

The Livestock Grazing
Record of Decision
for DAKOTA PRAIRIE GRASSLANDS
FINAL ENVIRONMENTAL IMPACT STATEMENT
AND
LAND AND RESOURCE MANAGEMENT PLAN

Lead Agency:

U.S. Department of Agriculture
Forest Service
Northern Region

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LITTLE MISSOURI, GRAND RIVER,
CEDAR RIVER AND SHEYENNE
National Grasslands

DENBIGH AND SOURIS Experimental Forests

Located within the North Dakota counties of
Billings, Golden Valley, Grant, McHenry, McKenzie, Ransom,
Richland, Sioux and Slope, and
the South Dakota counties of
Corson, Perkins and Ziebach

SEPTEMBER 2006

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Preface

On July 31, 2002, my predecessor, Brad Powell, signed the Record of Decision (ROD) approving the Revised Land and Resource Management Plan (LRMP) for the Dakota Prairie Grasslands (DPG). This is commonly referred to as the “Grasslands Plan” or the LRMP.

Due to uncertainty and considerable controversy regarding the assumptions, standards and guidelines, and projected effects of the LRMP, the 2002 ROD established a “phased in” or “interim” approach to implementing the Plan’s livestock grazing direction and guidance.

Concerns were expressed that: 1) the grazing portion of the Grasslands Plan could not be implemented; and 2) that if implemented, the Plan would result in much higher reductions in livestock numbers than was predicted by the Forest Service. The Forest Service estimated a 9 percent reduction in livestock grazing levels while other interests estimated reductions of 29 to 55 percent from the previous 20-year average and 43 to 69 percent from livestock grazing association preference numbers.

As part of his decision, Regional Forester Powell chose to delay the livestock grazing decision and “test drive” the grazing portion of the Plan through the development of sample Allotment Management Plans (AMPs), which would be evaluated by an independent “Scientific Review Team” (SRT). The eight member team was selected based on recommendations from the North Dakota

governor’s office, conservation and industry groups, state and federal natural resource agencies, and county representatives. By design, no Forest Service scientists were to be members of the SRT.

After completion of the “test drive”, a final decision to either adopt the grazing portion of the Grasslands Plan or make needed adjustments or changes was to occur. The SRT completed their assigned task on November 31, 2005, and the DPG sent the results with the agency’s response to the public for comment during the month of February 2006. The public’s comments have been evaluated and the agency has completed its final response to the SRT’s Report (available on-line at <http://www.fs.fed.us/r1/dakotaprairie/>).

It has been close to four years since the initial Record of Decision was signed and 11 years since the beginning of the Northern Great Plains planning process. It is now time to move forward to implement a livestock grazing decision. Our common goal is having sustainable, healthy grasslands for current and future generations.

Before describing the key elements of my decision, I want to first provide an overview of the planning process. I will then discuss: 1) the key findings, and implications of the SRT’s Report; 2) a Demonstration Project proposal; and 3) my decision.

Planning Process Overview

Public outreach and involvement for the Northern Great Plains Environmental Impact Statement (EIS) to revise three Forest/Grasslands Plans (DPG, Nebraska National Forest, and Thunder Basin National Grasslands) started in October 1995. Public meetings and workshops continued through 1996.

On July 16, 1999, the Draft EIS (DEIS) and proposed Revised Plans were released for public comment. This comment period, extended on request, closed February 3, 2000. Meetings were held with North Dakota Governor's staff from February through November of 2000 on the Grasslands Plan in an effort to utilize public comments and to clarify the standards and guidelines needed to meet the goals and objectives identified in the Draft Plan. The Final EIS (FEIS) and proposed revised

plans were released in July 2001 for a second public review and comment period, which closed January 22, 2002.

More than 74,000 letters and postcards were received on the draft and final plans, and the EISs for the Northern Great Plains planning area.

As described in the preface, the DPG LRMP was signed on July 31, 2002, with a phased decision for the livestock grazing. All other parts of the plan, including the livestock grazing portions for those associations who "opted out", continue to be implemented.

After the SRT report was released, more public review and comment was requested and received during the SRT response considerations (see below).

With the signing of this ROD, the "Planning Process" for this LRMP will be complete. Implementation and monitoring of the LRMP can fully move forward. This means all decisions from here forward will be consistent with this finalized Grasslands Plan.

The Scientific Review Team Results

An independent group of scientists was assembled to review the livestock portion of the Grasslands Plan. This group, known as the Scientific Review Team (SRT), consisted of eight members: Dr. Rod Heitschmidt, Dr. Harvey Peterson, Dr. Douglas Johnson, Mr. Jeff Printz, Dr. Don Kirby, Dr. Kevin Sedivec, Mr. Kent Luttschwager, and Ms. Karen Smith. The SRT members are to be commended for their work on this process and report. Their individual backgrounds and specialties are summarized in their report available on-line at

<http://www.fs.fed.us/r1/dakotaprairie/> or by request from the Supervisor's office.

The SRT conducted 14 meetings between February of 2003 and May of 2005. During these meetings, the DPG staff presented details on 69 AMPs. These were grouped in eight study areas. Presentations were supplemented with field trips to these study areas. Representatives of the grazing associations and conservation groups also provided presentations to the SRT. Questions and

comments from the public were taken during meetings, breaks, and field trips.

It should be noted that 58 of the AMPs presented to the SRT were “mock-ups” to demonstrate how the Grasslands Plan could be applied to on-the-ground situations. These were done with limited site-specific data, and have not been through any part of the National Environmental Policy Act (NEPA) process.

However, eleven AMPs for the Cedar River National Grassland had gone through the NEPA analysis process at the time of the SRT review and are now being implemented. The Cedar River Grazing Association had requested these revised AMPs to proceed, as allowed for in the 2002 ROD, page 8.

At a public meeting on May 20, 2005, the SRT released the “Report of the Scientific Review Team.” The Team broke their evaluation into nine different sections. Based on the information and AMPs they examined, the Team was asked to provide answers to the following three questions:

1) Can the Grasslands Plan be implemented?

SRT Response: Yes, but we are uncertain of the outcome, whether the objectives and goals will be met and when.

2) Are grazing levels in the sample AMPs similar to those projected in the FEIS?

SRT Response: The proposed stocking rates in the sample AMPs are comparable to those projected in the FEIS. However, it is impossible to determine whether the projected stocking rates are appropriate to meet management goals and objectives.

3) Was the baseline data used to develop the sample AMPs adequate?

SRT Response: The answer to the question of using “appropriate” baseline data for sample AMP development is, “No.” The answer to the

question of using “available” baseline data for sample AMP development is, “Yes.” The gap between “appropriate” and “available” baseline data for developing management plans for allotments on the DPG is immense.

However, at the May 2005 presentation, Dr. Rod Heitschmidt stated the available data was appropriate for broadscale planning and analysis (Minutes of May 20, 2005). The Grasslands LRMP would be considered broadscale planning.

After the SRT Report was published and released for public review, additional questions continued to be asked by some groups. Grasslands Supervisor Dave Pieper agreed to ask the SRT to clarify their position on these questions.

Additional questions were submitted by the Heritage Alliance of North Dakota (HAND)¹ on June 21, 2005, and the Sheyenne Valley Grazing Association on June 17, 2005. The SRT consented to consider these additional questions and responded to these inquiries in a November 30, 2005, letter to Supervisor Pieper.

These questions and SRT responses follow:

HAND Question 1: What relevance do the above statements (Note: this referred to a list of quotes from the SRT report listed in the HAND letter to the SRT) have on interpreting the new Grasslands Plan status of carrying capacity, plant community descriptions and seral stages? What are the implications of the SRT’s findings on our position that the FEIS should be rewritten on the basis of inadequate data?

