

Revising the Cibola National Forest Land Management Plan – Preliminary Need-to-Change the Existing 1985 Cibola Forest Plan

The conditions, trends, and risks to sustainability reported by the draft *2014 Cibola Forest Assessment Report* for the resources, goods, and services provided by the Cibola will be used in informing the needs-for-change to the *1985 Cibola Forest Plan*. Needs-for-change statements are to be developed collaboratively, both internally and externally, by comparing conclusions on conditions, trends, and risks from the respective topic areas of the assessment, with the plan direction of the 1985 Cibola Forest Plan. The development of needs-for-change statements does not involve wordsmithing of specific plan direction of the 1985 plan; rather, these statements paint a picture of strategic changes necessary to address issues identified in the assessment. The overarching question to be answered in developing needs-for-change statements is “*what strategic current plan direction needs to be revised (added, modified, deleted) to address the conditions, trends, and risks evident from the assessment analyses?*”

Sample needs-for-change have been developed by the Cibola National Forest planning and extended teams, reviewed by line officers, and are now presented to Cibola National Forest users and interested citizens through various media, including most importantly, collaborative work sessions, to be held near each ranger district. At these work sessions, input will be gathered to inform needs-for-change statements that will be ultimately be published in a *Federal Register Notice of Intent* announcement. This announcement conveys that the Cibola will develop a revised forest plan based on identified needs-for-change, and will develop plan alternatives and analyze their respective effects on the human environment. It is hoped that relationships with and among stakeholders will be established or strengthened during the work sessions, information will be shared, and self-convened, self-directed groups will have organized around key issues and bring their ideas and suggestions to the sessions.

These draft needs for change have been revised to reflect contributions from the first round of collaborative work sessions (June 9-12) as well as input received via email from the Plan Revision website and the Plan Revision email.

Throughout the Plan

There is a fundamental need for the revised plan to address how forest management in all resource areas should be prioritized given varying levels of money and personnel likely to be available over the course of the planning cycle. Plans have historically overpromised what could be accomplished, with limited regard for fiscal realities. Yet there is also a desire to keep options open in case unexpected funds and/or capacity become available.

There is a need to reconsider the overall management area scheme used in the 1985 Plan.

- The number, arrangement, boundaries of, and plan direction for the management areas need to be modified to reduce complexity and increase flexibility for restoration and creation of wildlife habitat.
- Changed criteria for management area delineations are needed, including how species indicators are associated with management areas.
- Management area direction needs to reflect realistic expectations regarding the amount of work that can be achieved within a planning cycle.

There is a need for the revised plan to replace tactical, prescriptive language of the 1985 Plan with strategic language, i.e., defining desired conditions for a resource, good, or service, and then identifying quantifiable objectives and project design guidelines and standards to achieve the desired conditions.

There is a need to better recognize and potentially enhance the role of the Cibola National Forest in supporting local economies through both commodity production, including timber and other multiple-use products, and the service-based economy that includes recreation and tourism.

NEW!!

[Replace above paragraph with the following] There is a need to enhance the role of the Cibola National Forest in supporting local economies.... Etc.

There is a need to include plan direction regarding potential climate change impacts such as increases in drought, wind, storm events, flooding, and other extreme weather.

There is a need to incorporate opportunities for working across boundaries to manage landscapes with adjacent land managers such as state, tribal, and federal partners and other land management entities.

There is a need to remove components from the *1985 Cibola Forest Plan* that are redundant with existing Forest Service Manual (FSM) and Handbook (FSH) direction. Manual and Handbook direction will be incorporated in the revised plan by specific reference only.

NEW!!

There is a need to investigate and work to restore rights-of-way to increase and/or restore historical and new public access routes to National Forest lands.

There is a need to share the implementation of Plan activities/project with the public to provide transparency and accountability. For example-an interactive map showing all planned/in progress/completed fire/habitat restoration/etc. projects. Including the Plan objective the project satisfies. Data should be available for download.

There is a need to include climate change as a topic in the Forest Plan. Reference climate change in section, like in water, W/L [wildlife], habitat, recreation, range and grazing, special uses. Elaborate on sections.

There is a need for a unified “plan”! State, Fed, local input to be involved!

There is a need for more law enforcement to enforce existing regulations and promote public health and safety.

There is a need to change the plan to accommodate “new” users of the Forest.

There is a need to develop a framework to facilitate partnerships with stakeholders and a share vision. These partnerships could support management & maintenance of the Cibola.

There is a need for the revised plan to provide a focus on youth to the land and to nature.

There [is a need for] a framework to direct and facilitate volunteer work in the forest.

There is a need for the revised plan to give equal or greater weight to the intrinsic values of forest lands when also considering multiple uses such as recreation, extraction, or other economic utility.

There is a need for the revised plan to consider land use plans developed by Soil and Water Conservation Districts and for the Cibola to engage these groups.

There is a need for the revised plan to focus on land health sustainability when considering any use of the forest. Current policy/procedure seems prescriptive as opposed to allowing different land management options based on how that management improves the land base. True forest sustainability will come from partnerships of private/public management that provides livelihood and improves the nature resources.

There is a need to update the plan to establish an active program of resource monitoring and adaptive management.

There is a need for the revised plan to manage forest resources using the best available science regarding the current and likely impacts associated with climate change and drought.

Need for Change: Ecological/Ecosystems

Restoring Ecosystems and Habitats

There is a need for the revised plan to define the desired conditions for achieving sustainability and minimizing risks to the Cibola's varied vegetation types and their structure and composition (including snags and downed woody material), and objectives, standards, and guidelines for moving toward the achievement of those desired conditions.

There is a need for the revised plan to provide direction for a fire strategy that allows flexibility in achieving restoration and maintenance of ecosystems while addressing public safety and health concerns.

