such time a suitability study is completed. If the waterways are found to be suitable at that time, the SSR/CSU will remain in place. If the waterways are not found suitable, the SSR/CSU for this action (i.e., GS-CSU-ROAN-17) will no longer apply.

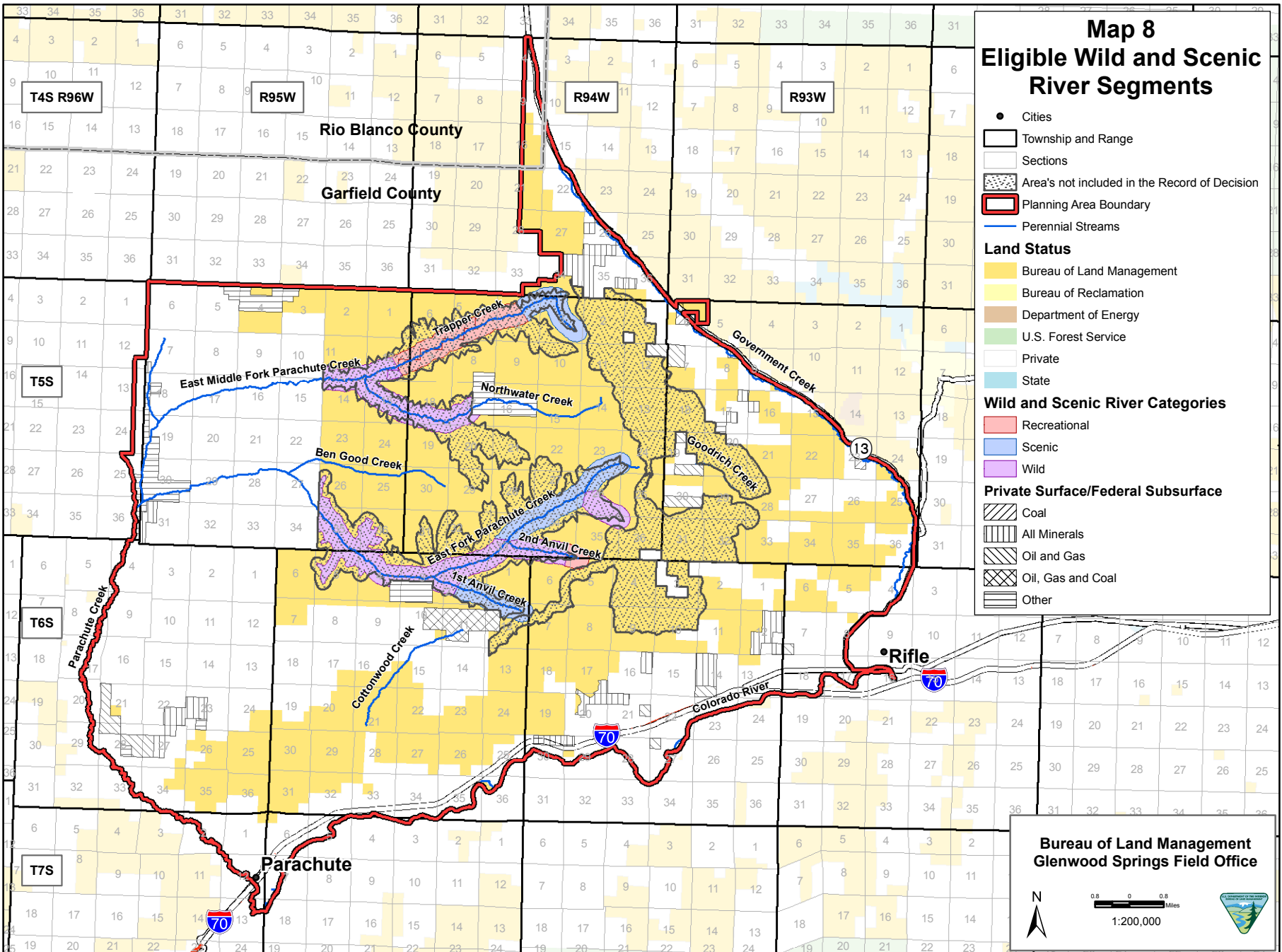
Stipulations

- **SSR/CSU**

GS-CSU-ROAN-17. Wild and Scenic River Eligibility Corridor: See Appendix F

Map 8 Eligible Wild and Scenic River Segments

- Cities
 - Township and Range
 - Sections
 - Area's not included in the Record of Decision
 - Planning Area Boundary
 - Perennial Streams
- Land Status**
- Bureau of Land Management
 - Bureau of Reclamation
 - Department of Energy
 - U.S. Forest Service
 - Private
 - State
- Wild and Scenic River Categories**
- Recreational
 - Scenic
 - Wild
- Private Surface/Federal Subsurface**
- Coal
 - All Minerals
 - Oil and Gas
 - Oil, Gas and Coal
 - Other