SRT Response: The SRT report identifies an array of shortcomings relative to the ecological data needed to clearly define what management

¹ The SRT response of November 30, 2005, refers to questions submitted by the McKenzie Grazing Association. In fact, the questions were submitted by HAND. The same person is president of both organizations.

tactics would most likely be required to meet landscape-level goals and objectives. The report also provides numerous recommendations to address these shortcomings.... [T]he SRT found it difficult and imprecise to fully define relationships between the new Grasslands Land and Resource Management Plan (LRMP) and carrying capacity, plant community descriptions, and seral stages. However, it is the SRT's position that an FEIS revision is not warranted because it would not significantly diminish any misgivings about the current FEIS or LRMP. It is the opinion of the SRT that the perceived problems associated with the current FEIS and LRMP stem largely from differences among affected parties in value systems rather than scientific shortcomings.

HAND Question 2: In general, what were the SRT's conclusions regarding the functional status of ecological processes (nutrient cycle, water cycle, and energy flow) within the Little Missouri National Grassland (LMNG)? More specifically, how do you classify (in your professional opinion) the ecological status and trends on the LMNG?

SRT Response: As noted in the MCGA's (Note: McKenzie County Grazing Association) original question, the SRT was not charged with determining the ecological status and trend of the LMNG, and thus, our answer is strictly our combined professional opinions. As to the functional status of ecological processes, that is an impossible question to answer and of little if any relevance unless ecological conditions are poor, which is not the general case for the LMNG. The SRT simply did not find evidence that the general ecological condition and health of the LMNG was being seriously damaged or compromised, as few if any areas appeared to be approaching an ecological threshold that would alter ecological processes substantially and permanently. A notable exception to this generalization would be the expansion of woody plants (i.e. cedar, juniper, and western

snowberry), the cause of which is attributed more to a general absence of fire as opposed to improper grazing management.

As to ecological trend, no data were provided to the SRT that would lead us to scientifically conclude ecological conditions were either dramatically increasing or decreasing. Our sense was that overall ecological conditions were relatively stable and sustainable, but significant management changes on some areas are warranted to meet established goals and objectives.

HAND Question 3: The SRT did not comment on the resource management goals, objectives, standards and guidelines in the Dakota Prairie Grasslands Plan (except briefly on page 33). Were these resource management criteria outside the scope and directions from the Forest Service and do the baseline data and analysis procedures (i.e. good science) adequately support the resource management goals in the FEIS?

SRT Response: Yes. The evaluation of the resource management goals, objectives, standards and guidelines was outside the scope of the SRT's charter. In terms of the second part of the question, we encourage members of the MCGA to re-read our report Conclusion section (Pages 32 -34) as we do not believe we can clarify our conclusions and thoughts any better today than we did when we completed the report.

HAND Question 4: In general what is the scientific explanation for the apparent contradiction between SRT's official response that data was inadequate to evaluate grazing strategies, yet the Forest Service was able to utilize past monitoring data to justify the transformation of the 1987 Forest Plan into the 2001 LRMP? Specifically, in your professional opinion, are monitoring data available to justify the proposed changes in resource use?

SRT Response: In the opinion of the SRT, the monitoring data available neither justify nor refute the need for the proposed management changes in LMNG resource use. This opinion emphasizes the continual need for ecological monitoring data to provide critical information concerning changes in and appropriateness of management strategies on the rangeland resources of the LMNG. It is also critical that all affected parties understand that proposed changes in resource use cannot be solely driven by available ecological monitoring data. Rather, public land management goals and objectives must include, by law, public driven, multiple use goals and objectives, many of which are driven by factors other than ecological condition. Livestock production is still the dominant feature of the new Plan, but the Plan must and does include other goals and objectives that reflect public land use desires.

Sheyenne Valley Grazing Association (SVGA) Question 1: The SVGA provides and maintains fairly detailed stocking rate and rotational information with the US Forest Service (USFS) on an annual basis. Did this information not get to the SRT?

SRT Response: As far as we know, the SRT was provided copies of all available SVGA historical stocking rate data, etc. However, the data provided were of marginal value to the SRT in their attempt to understand the potential impacts of previous grazing regimens on the current ecological conditions of the SNG [NOTE: Sheyenne National Grasslands]. This is because the records lacked details relative to the long-term (i.e., >1-2 years) management scheme applied to each and every pasture, including both size and number of grazing animals and grazing dates (i.e., how many animals were in pasture, what was their average weight, when did they go in and when did they come out of the pasture, etc.). The SRT does not know if better, more detailed, records were available.

SVGA Question 2: Water developments and cross-fencing are listed as tools to aid livestock distribution. Will the aggressive use of these and other tools adequately address the issue of ecological restoration and eliminate some herd reductions?

SRT Response: No. Although water development, etc. may provide significant opportunities to retain more animal units (i.e. forage demand) than currently proposed, the SRT believes SNG stocking rates will still have to be reduced substantially if any appreciable ecological recovery of these grasslands is to occur. This is largely because we believe the majority of the SNG is substantially overstocked because of insufficient number of pastures to optimize graze/rest rotational schedules, extended grazing seasons, and too many and/or too large of animals. Utilizing tools such as combining allotments, cross fencing, water developments, prescribed burning, etc. will be required to lessen, but not eliminate, the need for stocking rate reductions on the SNG. Likewise, stocking rate reductions alone will not accomplish ecological restoration.

SVGA Question 3: Does Recommendation IX-4b in the SRT's final report contradict findings in a study by Sieg and King (1995) concluding that precipitation is the primary influence on growing and flowering habits of the western prairie fringed orchid (WPFO)?

SRT Response: The recommendation statements concerning the WPFO in the final SRT report are not contradictory. In addition to favorable precipitation conditions, the WPFO requires: 1) suitable germination sites, and 2) maximized flowering and seed set opportunities for recovery efforts. Since the WPFO occurs both in small groupings (non-core areas) over thousands of acres, and also in concentrated populations (core areas) of 100 acres or less, management strategies are needed for both population distributions to maintain or enhance the WPFO. The Team recommended rotational

grazing and prescribed burning in late spring and/or fall throughout the orchid habitat (core and non-core areas) to prevent litter buildup and decrease competition for germination sites from species such as Kentucky bluegrass or other increaser/exotic species. In core orchid areas, more intensive management is warranted. Core orchid areas should be deferred from grazing in summer/early fall between the flowering through seed set phenological stages of the orchid in most if not all years. The SRT recommends a combination of deferment of a grazing unit containing a core orchid population by implementing a rotation grazing system, and/or temporary exclusion of the core orchid area using electric fencing.

SVGA Question 4: Are recommendations IX-2b and 2c feasible when it appears that the DPG management team finds new water development undesirable?

SRT Response: We are unable to answer this question based upon the information provided. The SRT is confident that these issues can be resolved at the AMP level by the Forest Service and permittees working together.

Forest Service Final Response

The SRT has provided the Forest Service with very useful information to review and consider as the agency moves forward with site specific planning and implementation processes.

The Forest Service also provided the public the opportunity to review and comment on the agency's response to the SRT's Final Report.

Seven responses from the public were received and evaluated. No new issues or scientific data were presented to cause the Forest Service to change the Draft Response to the Scientific Review Team's report.

It is Forest Service intent to implement the SRT's recommendations consistent with our final response. Note, however, that as science and technology evolve, implementation of the recommendations may change over time to take advantage of new information.

There are four basic ways the Forest Service could work with the SRT's recommendations: 1) change or reinforce local policy, protocols and agreements, 2) change or reinforce monitoring practices at the Grasslands Plan or the project level, 3) change the Grasslands Plan, or 4) change or reinforce analysis techniques and practices for on-the-ground project implementation.

Because the recommendations deal with concerns such as site-specific activities, methodologies, and landscape and site-specific monitoring analyses, I have determined no changes to the Grasslands Plan are needed to implement the SRT's recommendations.