There is a need for the revised plan to provide direction to promote the achievement and maintenance of satisfactory soil condition, including a decrease in the amount of exposed soil surface, and in areas where deficient, an increase in downed woody material. Priority should be given to Ecological Response Units (ERUs – vegetation types) whose soils have a relatively high proportion in unsatisfactory condition, and of these, especially those ERUs with a preponderance of their context scale (Cibola plan area and surrounding landscape) acreage on the Cibola.

There is a need for the revised plan to include direction to address connectivity corridors and buffer zones for some rare habitats with adjacent or neighboring federal, state, tribal, or private ownerships.

There is a need to provide plan direction to better control the introduction and spread of non-native invasive species on the Cibola, including direction that would minimize the spread of non-native plants that may increase as a result of management activities.

There is a need in the revised plan to update plan direction for prescribed fire management by: incorporating direction that directs an integrated resource approach to prescribed fire activities, and; including direction that allows flexibility for restoration and maintenance of ecosystems while addressing public safety and health concerns.

NEW!!

There is a need for the revised plan to address fuel management with an outcome where discontinuous fuel loads would minimize potential for uncharacteristic and catastrophic wildfire.

There is a need for change in the revised plan to address invasive species seed sources coming from recreational activities that could spread invasives across the landscape.

There is a need for change in the revised plan to address preventive measures against forest insects and disease.

Integrate the following two statements into one:

There is a need in the revised plan to update plan direction for prescribed fire management by: incorporating direction that directs an integrated resource approach to prescribed fire activities and including direction that allows flexibility for restoration and maintenance of ecosystems while addressing public safety and health concerns.

With

There is a need for the revised plan to provide direction for a fire strategy that allows flexibility in achieving restoration and maintenance of ecosystems while addressing public safety and health concerns.

There is a need to recognize that climate change will alter existing plant and wildlife regimes and that all management action must be geared to increasing the stability, resilience, and sustainability of ecosystems in light of these changes which will be ongoing and accelerating.

There is a need to acknowledge the economic value of ecosystem services that the forest provides naturally without management such as (but not limited to) water storage and carbon sequestration and to include this side of the balance sheet when considering commodity production and forest product removal in financial terms.

There is a need to apply the precautionary principle to uses of the Forest: when an activity potentially threatened the sustainability, integrity and/or resilience of ecosystems, the burden of proof lies with the proponent of the activity to show it is not harmful and not the public to show

otherwise. Lack of scientific certainty is not a reason to postpone measure to prevent environmental degradation. Lack of scientific data is not evidence that harm is lacking.

There is a need to recognize that uses of the forest must be limitable and revocable to protect the sustainability and resiliency of watersheds, plant communities, wildlife, and soils.

There is a need to incorporate opportunities for working across boundaries to manage landscapes with adjacent land managers such as state and federal partners and other land management entities. For example, opportunities may exist to conserve roadless areas and connect habitat that spans across BLM lands in the Rio Puerco Field Office and into the Mt. Taylor Ranger District. Additional opportunities exist between the Socorro Field Office and the Magdalena Ranger District.

There is a need to restore landscape connectivity by connecting unroaded areas and by reducing fragmentation.

There is a need to update plan direction for prescribed fire management that allows flexibility for restoration and maintenance of ecosystems while addressing public safety concerns.

There is a need to include plan direction to address transportation infrastructure, including reclaiming unneeded routes. (See below in infrastructure.)

There is a need to manage for sustainable ecosystems-not a rigid "reference" veg type to allow for an adaptive response to climate change. For example-an area with a "reference condition" of ponderosa pine might (with climate change) now better support PJ.

There is a need for the revised plan to provide direction to incorporate TEUI into vegetation, range, and wildlife management.

There is a need to restore historically open grasslands. Thinning [is] a must.

There is a need to consider & factor climate change into ecosystems & habitats. All aspects of a new management plan should [be viewed through the] lens of climate change.

There is a need for the revised plan to implement additional monitoring surveys to find invasive plant species that may be detrimental to the persistence of the vegetative communities found on the Cibola and then implement actions to eliminate them.

There is a need for the revised plan to acknowledge synergistic effects among stressors (e.g. fire suppression, insects, and pathogens) in order to achieve positive management outcomes.

There is a need for the revised plan to emphasize the importance of active-stand management to the future direction of the forest. This will reduce fuel loads, reduce severe fire risk, and improve watershed health.

There is a need to update the plan to acknowledge the important role of fire in sustaining the health of Cibola National Forest ecosystems.

There is a need to update plan direction to prioritize where vegetation treatment is most needed for community protection, where ecological restoration is most appropriate, and where wildfire is most likely to result in beneficial effects.

There is a need for the revised plan to acknowledge emerging woodland science, particularly differences in disturbance regimes between pinon-juniper woodlands and ponderosa pine woodlands.

There is a need to recognize that vegetation and fire management activities can provide economic opportunities through the sale of timber and vegetation removed to enterprises such as bio-fuels manufacturing/power facilities.

Water

There is a need for the revised plan to provide plan components to maintain or restore ecological integrity of riparian areas and other water resources features and to establish riparian management zones and around all lakes, perennial and intermittent streams, and open water wetlands, giving special attention to approximately 100 feet from the edges of all perennial streams and lakes.

There is a need in the revised plan to include direction for improving aquatic passage in streams where it is compromised. Direction should be included for restoring and expanding the range of native aquatic species and connectivity of fragmented populations.

On the Cibola, forty-six 12-digit HUC watersheds are rated at risk and one is impaired. There is a need for the revised plan to identify priority watersheds for restoration and focus work in these areas and to utilize the watershed approach when assessing effects to water resource features.

There is a need for plan direction to improve and standardize the process used to manage water rights. Currently, the Forest's approach to water rights is not consistent.

There is a need for the revised plan to provide plan direction for public water supplies and integration with special uses. Direction should consider current and anticipated uses and associated ecological effects.

There is a need for the revised plan to provide direction on the management of the interconnection of groundwater flows with springs, wetlands, riparian areas, and perennial waters to provide favorable conditions of flow for the Forest and maintain the ecosystem characteristics of water dependent resources. For example, many springs are currently

developed without consideration of associated groundwater dependent resources. As a result, ecosystems associated with these features have been degraded or lost.