**Bureau of Land Management
Glenwood Springs Field Office**



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Miles
1:200,000



6.4 Adoption of Material in Appendices

Several appendices are contained in this ROD, and are part of the RMPA. Decisions regarding the approval and adoption of material contained within them are described below:

6.4.1 Appendix A – Best Management Practices (BMPs), Which May Be Implemented as Conditions of Approval (COAs)

Material in this appendix is provided to illustrate examples and provide guidance on the types and methods associated with BMPs. Inclusion of this appendix does not constitute a decision to apply these specific BMPs, but it is anticipated that these or other BMPs will be applied to project-specific designs to mitigate impacts of various resource management or development activities.

6.4.2 Appendix B – Glenwood Springs Field Office Grazing Guidelines for Riparian Areas

The decision of this RMPA is to adopt current grazing guidelines for riparian areas that reflect the most current techniques.

6.4.3 Appendix C – Disturbed Site Reclamation Standards Monitoring and Success Criteria

This appendix supplements the discussion found in “Surface Operating Standards and Guidelines for Oil and Gas Exploration and Development”, commonly referred to as “The Gold Book.” All ground-disturbing activities will be subject to these reclamation standards and monitoring requirements. These include resource improvements initiated by the BLM, as well as permitted activities such as fluid and solid mineral development activities, including oil and gas development.

6.4.4 Appendix D – Glenwood Springs Field Office Resource Monitoring Plan

Appendix D is the BLM Glenwood Springs Monitoring Plan. It contains the processes and format that will be used for monitoring and evaluating vegetation, riparian, and wetlands objectives.

6.4.5 Appendix E – BLM Colorado Standards For Public Land Health Guidelines for Livestock Management

The decision of this RMPA is to adopt all provisions contained in Appendix E.

6.4.6 Appendix F – Resource Management Decision Stipulations for New Oil and Gas Leases and Other Land Uses and Management Actions for the Roan Plateau RMP Amendment

The decision of this RMPA is to adopt all provisions contained in Appendix F.

6.4.7 Appendix G – U.S. Fish and Wildlife Service Section 7 Letter

The BLM discussed USFWS concerns and addressed as appropriate in this ROD.

7. MITIGATING MEASURES

Measures to avoid or minimize environmental impacts are included in this RMPA where practicable. The Colorado Standards for Public land Health and Guidelines for Livestock Grazing Management (Appendix E) are used as the standard for assessing the health of the BLM lands in the Planning Area. BMPs and COAs (Appendix A) are used as applicable. Reclamation standards and monitoring (Appendix C) are used for all ground-disturbing activities in the Planning Area.

8. PLAN MONITORING AND EVALUATION

Consistent with the BLM Land Use Planning Handbook H-1601-1, the BLM will monitor plan implementation and effectiveness, and will report annually or as the BLM determines is appropriate on:

- Management actions undertaken;
- Management actions remaining to be undertaken; and
- The effectiveness of those actions toward meeting goals and objectives.

Monitoring strategies will be developed that identify indicators of change, acceptable thresholds, methodologies, protocols, and timeframes that will be used to evaluate and determine whether desired outcomes are being achieved.

The RMPA will be periodically evaluated at least every five years as documented in an evaluation schedule. Special or unscheduled evaluations may also be required to review unexpected management actions or significant changes that have the potential to trigger an amendment or revision.

9. PUBLIC INVOLVEMENT

This RMPA was prepared in consultation and coordination with interested public individuals and organizations, federal and State of Colorado agencies, and local municipal and county governments. Involvement and input from all of these entities is a vital component of the RMPA process and EIS preparation. Public involvement for the RMPA was conducted in three phases: public scoping, public review and comment, and Cooperating Agency (local government input) on the Draft RMPA/Draft EIS and on the Proposed RMPA/Final EIS.

The BLM conducted a formal scoping process, inviting the participation of affected federal, state, and local agencies; Indian tribes; and other interested persons. Comments were accepted. Based on these comments, the BLM identified the environmental issues that were analyzed in the Draft RMPA/Draft EIS and Proposed RMPA/Final EIS. The scoping comments also guided the BLM in determining the appropriate depth of analysis for each issue, and which issues were outside the scope of the proposed action.