For example, consistent with Recommendation V-1 - Maintain and share detailed, pasture-specific grazing records by Grazing Association and Forest Service personnel - the Forest Service is accounting for the increase in cow and calf size in its latest round of AMPs. The implementation of this recommendation does not require a LRMP amendment but only needs to be addressed in the site-specific analysis for the allotment.

The entire Final Response to the Scientific Review Team Report is available at <http://www.fs.fed.us/r1/dakotaprairie/>.

The Demonstration Project

Based on the continuing controversy over the livestock grazing portion of the DPG Plan, and the national grassland mandate to demonstrate sound and practical principles of multiple use management that includes grassland agriculture, a Demonstration Project is authorized by this decision.

The Demonstration Project acknowledges the unique and long working relationship between the associations and federal government while providing a template for a cooperative working relationship.

The Demonstration Project was developed cooperatively with the grazing associations and other livestock grazing interests as a vehicle to implement the livestock portion of the Grassland Plan and develop integrated AMPs while meeting all applicable laws and regulations.

A Long Relationship

Among all the users of lands administered by the Forest Service, perhaps none has a more intricate and lengthy relationship with the agency than livestock grazers. The relationship began before the actual inception of the agency and continues today. Over many decades numerous laws and regulations have been promulgated to address a multitude of issues.

The relationship with livestock grazers, on what is now known as the national grasslands, started with the U.S. Department of Agriculture in the 1930s. Since the early 1950s, Forest Service regulations and policies have addressed the Bankhead-Jones Farm Tenant Act and the unique relationship with livestock grazing associations permitted to use these lands.

Gifford Pinchot, the first Chief of the Forest Service, said grazing “is primarily a local issue and should always be dealt with on local

grounds.” This maxim, I believe, is as true today as when Pinchot first spoke these words over a hundred years ago.

Although a good part of range management is based on science, frequently the day-to-day activity of managing the range is honed with local experience and knowledge.

Livestock grazers on the DPG have repeatedly expressed concerns over prescriptive measures, such as the Grasslands Plan’s standards and objectives, as being too inflexible or possibly used to eliminate or overly restrict their use of the grasslands.

They have also expressed concerns over natural disturbances such as fire and drought and how they might influence management decisions and the attainment of LRMP goals.

The Forest Service recognizes that precipitation fluctuations and other natural events influence annual production, habitat, and plant response. Desired conditions or favorable trends can be negatively affected by prolonged drought or a severe disturbance such as an intense wildfire. To maintain habitat and graze livestock during periods of disturbance takes close coordination and consultation, especially at the local or field level.

The underlying intent of the Demonstration Project is to fuse local knowledge with agency expertise to meet Plan goals while maintaining sustainable grazing operations. I believe this can be achieved through the development of state-of-the-art AMPs with livestock grazers and the interested public through a variety of collaborative processes.

Cooperation in Management

Grazing agreements between state approved grazing associations and the Forest Service

make National Forest System lands and improvements on the DPG available to the associations' members for grazing in accordance with provisions of the agreements and Forest Service policies.

Although livestock grazing has continued through the 11 year LRMP planning process, few on-the-ground management changes have taken place. Many AMPs are outdated and needed management tools and grazing regime changes have not been implemented due to policy and legal constraints, and the lengthy planning process. Cooperatively developed AMPs will allow both livestock grazers and the agency to plan for the future while meeting LRMP goals and objectives.

Demonstration Project Rationale

The commitment to panel a SRT to answer some key questions and to evaluate the science supporting the LRMP was a step to address livestock grazers' concerns. While the agency's view is that the Team's Final Report generally supports agency actions and processes, underlying concerns and questions are still evident.

To the question, "Can the grazing portion (standards, guidelines, objectives, and desired conditions) of the Grasslands Plan be implemented?" the Team stated, "Yes, but we are uncertain of the outcome, whether the objectives and goals will be met and when." When asked, "Did the Forest Service use the appropriate baseline data and analysis procedures (i.e. "good science") for sample AMP development?" the answer to the question of using "appropriate" baseline data for sample AMP development is, "No." The answer to the question of using "available" baseline data for sample AMP development is, "Yes."

So, while the Report is extremely valuable for both livestock grazers and the Forest Service alike, it's not a panacea. There is still uncertainty, unanswered questions, and doubt.

While the "test drive" of the grazing decision surfaced numerous issues and recommendations, actual on-the-ground implementation of the Plan, except for some allotments on the Cedar and Grand River Grazing Associations' allotments, did not occur. This Demonstration Project will take the LRMP to the ground, and implement, monitor, validate, and where necessary, change it. It moves the argument away from the hypothetical and esoteric, to practical field application.

The focus is on the collection of the "appropriate" baseline data to support key decisions and on increased monitoring and evaluation to determine: 1) how the Plan is being implemented; 2) whether Plan implementation is achieving desired outcomes; and 3) whether assumptions made in the planning process are valid.

In summary, the "test drive" for the LRMP is over. The "mock up" AMPs were an attempt to demonstrate the LRMP could be implemented. And even though the SRT members said, "Yes, the LRMP can be implemented," they qualified their statement by saying, "But the outcome is uncertain." The next logical course of action is to implement this finalized Grasslands Plan on the ground. In the end, its validity and relevancy will be measured by monitoring the health and diversity of the grasslands while meeting the public's expectations through site-specific decisions.

Demonstration Project Purpose

The purpose of the Demonstration Project is to: 1) develop and implement integrated AMPs collaboratively with the respective grazing associations that share in the management of grazing on the National Grasslands; 2) to determine if LRMP Goals and Objectives are achievable or need modification; and 3) monitor progress towards meeting resource objectives.

One key goal of the Demonstration Project is to maintain or improve current on-the-ground conditions while maintaining, to the maximum extent possible, a grazing program at current AUM levels and providing sufficient habitat for grassland species.

The complete Demonstration Project, which contains more information on site-specific analysis and how we will work with the Grazing Associations, is included as Appendix A of this ROD.

The culmination of the Demonstration Project will be new AMPs for close to 600 livestock grazers who rely on the national grasslands for livestock grazing opportunities. Not only will

they be able to plan for the future, but grassland managers and the public will have firm plans that will guide management direction and identify desired conditions for grassland landscapes.

While how we do business with the grazing associations, and to some degree the public, is detailed in the Demonstration Project, the main effect to the DPG LRMP is the change of some standards to guidelines. Those changes are listed in the next section. I believe these changes will allow local Forest Service managers, the grazing associations, and interested publics more flexibility in designing a sustainable livestock grazing program while maintaining or improving grasslands health.

My Decision

It is important to note this decision only applies to the livestock grazing portion of the LRMP as detailed further in this section. All other aspects of the LRMP, approved in July 2002, have already been through the decision and appeal process and are unchanged and remain in effect.

I select “Modified Alternative 3 Final” with the changes detailed below for livestock grazing. The modifications to Modified Alternative 3 Final as defined for livestock grazing in this ROD includes the following:

1. This decision authorizes grazing on the Dakota Prairie Grasslands through the issuance of grazing agreements and/or grazing permits, which will comply with the provisions of the Dakota Prairie Grasslands Plan as finalized by this ROD. This decision to authorize grazing satisfies the requirements of the Rescission Bill (Section 504 of Public Law 104-19, 7/27/95).

A no grazing alternative was considered but eliminated at the FEIS level because the Great Plains (including the DPG) evolved with several natural ecological disturbance processes, including herbivory (grazing). Grazing is an important process in achieving desired vegetation and habitat conditions to address rangeland and forest health and other issues.

Consistent with the Bankhead-Jones Farm Tenant Act, the LRMP, and Northern Great Plains FEIS, the livestock grazing authorization will provide goods and services to people while sustaining ecosystem functions. Annual adjustments in grazing numbers (AUMs) will be based on this finalized Grasslands Plan guidelines and resource conditions, and documented in Annual Operating Instructions (AOIs).