There is a need for the revised plan to include management direction regarding plan area municipal watersheds and groundwater; considering current and anticipated uses, and the anticipated ecological impacts.

NEW!!

There is a need to make restoration of riparian areas a priority because so many species of wildlife depend on them as does the proper functioning of watersheds. Water management will become ever more important as climate instability makes severe drought, extreme flooding events and extreme temperatures more common.

There is a need to review and possibly improve “human” access to potable water on forest lands. Public owned wells with potable water along trails and in areas of high public activity should be evaluated and modified to provide a potable water source for humans as well as livestock use.

[There is a need to] see improvement of existing springs & H2O sources for wildlife & recreational users.

There is a need for the revised plan to consider the economic value of all waters on and off the forest when multiple uses occur.

There is a need for the revised plan to consider the upstream & downstream connection and impact of water uses that occur on the forest.

There is a need for the revised plan to consider the cultural and social values of waters on the forest.

[There is a need to] revise to develop more water resources across the Cibola Forest.

[There is a need to] enhance natural springs.

There is a need for the revised plan to identify springs & water resource features of importance to tribes and prioritize protection and restoration. Focus should be on springs and other water sources that are contributing to stream flows, riparian and larger landscape benefits. Make large readable map of springs for tribal review so they can pinpoint the springs important to them.

There is a need for the Forest plan to provide direction for restoring cottonwoods, riparian areas.

There is a need for the revised plan to provide direction to restore stream channel morphology and hydrology to allow for reestablishment of desired vegetation.

There is a need in the revised plan to manage recreation uses near/adjacent to water resource features.

There is a need in the revised plan to provide direction for ensuring that “preferential” consideration of riparian dependent resources occurs.

[There is a need to] establish a method to protect riparian areas to protect flow & fauna around natural springs.

[There is a need to] use guzzlers to provide water outside of riparian areas. Guzzlers can be used to provide water for both wildlife & domestic stock by fencing part of the areas and also providing an outside tank for domestic stock.

There is a need to consider riparian values as a priority over grazing right as best science indicates, especially with consideration to climate change.

There is a need for the revised plan to develop more projects to improve, conserve, and protect riparian areas on the Cibola NF.

There is a need for the revised plan to place more emphasis and priority on watershed health and functionality.

There is a need for the revised plan to better protect riparian and aquatic habitat and vegetation.

Air

There is a need to update plan direction to include elements that ensure that air quality conditions remain in attainment, particularly for criteria pollutants that appear to be in decline, such as particulate matter (e.g., blowing dust).

There is a need for the revised plan to include monitoring elements that provide more reliable information regarding critical loads of atmospheric pollutants.

Wildlife Habitat

There is a need for forest plan components to be developed to maintain and/or restore the ecological conditions necessary to contribute to the recovery of federally listed species, to conserve proposed and candidate species, and to maintain a viable population of each of the species of conservation concern within the plan area.

If ecosystem-targeted plan components are insufficient to provide for the recovery of federally-listed species, the conservation of proposed and candidate species, or the maintenance of viable populations of species of conservation concern, there is a need for the revised plan to include species-specific plan components to provide such ecological conditions in the plan area.

There is a need for management direction in the revised plan to further develop hunting, fishing, and wildlife watching opportunities in the plan area that will provide revenue to the local economies.

NEW!!

Because hunting infrastructure is already significantly developed, there is a need to prioritize the development of wildlife watching as an economic opportunity. This activity can occur year round and is not restricted to specific seasons. And because wildlife watching does not depend on

limited license availability from NM Game and Fish and encompasses a much broader diversity of wildlife species, there is the stability of the potential for year round income. And because the ranks of wildlife watchers and photographers is growing, so is the potential demand for the support services such as guiding, lodging and food that, like hunting, this activity could foster.

There is a need for the Forest Service to more actively consult and offer guidance to NMDGF regarding wildlife management and the conservation of both game and non-game species.

There is a need for the revised plan to address closer coordination with the New Mexico Department of Game and Fish, the U.S. Fish and Wildlife Service, and adjacent tribal and other wildlife agencies on wildlife management issues in the plan area.

There is a need for the revised plan to address areas used by wildlife, including but not limited to corridors, calving/breeding areas, and winter range in the plan area.

There is a need to consider connectivity corridors and buffer zones for wildlife to provide for species movement across the landscape.

There is a need to include plan direction regarding potential climate change impacts such as increases in drought and species movement.

[There is a need to] identify potential species of concern that the forest may not know about, e.g. plants used for medicinal purposes.

There is a need to reduce, eliminate or control unwanted trespass (feral horses) livestock on the National Forest.

There is a need to consider wildlife migration corridors when deciding where to place fences. Where a fence is absolutely necessary, then the best available design that allows for wildlife movement and minimized damage shall be used.

There is a need for the revised plan to take seasonal wildlife habitat use (for example: winter range vs. spring calving areas) into consideration when developing ecosystem restoration (such as timber harvest and prescribed burning) goals.

There is a need to designate these areas [above] as special zoological management areas.

There is a need for the forest plan to address direction [for] activities that congregate groups of people and protect seasonal uses of species (e.g., peregrine) and allows some flexibility.

There is a need for the revised plan to direct that timber-harvest or restoration/thinning work should not occur during the peak of the bird nesting season, specifically April 15 to August 1. Even those trees and shrubs that are not cut will be disturbed, all resulting in reduced nesting success by many neotropical migrant songbirds. Quite apart from violation of the Migratory

Bird Treaty Act, this is another example where managing for desired conditions can disrupt natural ecological processes that are essential to proper ecological function. Since the period also includes the peak of the fire season, avoiding the use of mechanical equipment in treatment areas during this period reduces the likelihood of ignition at a sensitive time, helps protect soils following snowmelt, and reduces attraction of bark beetles to freshly cut woodlands.