The BLM released the Draft RMPA/Draft EIS for public comment on November 26, 2004. The BLM subsequently extended the public comment period until April 11, 2005. Three informational public meetings were held in the vicinity of the Roan Plateau Planning Area within 30 days of the release of the Draft RMPA/Draft EIS and were held in the communities of Parachute (Battlement Mesa), Rifle, and Glenwood Springs. Major points for the Draft RMPA/Draft EIS were presented at these meetings and questions regarding the planning process and Planning Area were answered by BLM representatives. A total of 74,907 comment submissions were received by the BLM at the close of the public comment period on midnight, April 11, 2005.

Following closure of the extended public comment period, the BLM initiated additional consultation and work sessions with the Cooperating Agencies to discuss resolution of public concerns and comments in regards to the final format and content for the Proposed RMPA/Final EIS. This group included those entities with which the BLM initially negotiated Memoranda of Understanding: the City of Rifle, Town of Parachute, Garfield County, Rio Blanco County, and CDNR. The City of Glenwood Springs later requested and was granted the same status as well.

The Cooperating Agency meeting process consisted of six working sessions during July and August 2005. During this process, it became clear that most of the Cooperating Agencies shared the concerns expressed in the majority of public comments regarding impacts to sensitive resources and the socially and economically important recreational opportunities on top of the plateau. Other specific concerns generally focused on three components of the lower portion of the Planning Area (below and along the Roan Cliffs): the need to protect deer and elk winter range, the need to protect high-sensitivity viewsheds as seen from local communities and major travel corridors, and the need to maintain existing opportunities for OHV travel. Additional concerns expressed and discussed during the Cooperating Agency meetings included (among others) impacts of oil and gas development on local economies, both directly and indirectly through increased traffic and infrastructure costs to the counties and communities; impacts on the regional culture, including hunting and livestock grazing; and impacts to air quality and local water supplies.

During the consultation and coordination process, CDNR proposed an innovative approach to oil and gas development atop the plateau while providing substantial levels of natural resource protection. The CDNR approach received a favorable response from other participants in the process.

This RMPA comprises the components of the Proposed RMPA/Final EIS, along with clarifications.

10. AVAILABILITY OF THE PLAN

Copies of this ROD and the RMPA are available for download at the "Planning" page of the BLM national website (<http://www.blm.gov>). A CD or paper copy may be requested by contacting the Glenwood Springs Field Office, Bureau of Land Management, 50629 Highways 6 & 24, Glenwood Springs, Colorado 81601.

11. FIELD MANAGER RECOMMENDATION AND APPROVAL OF IMPLEMENTATION DECISIONS

Having considered a full range of reasonable alternatives, associated effects, and public input, I recommend adoption and implementation of the attached RMPA. I also approve the Travel Management implementation decision, which will be effective upon approval of the RMPA.



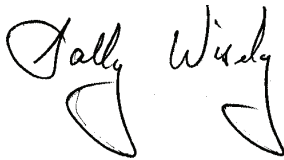
Jamie E. Connell
Field Manager

June 8, 2007

Date

12. APPROVAL

In consideration of the foregoing, I approve the Roan Plateau Resource Management Plan Amendment.



Sally Wisely
BLM State Director

June 8, 2007

Date

13. REFERENCES

- Bureau of Land Management (BLM). 1988. Glenwood Springs Resource Area Record of Decision and Resource Management Plan (ROD). Grand Junction District Office, Colorado. U.S. Department of the Interior.
- Bureau of Land Management (BLM). 1996. White River Resource Area, Proposed Resource Management Plan and Final Environmental Impact Statement [ROD issued July 1997]. Craig District Office, Colorado. U.S. Department of the Interior.
- Bureau of Land Management. (BLM) 1999. Glenwood Springs Resource Area Oil and Gas Leasing and Development Record of Decision and RMP Amendment (ROD). U.S. Department of the Interior.
- Bureau of Land Management (BLM). 2004. Draft Roan Plateau Resource Management Plan Amendment/Draft Environmental Impact Statement. Glenwood Springs District Office, Colorado. U.S. Department of the Interior.
- Bureau of Land Management (BLM). 2006. Proposed Roan Plateau Resource Management Plan Amendment/Final Environmental Impact Statement. Glenwood Springs District Office, Colorado. U.S. Department of the Interior.