Plan direction will be specifically implemented on individual grazing allotments through the development of AMPs through the Demonstration Project. Monitoring and

evaluation of allotments will determine if the Plan’s desired conditions are being met.

As existing grazing agreements expire, they may be modified cooperatively to reflect the accomplishments of the Demonstration Project, to be consistent with Forest Service policy, the finalized Grasslands Plan, and to update changes to the Rules of Management.

While the Demonstration Project was developed cooperatively with the grazing associations and other livestock grazing interests, as it is implemented all NEPA and other legal requirements such as the Endangered Species Act and the Clean Water Act shall be met.

The effects of this decision were disclosed in the original Northern Great Plains FEIS, which accompanied the initial ROD. The effects described in the FEIS were confirmed through the review of the SRT.

2. The Final Forest Service response to the SRT report is hereby attached to the finalized Grasslands Plan as Appendix M.
3. I am adopting the Demonstration Project. This will apply to all new allotment management planning processes that start the NEPA process after this decision.

To implement portions of the Demonstration Project, changes are needed to the Grasslands Plan. I am therefore changing the standards listed in Table 1 to guidelines.

As defined in the 2002 ROD, standards are defined as actions that must be followed or are required limits to activities in order to achieve grassland goals and objectives. Guidelines are advisable actions that should be followed. The standards that implement laws, such as the National Forest Management Act (NFMA) as it relates to grazing management and species viability, for example, will remain standards. The intent of changing standards to guidelines

is to allow local decision makers flexibility to implement a viable livestock grazing program while maintaining or improving grassland resources.

It is important to note that the NFMA requires that all projects be consistent with LRMPs such as the Grasslands Plan.

If a project is not consistent with the finalized Grasslands Plan guidelines, the deciding official has three options: 1) modify the project to be consistent; 2) develop an administrative record, to Administrative Procedure Act (APA) standards, explaining why deviation from the guideline(s) is a better way of achieving desired conditions and objectives of the plan; or 3) amend the plan (see Forest Service Handbook 1909.12 and 36 CFR 219.7(a)(2)(iii)).

Options 2 and 3 require analysis and public disclosure through a NEPA process.

Those standards and guidelines from the Grasslands Plan described by the 2002 decision not listed in Table 1 remain in effect.

Table 1: Standards Changed to Guidelines

Plan Page #	Guidelines
1-13	1. Modify livestock grazing practices as needed to reduce adverse impacts of drought to food and cover for prairie grouse and other wildlife.
1-13	2. When installing new livestock water tanks, install durable and effective escape ramps for birds and small mammals. During maintenance of existing tanks, replace ramps that are ineffective or missing.
1-14	18. Manage for late seral condition sagebrush in selected sagebrush stands to provide quality wintering habitat for sage grouse (see Appendix H).

Plan Page #	Guidelines
1-14	19. Manage wet and sub-irrigated meadows, seeps, riparian habitats, and other wetland areas that occur in or adjacent to sage grouse habitat as key foraging areas during the spring, summer, and fall.
1-15	32. Design timing, intensity, and frequency of mowing, burning and livestock grazing to maintain or increase sensitive plant species populations and the health of rare plant communities.
1-15	33. Do not authorize vegetation management and construction projects that would further isolate or prevent recolonization of sensitive plant and animal populations from adjacent populations. ²
1-15	35. Manage for natural disturbance processes when necessary to maintain early seral habitat for species such as smooth goosefoot, sandgrass, and beach heather. Do not initiate stabilization measures for habitats occupied by these species. ³
1-16	43. Do not authorize uses that would deplete instream flows below levels needed to protect the aquatic habitats of sturgeon chub and other sensitive native fish species. ⁴
1-16	49. Use livestock grazing and prescribed fire to enhance habitat suitability for prairie dogs where prairie dog expansion is desired. These areas are identified at the project level.

Plan Page #	Guidelines
1-16	50. Manage for low vegetative structure in areas where prairie dog expansion is desired. Emphasize areas adjacent to existing prairie dog colonies as well as at abandoned colony sites.
1-16	51. Manage for high vegetative structure around prairie dog towns where prairie dog expansion is not desired. Emphasize maintaining high structure between existing prairie dog colonies and private land.
1-19	2. Cooperate with states in ensuring healthy livestock (including bison), such as testing for diseases (e.g., Brucellosis) and vaccinating for other diseases prior to placement on public lands.
1-20	11. Design and implement range management strategies for meeting desired vegetation objectives using existing monitoring information and stocking rate guidelines for livestock grazing (see Appendix I).
3-4	1. Allow livestock facilities that do not detract from the character of the area.
3-5	new. Allow construction of livestock grazing related facilities and structures that are subordinate to the landscape or in keeping with the semi-primitive/primitive character of the area.
3-7	new. Allow construction of livestock grazing related facilities and structures that are subordinate to the landscape or in keeping with the semi-primitive/primitive character of the area.

² This will only be a guideline if provided species viability (a requirement under National Forest Management Act) is maintained. Otherwise it will be a standard.

³ See footnote 2. Same laws apply.

⁴ See footnote 2. Same laws apply.

Plan Page #	Guidelines
3-10	Prohibit livestock grazing in the following Special Interest areas: The Bog, Grand River Sand Dunes, White Butte, Black Cottonwood, and Burning Coal Vein/Columnar Junipers.
3-30	3. Maintain disturbance processes (fire, grazing) if required for habitat enhancement, restoration or species viability. ⁵
3-30	5. Conflicts that cannot be mitigated are resolved in favor of specific plant and wildlife species and communities.
3-37	1. Use livestock grazing strategies that maintain or improve the vegetative composition and structure associated with the scenic qualities of the area.

See Appendix B for list of standards considered for change and rationale why some were not changed.

The project files for the Northern Great Plains FEIS and this project contain analyses that display that the effects of this decision are the same as those described for Modified Alternative 3 Final (see 2002 ROD). Provisions to ensure viable plant and animal populations, including prairie dogs and bighorn sheep, were also approved in the 2002 ROD. That part of the record has already been upheld through the administrative appeal and Secretary of Agriculture’s discretionary review process.

For these reasons, I determined a supplemental EIS is not required to support this decision.

Through the Northern Great Plains Plan Revision process, the Forest Service has estimated the effects of implementing Modified Alternative 3 Final. With regard to livestock grazing, the Forest Service has estimated an

average DPG wide nine percent reduction⁶ in grazing levels based on the 20-year average authorized use. As noted by the SRT report, the reductions outlined in the FEIS appear to be correct, but may not be sufficient to meet Grasslands Plan goals and objectives.

Proposed changes to livestock grazing, either reductions or increases, will be monitored on-the-ground over the life of the finalized Grasslands Plan. This will ensure actions are moving resource conditions to meet, or towards meeting, resource goals, objectives and desired conditions.

This grazing decision is not a significant change from Alternative 3 Final Modified, and would not change the biological determination of effects given in the Northern Great Plains FEIS Appendix H.

This grazing decision does not substantially or significantly change our analysis or determinations of compliance with NEPA, NFMA, and the Endangered Species Act (ESA) discussed as part of Alternative 3 Final and the Modified Alternative 3 Final in the FEIS and project file.

There are three decisions in the 2002 ROD that pertain to livestock grazing: Decision 2 – Establishing grassland-wide and geographic area standards and guidelines (2002 ROD page 16), Decision 4 – Designating lands suitable for grazing and browsing (2002 ROD page 20), and Decision 6 – Develop monitoring and evaluation methods (2002 ROD page 21).

This decision does modify Decision 2, which sets grasslands-wide and geographic area standards and guidelines, by changing some standards to guidelines. Otherwise, this decision point remains the same.

⁶ The FEIS also explains the estimated AUMs were for alternative effects comparisons. Actual stocking levels will be determined in the site-specific allotment management planning process. (See FEIS, page 3-90 through 3-91).

⁵ See footnote 2. Same laws apply.