There is a need for the revised plan to manage species habitat for connectivity between the districts of the Cibola and other state and federal public lands to facilitate wildlife movement.

There is a need for the revised plan to consider the habitat requirements of Mexican gray wolves and manage forest resources with the goal of assisting their recovery within New Mexico and on the Cibola National Forest.

There is a need for the revised plan to provide specific standards and guidelines for protection of habitat of endangered, threatened and sensitive species within the Cibola.

Needs-for-Change: Multiple Uses and Human Influences

Cultural Resources

Revised plan direction needs to support evaluation of cultural resource sites after they are located, as well as sustainability of significant sites. When sites are located but not evaluated, ground disturbing activities or uses must be avoided. However, if evaluation indicates the site is not significant, activities and uses may be able to proceed unimpeded. Creative approaches are needed in light of limited capacity for evaluating sites.

The revised plan needs to provide updated direction on the stabilization and preservation of historic structures and traditional cultural properties. The revised plan should also provide direction on the role of heritage sites in economic development.

There is a need for the revised plan to acknowledge and provide management direction for traditional cultural properties and sacred sites while conserving anonymity of such sites where appropriate.

There is a need for the revised plan to modify or eliminate language regarding adverse effects that is inconsistent with 1992 revisions to 36CFR 800, and that compels the Forest to develop a site-specific amendment to the forest plan to allow for adverse effects to non-archeological historic properties.

There is a need for the revised plan to develop program objectives consistent with current program management directives of the 2008 Forest Service Manual revisions.

There is a need for the revised plan to include cultural resource management direction language that is specific to the resources (particularly historic properties) found in each management area. There has been exponentially greater definition of the patterns of historic use in each management area since the 1985 plan, and management direction should be oriented relative to

that knowledge. Area-specific management direction should be aligned with current National Register properties, National Historic Landmark properties, and priority heritage assets (PHAs), as well as with known and anticipated National Register eligible historic properties.

There is a need for the revised plan to consider historic and contemporary cultural uses, particularly non-economic uses, for those traditional communities not considered under Tribal Relations (i.e., traditional Hispanic and Anglo communities). In particular, non-site specific and landscape historic and contemporary uses by these communities need to be considered for each management area.

There is a need for the revised plan to include direction that addresses the alignment of heritage resources management objectives (historic properties and landscapes, sacred sites, contemporary uses) with other resource management objectives (particularly but not limited to ecosystem restoration). Other resource management objectives often benefit the sustainable management of cultural resources and uses (and sometimes vice versa), but project design to maximize all benefits could be improved upon.

NEW!!

There is a need for the revised plan content to address ethnographic studies that would help identify tribal sensitive areas (e.g., springs) and species of cultural concern, information which would inform the Cibola NF when doing project and management activities.

There is a need to ensure cultural and archeological resources are conserved. There is a need to update plan direction to ensure multiple-uses do not degrade cultural resources.

There is a need for the plan to emphasize the importance of proactively inventorying & documenting significant archaeological resources that are in high fire risk areas.

Amend statement: add archaeological resources to statement about stabilization and preservation of historic structures & TCPs.

There is a need for plan to address the proactive management of grazing allotments to protect cultural resources.

[There is a need to] identify traditional cultural properties for land grant communities and take these areas into consideration during the NEPA/implementation process.

[There is a need to] include traditional community histories in plan revision process—consult with local historians.

[There is a need for] users of land where [there are] deteriorating arch resources occur need to be included in decision of _____ activity.

There is a need for further analysis with respect to historic site types and disturbance factors. For example, certain sites due to their inherent greater visibility are subject to increased levels of vandalism and understanding the relationship between site types and disturbances is critical in developing management objectives and guidelines.

There is a need for further analysis to be undertaken to identify spatially explicit areas of the National Forest, where heritage resources because of their significance, extent and quality merit specific management consideration and shall include historic properties, traditional cultural properties and sacred sites.

There is a need to identify and evaluate all historic properties and a need to eliminate distinctions between archaeological sites vs. non-archaeological properties or TCPs when evaluating eligibility and effect.

There is a need to allow for adverse effects, not only to non-archaeological properties, but to archaeological sites as well. The 1985 plan allowed for data recovery and interpretation only if SHPO indicated that it was the best use of the resource. In some cases adverse effects cannot be avoided and the Forest needs to acknowledge that preservation of the historic property or cancellation of the project may not be possible.

There is a need to modify or eliminate references to the State Historic Preservation Plan and the State Archaeologist. The State Plan is revised every five years and the Forest is encouraged to participate in its development but it probably is not necessary to reference it in the Forest Plan. Likewise, reference to the State Archaeologist could be eliminated since the duties of that position have changed since 1985 and the State Archaeologist's role in planning and Section 106 consultation is limited.

There is a need to address increased vandalism and increased construction impacts to historic properties and the role that site stewards play in assisting the Forest in archaeological site protection and preservation.

Areas of Tribal Importance and Tribal Use of Forest Resources

There is a need for the revised plan to ensure that implementation of Forest programs and activities is consistent with, and fulfills the Federal Government's legally mandated trust responsibilities with Tribes.

There is a need for the revised plan to address contemporary tribal use of forest land and resources, and tribal interests within the plan area. The 1985 Forest Plan does not contain information related to tribal relations or tribal use, interests, or concerns.

There is a need for the revised plan to ensure that direction reflects the recommendations of the 2012 Report to the Secretary of Agriculture – USDA Policy and Procedures Review and Recommendations: Indian Sacred Sites, particularly as it relates to considering the broader concept of “sacred places” in planning efforts.

There is a need for the revised plan to use discretion in land management decisions to find creative ways of incorporating protections for sacred sites in Forest project NEPA decisions, and to give due consideration to accommodating and mitigating for the protection of sacred sites.

There is a need for the revised plan to restrict/prohibit the establishment of new communication sites and expansion of existing communication sites on high places (mountaintops and ridges)

that are identified as part of an important cultural landscape by a tribe(s).

There is a need to consider in the planning process the designation of special management areas to aid in the protection of natural and cultural resources important to tribes.