Decision 4 states that part of the decision authorizes the continuation of grazing on the DPG through the Forest Service permitting process. This decision affirms that point, and strengthens it by clarifying that this is the decision to re-issue the grazing permits/agreements, which authorizes grazing on the DPG, and meets the intent of the 1995 Rescission Act.

Decision 6 discusses the monitoring and evaluation methods. This portion of the 2002 ROD is not modified by this decision. Many of the SRT points are for site-specific monitoring needs. Grasslands Plan monitoring and evaluation methods will continue to be modified and strengthened.

Appeal Procedures and Implementation

Under the 2005 Planning Rule I may elect to use either the administrative appeal and review procedures at 36 CFR part 217 or the objection procedures of the 2005 rule (36 CFR 219.14 e, 2). I chose to use the 36 CFR 217 appeal procedures.

In accordance with 36 CFR 217, this decision is subject to administrative review. A written appeal of this decision must be filed in duplicate within 90 days of the date of the published legal notice. Appeals must be filed with:

USDA Forest Service
Attention: Ecosystem Management Staff
(vice Steve Segovia)
1400 Independence Ave. SW
Mail Stop 1104
Washington, DC 20250-0003

It is the responsibility of those who appeal a decision to provide sufficient written evidence and rationale to show why my decision should be changed or reversed. Appeals must meet the content requirements of 36 CFR 217.9, which include:

- A statement that the document is a Notice of Appeal filed pursuant to 36 CFR Part 217.
- The name, address, and telephone number of the appellant.
- Identification of the decision to which the objection is being made.
- Identification of the document in which the decision is contained, by title and subject, date of the decision, and name and title of the Responsible Official.
- Identification of the specific portion of the decision to which objection is made.
- The reasons for appeal, including issues of fact, law, regulation, or policy and, if applicable, specifically how the decision violates law, regulation, or policy.
- Identification of the specific change(s) in the decision that the appellant seeks.

Final decisions on proposed projects, including AMPs, will be made after site-specific analysis and documentation in compliance with NEPA and are subject to appeal at that time. For questions concerning the appeal process, contact the Washington Office at the same address listed above.

For questions concerning this finalized Grasslands Plan, contact:

Dave Pieper
Grasslands Supervisor

or

Brenda Quale
NEPA/Appeals/Litigation/FOIA
Coordinator
Dakota Prairie Grasslands
240 West Century Avenue
Bismarck, ND 58503
701.250.4443, extension 105

Reviewers are encouraged to contact the Grasslands Supervisor before submitting appeals to determine if misunderstandings or concerns can be clarified or resolved.

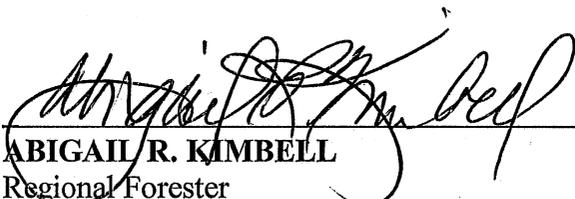
Implementation of this ROD will occur seven (7) calendar days after the legal notice of this decision is published in the newspaper of record (the *Missoulian* in Missoula, Montana).

Refer to the implementation section of the 2002 ROD for further implementation details.

Other Factors Considered In This Decision

The change from standards to guidelines outlined above is the only change to the Grasslands Plan from the 2002 ROD. This

change does not alter the findings required by other laws considered and disclosed in the 2002 ROD.


ABIGAIL R. KIMBELL
Regional Forester


Date

Appendix A

DAKOTA PRAIRIE GRASSLANDS DEMONSTRATION PROJECT

Background: The Record of Decision (ROD) implementing the Dakota Prairie Grassland (DPG) Land and Resource Management Plan (LRMP) was signed on July 31, 2002. Due to uncertainty and considerable controversy, regarding the assumptions, standards and guidelines, and projected effects of the LRMP, the ROD established a “phased in” approach for the livestock grazing program and the creation of an independent Scientific Review Team (SRT) to examine the Plan’s supporting science and estimated effects.

Issues: The Forest Service estimated a nine percent reduction in livestock grazing levels while other interests estimated reductions of 29 to 55 percent from the previous 20-year average and 43 to 69 percent from permitted numbers. Sixty-nine “mock up” sample allotment management plans (AMPs) were developed for SRT review during the two-year review process.

SRT Conclusions: The SRT members’ comments on the sample AMP reports stated that “Yes, the LRMP can be implemented.” However, the general qualifier to that statement was, “But the outcome is uncertain.” On the question “Are grazing levels in the sample AMPs similar to those projected in the Final Environmental Impact Statement (FEIS)?” the SRT stated “...that the proposed stocking rates in the sample AMPs are comparable to those projected in the FEIS,” but they also noted, ...“it is impossible to determine whether the projected stocking rates are appropriate to meet management goals and objectives.” After public comment, the Final DPG response to the SRT reports will be an appendix to the Grasslands Plan. All of the SRT recommendations and the Forest Service response will be incorporated into this demonstration project through this appendix. Recommendations shall be followed consistent with the Final SRT Report and the Forest Service response.

Demonstration Project Purpose

Based on the SRT’s findings and recommendations, the continuing controversy over the livestock grazing portion of the DPG Plan, and the national grassland mandate to demonstrate sound and practical principles of multiple use management that includes grassland agriculture, a pilot demonstration project is being proposed. The purpose of the demonstration project would be to develop and implement integrated allotment management plans pursuant to a collaborative process with the respective grazing associations that share in the management of grazing on the National Grasslands, to determine if Plan Goals and Objectives are achievable or need modification, and monitor progress towards meeting the resource objectives. Consistent with the Bankhead-Jones Farm Tenant Act (BJFTA), the stated objectives of the land utilization projects, the Presidential Executive Orders, and other applicable federal law and policy to maintain open space and economically viable ranching operations, the Forest Service will seek, to the maximum extent practicable, to minimize any livestock grazing reductions in implementing the DPG LRMP, and to resolve resource management conflicts.

Demonstration Project Proposal

Objective: To provide for long-term sustainable multiple use management on the DPG, to build a common vision for national grassland resources, and to demonstrate sound and practical management of grassland ecosystems for the multiple benefits of grassland agriculture, local communities, the rural economy and the public.

Strategy: Allotment Management Plans (AMPs) will be developed at the landscape or multiple allotment level. The pre-NEPA process would be completed in careful consultation, coordination, and cooperation with the grazing associations representing their members working in concert with the Forest Service. Either the traditional method of the Forest Service and grazing association and individual member or an inclusive collaborative approach, such as Coordinated Resource Management (CRM), will be used. This process must be requested by an association and the association will be involved, not just the member. Regardless of the model selected, the grazing associations and the Forest Service shall agree to the collaborative approach. For agency decisions under this pilot proposal and if requested by a grazing permittee, the Forest Service shall use, in accordance with the agency's informal appeals regulations, the Farm Service Agency certified ND Department of Agriculture Mediation program.

CRM is a stakeholder consensus decision-making process sponsored by the Society for Range Management (SRM) and numerous other private and public institutions. This sort of inclusive collaborative approach works best with grassroots support and participation. CRM complements regulatory process, such as the National Environmental Policy Act, and responds to mandates to incorporate the public in decision-making. Trained facilitators conduct the process, participation is voluntary, and most importantly, CRM is landowner initiated.