There is a need for the revised plan to support and accommodate, where appropriate, requests for reburial of human remains and cultural items on the Forest, pursuant to agency authority under the provisions of the 2008 Farm Bill (Food, Conservation, and Energy Act of 2008, Pub L. 110-246, Title VIII, Subtitle B, Cultural and Heritage Cooperation Authority, Sec. 8103).

There is a need for the revised plan to support and accommodate the collection of forest products for traditional and cultural purposes.

There is a need for the revised plan to clarify the Forest's authority to implement temporary closure orders to ensure privacy for tribes engaged in cultural and ceremonial activities, pursuant to 2008 Farm Bill (Food, Conservation, and Energy Act of 2008, Pub L. 110-246, Title VIII, Subtitle B, Cultural and Heritage Cooperation Authority, Sec. 8104).

There is a need for the revised plan to provide direction that species important to tribes are managed for sustainability.

There is a need for the revised plan to prioritize for acquisition any private land inholdings that possess areas of ecological or cultural importance.

There is a need for the revised plan to encourage opportunities for working across boundaries to manage landscapes and address threats to adjacent tribal resources through the Tribal Forest Protection Act of 2004; and to meet common objectives identified in Tribe's and Pueblo's land management plans to meet an "all lands" approach to resources management.

There is a need for the revised plan to have the flexibility to facilitate and support tribal minerals and renewable energy development, and the need for transmission across FS lands.

NEW!!

There is a need for the revised plan to relate desired conditions with changing climate and change in water resources, where habitats and vegetation locations, composition, and structure will likely be changing. This information will help prepare tribal people for potential changes in the above related to certain important plant and animal species.

There is a need to determine if any special treatment of "sacred sites" on public lands is in conflict with other Federal Laws concerning "separation of church and state" and/or other Federal policies and laws concerning the preferential treatment of favoring one "religion" over another.

*There is a need to manage the Forest in a way to assure that **ALL** persons and/or groups (including individual Indians and tribes) that they receive consideration for the same special treatments that are not **specifically** addressed by Federal Law.*

There is a need for plan to acknowledge the ongoing & continuing communication with tribes that use the forest & to focus on enhancing partnerships with tribes.

There is a need for plan to consider alternative infrastructure (communication sites) on mountaintops. Pursue technological advances that the tribes will support & will reduce the footprint of impact.

There is a need to accommodate & encourage tribal site visits to identify areas of importance, sites, plant of value so info can be incorporated into management strategies.

There is a need to accommodate management activities within historic properties, in consultation w/ affiliated tribes, to accomplish site/area specific protection.

[There is a need to] educate the Forest staff, including the front-liners, about tribal uses—make it part of the “Cibola FS culture.”

There is a need for change to increase communication of information from decision makers to forest staff that has contact with the public.

There is a need to integrate our Forest Restoration Plan with tribal cultural needs. “Blend” needs for both, e.g. protect areas of vegetation use (broad areas-no specific plants or area) and do not affect by FS activities in the areas.

There is a need to manage the Mt. Taylor Traditional Cultural Property (TCP) in a manner that protects the area’s cultural resource values. For example, the existing Inventoried Roadless Areas (IRAs) and other roadless lands may offer opportunities to ensure the TCP and its associated values are conserved.

There is a need to include plan direction in anticipation of potential proposals for transmission corridors and renewable energy generation and their potential disruption and displacement of traditional activities.

There is a need to consider changing technologies and energy development interfering with traditional ceremonies.

Timber Production and Non-timber Forest Products

There is a need to reconsider which areas of the national forests are available for timber management and potentially set different priorities for when and where timber harvest may occur; facilitating an appropriate level of sustainable timber production.

To support the traditions and culture of American Indian Tribes and other residents of the Cibola National Forest “area of influence” (AoI – the 10 counties in which the mountain ranger districts reside), there is a need for the revised plan to provide direction for management and accommodation of the removal of miscellaneous products for commercial, noncommercial, and tribal and land grant use, such as wood products, firewood, grass seed, plants (used for food, fuel, medicine, or crafts) or other materials.

NEW!!

There is a need to establish which areas of the national forests are available for timber management and set different priorities.....

There is a need for the Forest Plan to provide a focus on developing sustainable markets to support the restoration of forests for the overall health.

There is a need for the revised plan to favor a balance of recreational and conservation opportunities as well as any changes in allowable tree harvest sizes which would permit chip and pellet businesses to thin at no cost to taxpayers.

Range and Grazing

The revised plan needs to provide management direction to the livestock grazing program that incorporates adaptive management toward ecosystem-based desired conditions, with particular emphasis on management in times of drought or other extreme weather related events. There is a need for the revised plan to incorporate into plan direction adaptive management strategies from past NEPA decisions in order to adjust management decisions to meet desired conditions and/or project standards and objectives, as the need is determined through monitoring.

- Building adaptive management flexibility into management allows for decisions that are responsive to needed adjustments in permitted actions. Historically, decisions have been too narrowly focused, such as deciding to authorize a specific number, kind, or class of livestock with specific on- and off-dates under a specific type of grazing system. These kinds of decisions have restricted management flexibility in meeting desired conditions and project objectives.

Previous project-level NEPA-based decisions remain valid as long as the authorized activity complies with laws, regulations, the current forest plan, and is within the scope of the project-level NEPA-based decision. Therefore, it is not necessary to initiate new site-specific analyses in order to undertake a modification that has already been analyzed, decided upon, and documented. Management actions should be adjusted when monitoring indicates that those actions are not effective in reaching defined objectives.

The revised plan needs to change range management emphasis from providing “forage to promote sustained livestock yield” to “using livestock to achieve and sustain desired conditions and improve resistance and resilience in the face of short-term drought and anticipated climate change.”

The revised plan needs to address closer coordination with NMDGF on elk use of Cibola forest and rangelands in order to minimize degradation of those lands by elk, livestock, or both.

NEW!!