Pilot Project Provisions

- 1) The Demonstration Project will be included in the Record of Decision for the livestock grazing portion of the Plan. Restoration strategies for the Sheyenne National Grassland will be amended to the Plan as provided in provision no. 6 below.
- 2) The ROD will authorize livestock grazing, meeting Rescission Act requirements.
- 3) The Project will initially be for ten years and can be extended if mutually agreeable. During this time, selected AMPs will be developed and implemented, working through the processes described in this document. Goals, objectives, standards and guidelines related to livestock grazing in the Grasslands Plan will be assessed. If adjustments are needed, Grassland Plan amendments will be proposed.
- 4) To provide maximum flexibility for this demonstration project, and to synchronize language in the ROD and LRMP, LRMP standards relative to livestock grazing will become guidelines, except those based on law and regulation (i.e., Clean Water Act, Endangered Species Act, etc.). Goals and objectives may also be modified or changed to meet on-the-ground conditions and/or capabilities. One goal will be to maintain or improve current on-the-ground conditions to maintain, to the maximum extent possible, a grazing program at current levels and provide sufficient habitat for grassland species. Site-specific amendments to the DPG Plan to incorporate these changes will be done, as needed. The terms of the Demonstration Project supercede any inconsistent terms in the ROD or the DPG LRMP.
- 5) Scientific Review Team (SRT) recommendations will be incorporated into and implemented through the Final ROD and the livestock grazing allotment management planning process after clarifying questions (see July 8, 2005 HAND letter) have been addressed and the public has had

opportunity to review and comment on the Forest Service's response to the Team's final report. As recommended by the SRT, the Forest Service will only apply vegetative structural objectives to biologically capable lands in the development of the AMPs.

6) The Forest Service will include the Sheyenne Valley Grazing Association in the development of the restoration and range management strategies for the Sheyenne National Grassland. A key SRT recommendation suggests that plans for restoration be implemented on a pilot basis and then only expanded if plans first succeed on a limited basis. The Forest Service will coordinate with other USDA agencies, the Sheyenne Valley Grazing Association and others to explore other opportunities, such as using Conservation Reserve Program (CRP) lands or other private lands as forage reserves, to maintain permitted Animal Unit Months (AUMs) while restoration efforts are underway. Aerial spraying of noxious weeds will be considered on the Sheyenne National Grasslands in the DPG Noxious Weed EIS. Such strategies will be amended to the DPG LRMP livestock grazing portion of the plan as they are completed.

7) The working groups' or Forest Service and the grazing associations and their members' proposals would be carried forward in the National Environmental Policy Act (NEPA) process as the Forest Service's proposed action for the AMP and any related LRMP amendments, provided they are consistent with existing law.

8) The range of alternatives might include, but are not limited to: 1) The proposed action, which would be the approach agreed to by the grazing associations and the Forest Service; 2) A "permitted" and/or "preference" livestock alternative; 3) An alternative that maximizes other resource values based on Plan goals, objectives and guidelines; 4) The "no action" alternative which will be the "no grazing" alternative; and 5) An alternative considering current management as it is being implemented on the allotment, if it meets the purpose and need for the project and LRMP goals and objectives.

9) The DPG will prioritize funding for monitoring. Project-level livestock grazing monitoring will be used to measure progress towards meeting the resource goals and objectives as stated in the LRMP, using the LRMP Monitoring and Evaluation direction (Chapter 4) and the Memorandum of Understanding between the Public Lands Council (PLC) and the Forest Service. In accordance with the MOU, the records for monitoring results will be retained and available for public review. As stated in the 2002 ROD and SRT response, monitoring is vital to public land management. Monitoring will be needed to establish whether or not desired conditions have already been achieved before consideration of livestock number or AUM adjustments. There will be no cuts in permitted AUMs without monitoring showing that livestock are principally responsible for not meeting the desired condition, and that the cuts are the only ecologically practicable and economically feasible means available for meeting the desired condition. In these circumstances, the Forest Service will work with the grazing associations to minimize livestock grazing reductions.

10) Lessons learned from this Demonstration Project will be used to undertake plan amendments throughout the life of the project. The monitoring data will also provide the foundation for future DPG LRMPs.

11) The existing grazing agreements will stay in effect through their term at which point they may be modified cooperatively to reflect the accomplishments of this project, to be consistent with Forest Service policy and the LRMP, and to update changes to the Rules of Management. Expiration of a grazing agreement will not be the basis for reducing livestock numbers. The AMP process, including monitoring, will be used to implement the Grasslands Plan and will be the basis for any adjustments to livestock numbers. Current grazing agreements will also be extended if mutually agreeable.

12) The Forest Service will comply with all applicable federal laws and executive orders. This includes the Bankhead-Jones Farm Tenant Act.

Summary

Due to the continuing uncertainty and controversy over the livestock grazing portion of the Dakota Prairie Grasslands Land and Resource Management Plan, a pilot Demonstration Project is being proposed. The proposal essentially extends the initial “test drive” to the field. This Demonstration Project proposal will be incorporated into the Record of Decision (ROD) for the livestock grazing portion of the Plan. Prior to issuing the ROD, the Forest Service’s final draft response to the Scientific Review Team’s Final Report will be made available for public review and comment.

The ROD will finalize the authorization of livestock grazing consistent with 36 CFR 219. This authorization will meet Rescission Act requirements.

The Demonstration Project will initially be for ten years. After this time, it will be considered for extension. Goals include: maintaining or improving current on-the-ground conditions and supporting sustainable grazing operations and practices.

A key provision in the proposal is the changing of the current Plan’s livestock grazing standards to guidelines, except for those required by law or regulation. A comprehensive list of current applicable livestock grazing standards has been identified and will be used as part of the Demonstration Project (see attachment). For those standards not changed to guidelines, the supporting law or regulation has been identified. The livestock grazing standards changed to guidelines will be included in the ROD.

The Record of Decision implementing the livestock grazing portion of the Dakota Prairie Grasslands LRMP will be subject to administrative review pursuant to 36 CFR Part 217.

Appendix B

STANDARD TO GUIDELINES CONSIDERED AND RATIONALE

PAGE #	STANDARD	WHY NOT SUITABLE FOR CONVERSION TO GUIDELINE
1-13	1. Modify livestock grazing practices as needed to reduce adverse impacts of drought to food and cover for prairie grouse and other wildlife.	
1-13	2. When installing new livestock water tanks, install durable and effective escape ramps for birds and small mammals. During maintenance of existing tanks, replace ramps that are ineffective or missing.	
1-14	18. Manage for late seral condition sagebrush in selected sagebrush stands to provide quality wintering habitat for sage grouse (see Appendix H).	
1-14	19. Manage wet and sub-irrigated meadows, seeps, riparian habitats, and other wetland areas that occur in or adjacent to sage grouse habitat as key foraging areas during the spring, summer, and fall.	
1-15	32. Design timing, intensity, and frequency of mowing, burning and livestock grazing to maintain or increase sensitive plant species populations and the health of rare plant communities.	
1-15	33. Do not authorize vegetation management and construction projects that would further isolate or prevent re-colonization of sensitive plant and animal populations from adjacent populations.	Not suitable if species viability (a requirement under NFMA) is at risk.
1-15	35. Manage for natural disturbance processes when necessary to maintain early seral habitat for species such as smooth goosefoot, sandgrass, and beach heather. Do not initiate stabilization measures for habitats occupied by these species.	
1-16	43. Do not authorize uses that would deplete instream flows below levels needed to protect the aquatic habitats of sturgeon chub and other sensitive native fish species.	Not suitable if species viability (a requirement under NFMA) is at risk.
1-16	49. Use livestock grazing and prescribed fire to enhance habitat suitability for prairie dogs where prairie dog expansion is desired. These areas are identified at the project level.	