There is a need for the revised plan to allow for reassessing and renegotiating grazing MOUs to reflect climate change, projected drought cycles, catastrophic wildfires, best available science, forest health, wildlife health, recreational issues, and best new

practices.

There is a need for the revised plan to reevaluate grazing permits, especially in the months allowed for AUMs to avoid continued decline in an already unhealthy forest.

There is a need for the revised plan to address the spread of invasive species during livestock hauling by grazing permittees.

There is a need for the revised plan to reconsider the range capacity for livestock grazing in light of climate change, historical grazing impacts and likelihood of continued drought.

Recreation

There is a need for plan direction to be less prescriptive and reduce the restrictive language, but rather provide broad guidance to the recreation program.

Because of extensive development of adjacent non-NFS lands and a drastic increase and changes in types (e.g., trail use vs. picnicking) of visitor use of many areas, *1985 Recreation Opportunity Spectrum* classifications are impractical. There is a need to update *the Recreation Opportunity Spectrum* classifications and adjust the total acres in each class in the revised forest plan.

There is a need to for revised plan direction to revamp group size limitations within designated wilderness areas.

NEW!!

Change the statement to read: "There is a need for revised plan direction to reconsider group size limitations within designated wilderness areas"

There is a need for plan direction to allow adaptive assessment of site capacity (persons at one time [PAOT]) of developed and dispersed recreation sites and allow managers the flexibility to change site capacity based on demand and management ability.

There is a need for plan direction to allow more flexibility in reporting of acreage adjustments to *Recreation Opportunity Spectrum* and *Wilderness Opportunity Spectrum* classifications affected by road closures and the revisions to ranger district motor vehicle use maps.

NEW!!

Add qualifiers to provide management continuity and public input to statement "There is a need for plan direction to allow more flexibility in reporting acreage adjustment to Rec. Op. Spectrum."

There is a need for plan direction that addresses the use of volunteers for dispersed and developed recreation maintenance and construction consistent with volunteer regulations Revised plan direction should avoid prescribing whether use of a particular developed site requires a fee, as this is entirely dependent on fee authorities that periodically sunset.

There is a need to be responsive to changing trends in regard to services, activities and types of facilities desired by the public, but balance those with fiscal reality. The trends in demographics such as the expectation for an older and more ethnically diverse population, the need to promote outdoor physical activities, especially among youth, and the desire to support local cultures and economies should all be considered in establishing a path forward for recreation management on the Cibola National Forest mountain ranger districts. The revised plan should consider:

- Trends such as increasing day use versus overnight use, and increasing interest in wildlife viewing, should be taken into account.
- Public safety, including geologic and hydrologic concerns, potential user conflicts, conservation of natural resources, and maximum effective use of available funds should all be recognized as important considerations.
- Improvements to barrier free accessibility should be continued.

NEW!!

There is a need to develop plans to accommodate continuous changes in the type of recreational activities and their associated technologies. Flexible plans should allow for appropriate utilization of the changing types of travel vehicles such as, but not limited to, off-road vehicles (not street legal), mountain bikes, gyrocopters, dirt bikes, 4-wheel drive vehicles, etc. There is a need to better recognize and potentially enhance the role of the Cibola National Forest in supporting local economies through the service-based economy that includes recreation and tourism.

There is a need to update the Recreation Opportunity Spectrum delineations to better reflect on-the-ground conditions and to update and plan direction associated with ROS areas.

There is a need for increased access to wilderness areas for people with special mobility needs.

There is a need for the FS to communicate more effectively to the public about the group size limits and the reasons for those group size limits. Supports limits but wants more public education & communication.

There is a need for increased staffing (on the Mountainair RD-Manzano Mtn. unit) in order to increase maintenance of the existing trail system. Forest should investigate the use of volunteer community resources.

There is a need to monitor recreational use of wilderness areas, especially the Sandia Wilderness. Partnering with community groups can help provide labor and add transparency and build partnerships.

There is a need to partner with biking and hiking groups to maintain, and when appropriate, build new trails. Having more "official" trails that are appealing to i [?] might reduce social trails.

There is a need for annual review of travel mgmt decisions.

There is a need to incorporate into the Forest Service Revision Plan with the mandated “handed down” Travel Management Plan. The Travel Management Plan overrided or _____[?] the Forest Service Plan, which defeats the purpose of the Forest Plan.

There is a need to consider a fee/permit for mountain bikes. This will help pay for trail maintenance similar to fees collected from hunting, range permit fees, etc.

[There is a need to] give high priority to local voice that translates to forest priority.

[There is a need to] be less restrictive, less closures for recreational use and mountain bikes.

[There is a need to] revise TM [Travel Management].

[There is a need to] _____ or be flexible on seasonal closures to respond to local conditions & resources changes/needs.

[There is a need for] local input to be a component of the decision-making process for any component.

[There is a need for] more flexibility in management plan—less prescriptive. Make prescriptions that apply to all recreational users, not just one group—“all in or all out.”

[There is a need to] revisit the travel management decision to ensure it is consistent with current and predicted needs for motorized access.

[There is a need to] provide more flexibility for seasonal road closures that are responsive to actual weather conditions, especially in the face of climate change.

[There is a need for] a way for recreational users to determine habitat/cultural risks before encouraging increased use of specific areas. (e.g. finding new rocks to climb could threaten habitat.) A collaborative effort could reduce impact.

[There is a need to address] Cave Management Planning. Several cavers present at the meeting will work on a draft of an Appendix focused on caves, cave management, cave research, cave access & protection.

There is a need for the revised plan to consider temporary suspensions on the ban on motorized equipment in the wilderness areas of the Manzano (perhaps elsewhere) and bring in a crew of chainsaw operators to quickly remove the blowdown from the trail and to take down tress that will soon be coming down on the trail in the near future (dead ones).

There is a need to update the Recreation Opportunity Spectrum delineations to better reflect on-the-ground conditions and to update the plan direction associated with ROS areas.

There is a need for the revised plan to allocate funds (for recreation) among ranger districts.

There is a need for the revised plan to prioritize quiet recreation over off-road vehicle and other motorized uses.

Trails

There is a need for the plan to better address the sustainability, relevance, and feasibility of existing and planned trail systems. Plan direction could address:

- New approaches to trail management including trail construction and maintenance, given the reality of limited maintenance funds; focusing priority on trails and trail systems that are financially, environmentally, and socially sustainable.
- Sustainable trail design and maintenance standards providing for trail experiences that the public desires, e.g., loop opportunities, connectivity, and destination trails.
- Ways to address the supply and demand for differing types and skill levels of trail users (motorized, mountain biking, hiking, and equestrian use). In some areas it may be appropriate for shared use trails, while in other areas a separation of uses (use-specific) may be more appropriate. In some locations, restricting equestrian and mountain bike use to designated routes (similar to motorized travel) or areas may need to be considered.
- Working with local communities that wish to promote certain trail systems and special events – such as for mountain biking – to support the community while not compromising other recreation users or other multiple-use objectives.
- The revised plan should include approaches utilizing use of partnerships, volunteers and/or user councils to assist with maintenance issues and to recommend solutions to user conflicts.
- Assessment and management of unauthorized trails.

NEW!!

There is a need for better and more trail maintenance and signage for non-mechanized travel. This should include information about directions for water availability for long distance trekkers such as those on the Grand Enchantment Trail which passes through the San Mateos, Magdalenas, Manzanos and Sandias.

[There is a need to] establish a _____ of youth, etc. corps to draw on them to re-establish trail system in the nearby abandoned trails.

[There is a need to] incorporate enforcement of illegal trail development.

There is a need for the revised plan to add currently unauthorized trails to the system will help disperse use, reducing hiker concentration on the current heavily used trails. Signage (notably in the Placitas area) and more official access points will help reduce user tendency to blaze their own access. Hikers like connections between trails to vary familiar hikes by creating loops, cross overs and access to special features of interest. Two of the unofficial trails especially worthy of addition to the trail system are (1) the White Rock Trail on the west side, going from the end of Manual Blvd to the Oso Pass junction of 3 Gun and Embudito Trails; and (2) Larry's Trail on the east side which connects Faulty and South Crest Trails.

Scenery

There is a need for the revised plan to institute a flexible and updated scenery management system, based on objectives for specific areas, that allows for activities to support ecological health and creation and enhancement of diverse wildlife habitats, while retaining and enhancing pleasant and interesting scenery that supports tourism.

There is a need to institute a scenery management system that allows for activities to support ecological health and creation and enhancement of diverse wildlife habitats, while retaining and enhancing pleasant and interesting scenery that support tourism. For example, many areas around the San Mateo and Magdalena Mountains offer tremendous scenic vistas and look outs. There is a need to retain these scenic vistas for visitors. A scenery management system can take this into account.

[1] Proposed FSH 1909.12,70 (February 2012 draft)

Designated Areas

There is a need to consider recommendations for special designations such as wilderness, research natural areas, and special management areas with unique recreational, scenic, historic, cultural, zoological, botanical, paleontological, or geological features.

There is a need to update plan direction for managing existing wilderness. Particular issues to consider include overuse, special use permitting, the use of prescribed fire, and control of non-native species.

There is a need to include plan direction for Inventoried Roadless Areas, including opportunities for restoration.

NEW!!

There is a need to update the current list of designated areas (e.g., Special Interest Areas, National Trails, and Research Natural Areas) and to consider and recommend additional designated areas taking into account climate change, cultural resources, recreational opportunities, ecological features, geologic features, scenic values, and watershed values.

There is a need to consider citizen proposals.

There is a need to conduct an inventory of roadless areas given completion of travel analysis and travel management planning as well as updated inventory and evaluation procedures [1] and identify which have wilderness qualities, as well as evaluate the roadless areas as potential additions to the National Wilderness Preservation System. There is a need to consider and recommend additional wilderness areas.

There is a need to update plan direction for managing wilderness. Particular issues to consider include illegal motorized encroachment, the use of prescribed fire, and recreational use patterns and desires.

There is a need to update plan direction for managing designated areas including national trails.

There is a need to identify the eligibility of rivers for inclusion in the National Wild and Scenic Rivers System.

There is a need to consider and recommend additional designated areas taking into account cultural resources, sacred sites, traditional use and historic values.

There is a need for the revised plan to emphasize the need for barriers, signage, and patrols to protect the Withington Wilderness from illegal motorized travel.

There is a need for the revised plan to increase the amount of forest land deemed suitable and managed for future wilderness designation.

Special Uses

Elements of the special use permitting process are the subject of law, regulation, and policy that are not amenable to a Forest Plan decision. At same time, there is a need for the revised plan to update plan direction regarding special uses. Direction should be reexamined to determine if it conveys support for appropriate special uses of the national forest that provide public benefits, including economic and other community benefits. In addition, the direction should ensure forest resource impacts are minimized, and the discretion of Forest Service decision makers is maintained. Among the areas where specific guidance may be needed are:

- Permitting for large and/or recurring events, including seasonal limitations;
- Permitting associated with trails receiving heavy use;
- Screening criteria for consideration of special use permits;
- Carrying capacity of areas versus the number of outfitters desiring permits;
- Clarifying resource protections associated with special use permitting such as road maintenance requirements for private easements.
- Updating spatial locations of existing utility corridor rights of way on the Cibola in existing Cibola GIS, and updating maintenance and repair agreements of special use utility easement permits.

NEW!!

There is a need to better manage the distribution of firewood to alleviate crowding and allow better access to the local community. For example, create co-ops that can send a few members to collect allocated wood, then have them distribute to the co-op members.

There is a need to develop a process through which special use permit applications must go through to ensure other resources are considered appropriately, to include protection or enhancement.

Roads

There is a need for the revised plan to incorporate new approaches for managing roads, given the reality of limited maintenance funds combined with the public's desire for motorized access to the forest. These approaches may include considering partnerships for road maintenance, establishing priorities for maintenance to minimize or mitigate resource damage, and promoting public safety.