PAGE #	STANDARD	WHY NOT SUITABLE FOR CONVERSION TO GUIDELINE
1-16	50. Manage for low vegetative structure in areas where prairie dog expansion is desired. Emphasize areas adjacent to existing prairie dog colonies as well as at abandoned colony sites.	
1-16	51. Manage for high vegetative structure around prairie dog towns where prairie dog expansion is not desired. Emphasize maintaining high structure between existing prairie dog colonies and private land.	
1-19	2. Cooperate with states in ensuring healthy livestock (including bison), such as testing for diseases (e.g., Brucellosis) and vaccinating for other diseases prior to placement on public lands.	
1-20	11. Design and implement range management strategies for meeting desired vegetation objectives using existing monitoring information and stocking rate guidelines for livestock grazing (see Appendix I).	
3-4	1. Allow livestock facilities that do not detract from the character of the area.	
3-5	NEW (under Infrastructure) Allow construction of livestock grazing related facilities and structures that are subordinate to the landscape or in keeping with the semi-primitive/primitive character of the area.	
3-7	NEW (under Infrastructure) Allow construction of livestock grazing related facilities and structures that are subordinate to the landscape or in keeping with the semi-primitive/primitive character of the area.	
3-10	Prohibit livestock grazing in various Special Interest areas.	
3-30	3. Maintain disturbance processes (fire, grazing) if required for habitat enhancement, restoration or species viability.	Not suitable if species viability (a requirement under NFMA) is at risk.
3-30	5. Conflicts that cannot be mitigated are resolved in favor of specific plant and wildlife species and communities.	
3-37	1. Use livestock grazing strategies that maintain or improve the vegetative composition and structure associated with the scenic qualities of the area.	

PAGE #	STANDARD	WHY NOT SUITABLE FOR CONVERSION TO GUIDELINE
1-9	1. Manage land treatments to conserve site moisture and to protect long-term stream, wetland, and riparian area health from damage by increased runoff.	No. The Bankhead-Jones Farm Tenant Act of 1937 (as amended) directs the Secretary of Agriculture to conserve surface and subsurface moisture.
1-9	2. Allow only those actions next to perennial and intermittent streams, seeps, springs, lakes, and wetlands that maintain or improve long-term proper functioning of riparian ecosystem conditions.	No. The Forest and Rangeland Renewable Resources Planning Act of 1974 (as amended) and National Forest Management Act of 1976 both contain provisions requiring such actions.
1-9	3. Design activities to protect and manage the riparian ecosystem. Maintain the integrity of the ecosystem, including quantity and quality of surface and ground water.	No. The Forest and Rangeland Renewable Resources Planning Act of 1974 (as amended), Federal water Pollution Control Act Amendments of 1972, and National Forest Management Act of 1976 contain provisions requiring such actions.
1-10	8. Maintain long-term ground cover, soil structure, water budgets, and flow patterns of wetlands to sustain their ecological function and meet regulations found in Section 404(b)(1) of the Clean Water Act. The 404 regulations were established by the Environmental Protection Agency and constitute the substantive environmental criteria used in evaluating activities.	No. The Clean Water Act requires such actions.
1-15	36. Ensure that management actions do not contribute to loss of population viability for Forest Service sensitive plant species.	No. Maintaining population viability is a requirement under the National Forest Management Act.
2-31	7. Implement the most current Recovery Strategy for the Western Prairie Fringed Orchid covering land management activities and uses for core, satellite, and other allotments containing orchids (<i>See Appendix N.</i>).	No. The intent of this standard is to comply with the Endangered Species Act and was not part of the “phased” grazing decision. The decision to proceed with these orchid conservation measures was made in the 2002 LRMP ROD (see ROD, p. 5.)
3-35	2. Prohibit development of new flow (artesian) wells.	No. The Forest and Rangeland Renewable Resources Planning Act of 1974 (as amended) and National Forest Management Act of 1976 both contain provisions requiring such actions.

PAGE #	STANDARD	WHY NOT SUITABLE FOR CONVERSION TO GUIDELINE
3-23, 3-26	1. Do not convert existing livestock allotments to domestic sheep or goat allotments in or adjoining this management area.	No. Based on past disease outbreaks on the Little Missouri National Grassland, this would very likely result in a loss of bighorn sheep viability in the planning area (and so violate the National Forest Management Act).
3-30	2. Protect wetlands habitat to maintain their hydrologic regimes.	No. The Forest and Rangeland Renewable Resources Planning Act of 1974 (as amended) and National Forest Management Act of 1976 both contain provisions requiring such actions.

Dakota Prairie Grasslands

***Final Response to the Scientific
Review Team Reports***

October 10, 2006

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To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, Room 326-W, Whitten Building, 14th and Independence Avenue, SW, Washington, DC 20250-9410 or call (202) 720-5964 (voice and TDD). USDA is an equal opportunity provider and employer.

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Acronyms Used

AMP	Allotment Management Plan
AOI	Annual Operating Instructions
AUM	Animal Unit Month
CRNG	Cedar River National Grassland
DPG	Dakota Prairie Grasslands
FEIS	Final Environmental Impact Statement
FQI	Floristic Quality Index
FS	United States Department of Agriculture Forest Service
GRNG	Grand River National Grassland
LMNG	Little Missouri National Grassland
LRMP	Land and Resource Management Plan, or Grasslands Plan
NEPA	National Environmental Policy Act
NFMA	National Forest Management Act
NRCS	United States Department of Agriculture Natural Resources Conservation Service
PFC	Proper Functioning Condition
SNG	Sheyenne National Grassland
SRT	Scientific Review Team
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
VOR	Visual Obstruction Reading
WPFO	Western Prairie Fringed Orchid

Introduction

On July 31, 2002, Regional Forester Brad Powell signed the Record of Decision for the Dakota Prairie Grasslands (DPG) Final Environmental Impact Statement (FEIS) and Land and Resource Management Plan (Grasslands Plan). During the public comment periods for the Environmental Impact Statement, concerns were expressed that: 1) the grazing portion of the Grasslands Plan could not be implemented, and 2) if implemented, the Grasslands Plan would result in much higher reductions in livestock numbers than was predicted by the Forest Service.

In order to address these concerns, Mr. Powell committed to paneling an independent group of scientists to review the parts of the Grasslands Plan related to livestock grazing. Mr. Powell delayed making a decision on the livestock portion of the Grasslands Plan until the independent group of scientists completed its review.

The resulting Scientific Review Team (SRT) consisted of eight members. Team members were selected based on recommendations of the North Dakota governor's office, conservation and industry groups, state and federal natural resource agencies, and county representatives.

SRT members conducted 14 meetings between February of 2003 and May of 2005. During these meetings, the DPG presented details on 69 Allotment Management Plans (AMPs). These were grouped in eight study areas. Presentations were supplemented with field trips to these study areas. Representatives of the grazing associations and conservation groups also gave presentations to the SRT.

It should be emphasized that 58 of the AMPs presented to the SRT were "mock-ups" to demonstrate how the Grasslands Plan could be applied to on-the-ground situations. These were done with limited site-specific data, and have not been through any part of the National Environmental Policy Act (NEPA) process.

Eleven AMPs for the Cedar River National Grassland were actual AMPs that had gone through the NEPA process. The Cedar River Grazing Association had requested these revised AMPs to proceed, as allowed for in the Record of Decision, page 8.

Based on these AMPs, the SRT was asked to address two questions:

- 1) Can the Grasslands Plan be implemented?
- 2) Are grazing levels in the sample AMPs similar to those projected in the FEIS?

At the request of the Dakota Prairie Grasslands, the SRT also provided input on the following two questions:

- 1) Was the baseline data used to develop the sample AMPs adequate?
- 2) Were the analysis methods used to develop the sample AMPs appropriate?

At a public meeting on May 20, 2005, the SRT released “Report of the Scientific Review Team: Dakota Prairie Grasslands”. The SRT members, Dr. Rod Heitschmidt, Dr. Harvey Peterson, Dr. Douglas Johnson, Mr. Jeff Printz, Dr. Don Kirby, Dr. Kevin Sedivec, Mr. Kent Luttschwager and Ms. Karen Smith are to be commended for their work on this process and report. Their individual backgrounds and specialties are summarized in their report.

We want to again emphasize the SRT has provided us with useful information, critiques and background information to review and consider.

Dakota Prairie Grasslands Supervisor Dave Pieper agreed to brief the public within a month. The Dakota Prairie Grasslands released the *Initial Position on the Scientific Review Team Report* on June 20, 2005.