There is a need for plan direction to synchronize road maintenance priorities and application of best management practices with watersheds identified in the *2011 Cibola Watershed Condition Framework* analyses as being in impaired or at-risk condition.

There is a need to update the plan to include direction for closing out unneeded roads, including temporary roads and roads in environmentally or geologically hazardous locations.

NEW!!

There is a need to modify the Department's budget and find the critical funds needed for maintaining and restoring roads on the National Forest. This should be one of the highest priorities for the Forest Service to assure the public can enjoy their time in our national forests.

There is a need to prioritize road access cases.

[There is a need for] closing, rehabilitating closed roads, remaking the need for cattle guards.

[There is a need for] _____ [?] excess unauthorized roads that are having impacts.

There is a need to develop or expand more partnerships to accomplish more road maintenance on National Forest System roads.

Infrastructure

The revised plan needs to provide direction on how forest management of infrastructure investments should be prioritized given varying funding levels of money and a portfolio of deteriorating infrastructure and increasing initiatives of sustainability.

There is a need for the revised plan to provide management direction regarding sustainability of deteriorating infrastructure that has archeological significance.

There is a need for the revised plan to be responsive to changing trends with regard to services, activities, and types of facilities required for mission delivery, balanced with fiscal reality (workforce capacity for operation and increasing maintenance costs).

NEW!!

There is a need to include plan direction to address transportation infrastructure, including reclaiming unneeded routes. (See above in restoration.)

There is a need to make the transportation system more ecologically and fiscally sustainable and to move the agency towards achieving the minimum road system.

There is a need for ATV cattle guards to replace gates that are never closed, left open, cattle guards that are more efficient. Plan need to be efficient, economic.

[There is a need to] extend range of partnerships to maintain infrastructure.

[There is a need for] the plan to accommodate better cattle movement through additional cross fencing and water points.

[There is a need for] management of infrastructure needs to be more equitable and prioritize given varying levels of funding and a portfolio of deteriorating infrastructure.

Lands and Boundaries of the National Forest

The revised plan needs to provide direction for the process of obtaining legal road access to the mountain ranger districts, access that meets public, private landowner, and management needs.

There is a need to ensure the revised plan direction accurately reflects the essence of the 2008 Land Adjustment Strategy, aiming for contiguity of the land base and reduction of small unmanageable tracts. There is a need for tracts acquired in the past 29 years to be assigned to a management area, and to provide plan direction for how to assign future land acquisitions.

Complete up-to-date marking of national forest boundaries appears unattainable; a situation that can result in problems such as timber trespasses or encroachments. There is a need to provide plan direction for boundary line maintenance that recognizes some areas are at greater risk for trespass and encroachment than others.

NEW!!

There is a need to provide informal resolution opportunities regarding access issues. Consider mediation and arbitration to resolve issues.

There is a need for the revised plan to recognize and plan for the complexities of managing Sandia District adjacent to the City of Albuquerque including the costs associated with gang vandalism, crime, land management by the City of Albuquerque, and speeding motorcycles on the Crest Highway. The complexity of fighting fires on or close to Kirtland AFB in areas where there are still unexploded armaments needs to be addressed.

Geology, Minerals, and Energy

There is a need for the revised plan to update and/or clarify plan direction regarding recreational metal detecting, mineral collection, and gold panning.

NEW!!

[Suggestion: delete above paragraph and substitute the following] There is a need for the revised plan to follow provisions of the Mining Act of 1872, that authorizes and governs

prospecting and mining for economic minerals, such as gold, platinum, and silver, on federal public lands.

There is a need for the revised plan to utilize and maintain the Forest Service Minerals databases for Locatable, Leasable and Salable minerals and to coordinate with industry and other State and Federal Agencies that manage mineral resource data.

There is a need to update plan direction to address potential commercial oil, gas, and hardrock mineral exploration and uses so that those operations will be planned, conducted and reclaimed as to minimize adverse environmental impacts.. There is also a need for the revised plan to provide direction on the noncommercial use of common mineral materials so that other resources can be adequately protected.

There is a need for the revised plan to contain plan direction for providing Cibola Forest minerals and geology program information to the public, including interpretive geology and information on locatable, leasable, and salable minerals, landscape rock sales, prospecting, and fossil hunting.

There is a need for the revised plan to provide plan direction in anticipation of potential proposals for transmission corridors and alternative energy generation, including wind, biomass, and geothermal, while protecting natural resources, heritage and sacred sites, and scenery.

NEW!!

There is a need to include plan direction in anticipation of potential proposals for transmission corridors and renewable energy generation.

There is a need to update plan direction to address potential commercial oil, gas, and hardrock mineral exploration and uses.

[There is a need to] address uranium as a specific item.

There is a need for the Forest Plan to specifically delineate the FS position on fracking on the Cibola NF.

There is a need to update plan direction to address potential commercial oil, gas, and hardrock mineral exploration and uses.

There is a need to recognize the importance of existing, and possibly future, utility corridors in facilitating the expanded utilization of energy sources including wind, solar, and biomass throughout New Mexico.

Because of the proximity of the Cibola National Forest to New Mexico's largest metropolitan area, there is a need to reflect the importance of timely and immediate maintenance activities associated with existing energy and communication corridors for safety reasons.

There is a need to maintain access to utility corridors and communication facilities in a manner that does not open the ROW to motorized public access.

Conservation Education

There is a need for the plan to promote opportunities with volunteers and partners that will provide conservation education (including demonstration areas) regarding forest management; sustainable use level of non- timber forest products; recreation, and other multiple uses.

Monitoring

There is a need for the revised plan to include an updated and realistic monitoring plan that is not inconsistent with staffing and funding resources to accomplish same.

Research

There is a need for the revised plan to provide direction on opportunities to conduct research on the mountain ranger districts, regardless of whether proposed research would occur on a research natural area.

UPDATED