Additional questions to the SRT were submitted by the Heritage Alliance of North Dakota (HAND)¹ on June 21, 2005 and the Sheyenne Valley Grazing Association on June 17, 2005. The SRT consented to consider these additional questions. The team responded to these questions in a November 30, 2005 letter to Dave Pieper. Our response to these questions are also included in this document.

The Draft Response to the Scientific Review Team Reports was released for public comment on January 23, 2006. Responses were requested by February 28, 2006.

Seven responses were received and evaluated. No new issues or scientific data were presented to cause the Forest Service to change our Draft Response to the Scientific Review Team’s report. Note that some responses might be used for future site-specific analysis and/or monitoring plans.

It is the Forest Service’s intent to implement the SRT’s recommendations consistent with our final response. Note, however, that as science and technology evolve, implementation of the recommendations may change over time to take advantage of new information.

All reports can be found on-line at <http://www.fs.fed.us/r1/dakotaprairie>. The Grasslands Plan, FEIS, Record of Decision and related documents can also be found on-line at <http://www.fs.fed.us/ngp/plan/feis.htm>.

The Forest Service can implement the SRT recommendations in four ways: 1) change or reinforce local policy, protocols and agreements, 2) change or reinforce monitoring practices at the Grasslands Plan or the project level, 3) change the Grasslands Plan, or 4) change or reinforce analysis techniques and practices for on-the-ground implementation projects.

As detailed in the rest of this report, none of the recommendations, nor our response, result in a need to change the Grasslands Plan. This is discussed in the September 2006 Record of Decision document.

¹ The SRT response refers to questions submitted by the McKenzie Grazing Association. In fact, the questions were submitted by HAND. The same person is president of both organizations, and the McKenzie Grazing Association is represented by HAND. Therefore, for consistency between reports, we will list both organizations in the response section of this document.

The Forest Service will continue to seek public involvement and collaboration. We will continue to work with partners, other agencies, grazing associations and permittees, and other interested publics in implementing the Grasslands Plan, implementing projects, and refining needed policies and processes in managing the national grasslands.

We will continue to strengthen our commitment to communicate, consult, and cooperate with the grazing associations operating on the DPG.

The rest of this document summarizes our responses to the SRT recommendations. It is laid out following the SRT report format: SRT Issue, SRT Recommendation, DPG response.

Response – Original SRT report

Section 1 - Baseline Data

SRT Issue I - 1: Data utilized to estimate livestock carrying capacities, varying wildlife habitat traits, etc. (i.e., Little Missouri National Grasslands rangeland assessment, also referred to as, Dragon data) lacks the required level of resolution needed to develop, implement, and monitor individual pasture AMPs.

SRT Recommendation I - 1: The NRCS has completed Order 2 (five acre accuracy for dissimilar soils) soil surveys for all portions of the DPGs. Therefore, the SRT recommends using these maps and associated ecological site information in the development, implementation, monitoring, and refinement of pasture or allotment-level management plans.

DPG Response

The DPG used the Little Missouri National Grassland Rangeland Assessment (USDA, 2002) when preparing sample Allotment Management Plans (AMPs) for study groups 1-6 (study groups 7 and 8 were on the Cedar River and Sheyenne national grasslands). This landscape level assessment was based, in part, on analysis of existing and potential vegetation maps.

The Little Missouri National Grasslands Rangeland Assessment potential vegetation maps used “habitat types” as the basic vegetative mapping unit. Habitat types are delineated based on soils, topography and other attributes. Habitat types identify the vegetation a particular unit of land can support, regardless of current vegetation.

Existing vegetation was mapped using Satellite Image Cover classification, aerial photographs, and on-the-ground sampling. Habitat types are commonly used as basic vegetative mapping units on the more than 190,000,000 acres managed by the Forest Service, nationwide.

The SRT recommends that the DPG use potential vegetation maps developed by the NRCS. The NRCS ecological sites are delineated based on soils, topography and potential natural vegetation. Existing vegetation is measured by on-the-ground sampling.

Although the two classification and mapping techniques share many concepts, they are not completely interchangeable. Both the SRT and DPG agree AMP development will require soil and vegetation data gathered at the site-specific level (i.e. grazing allotment). DPG specialists are presently collecting such information. These specialists are using NRCS soil survey and range site/ecological site information, where available, along with the Little Missouri National Grasslands Rangeland Assessment.

We will work with the NRCS to incorporate the ecological site methodology and our existing habitat type mapping, to refine production values for each vegetation type, so carrying capacities are as accurate as possible for each allotment. The Memorandum of Understanding between the Bureau of Land Management, Forest Service, and Natural Resource Conservation Service, signed spring of 2005, outlines this agreement.

We recognize the role the “art” of range management plays in the number of livestock an individual can successfully run on an allotment. We will work with grazing associations and individual members to incorporate the principles of livestock grazing, including timing (frequency and intensity), rest (plant recovery and recruitment), season of use, etc., to determine proper livestock use of the forage base of the ecological site.

We will continue to utilize the best available data (regardless of whether it is based on habitat types or ecological sites) as a starting point for actual on-the-ground data collection and interpretation. Note that national, interagency efforts are underway to standardize vegetative monitoring. The DPG will adopt those protocols when they are available.

SRT Issue I - 2: Disregarding potential contribution of “uncapable” sites (i.e., those lands producing < 300 lbs/ac of herbage annually) inappropriately reduces per unit land area herbage production estimates particularly when large proportions of the landscape are deemed uncapable.

SRT Recommendation I - 2: AMPs herbage production estimates should be estimates for all sites. If adjustments in livestock carrying capacities are necessary because of unsuitable terrain (i.e., unsuitable sites), adjustments should be made directly (i.e., no allowable forage) rather than indirectly (i.e., no herbage produced).

DPG Response

Before developing an AMP it must first be determined what that allotment’s grazing capacity is. This involves determining how much forage an area can produce as well as how much forage can be removed.

When determining the amount of forage available, the Forest Service considers which lands are capable or incapable of supporting grazing on an annual basis. In part, the National Forest Management Act (NFMA) regulations (36 Code of Federal Regulations 219.3) define capable as “(t)he potential of an area of land to produce resources, goods and services, and allow resource uses under an assumed set of management practices....(c)apability depends

upon current conditions and site conditions such as climate, slope, landform, soils and geology...”

Appendix B of the FEIS details how capability was estimated for the Grasslands Plan. Lands with slopes greater than 40 percent, areas dominated by rock, bare ground, roads, railroads and water, as well as those with the potential to produce less than 200 pounds of forage were considered incapable. The SRT recommends areas producing less than 200 pounds of vegetation be included in calculations of an allotment’s forage production capability.

The concept of classifying capable versus incapable areas has historically been Forest Service policy, is widely accepted, and of considerable use to land managers. By definition, we have determined no forage is available from incapable lands because they will not physically support grazing on an annual basis. As we develop AMPs, we will recognize that some incidental use occurs on incapable land. We will display existing forage production on both capable and incapable areas, as well as the level of allowable forage removal (which may be zero percent on incapable areas).

It should be stressed that decisions on revising permitted numbers will be based on an assessment of whether or not the existing conditions are meeting or moving toward meeting the Grasslands Plan goals and objectives. Also see DPG Response V-2.

***SRT Issue I - 3:** There is, at present, a lack of information to define "Biologically Capable" acres to meet structure goals.*

***SRT Recommendation I - 3:** The SRT recommends studying and revising the definition of "Biologically Capable" to accurately reflect the capability of the soils and plant communities to meet structure goals for the gallinaceous² Management Indicator Species.*

DPG Response

The Grasslands Plan calls for diversifying vegetative structure. Specifically, there are objectives and guidelines to have approximately 10-20 percent low vegetative structure, 50-70 percent moderate structure, and 20-30 percent high structure (actual objectives vary by Geographic Area). These objectives are to be applied across all herbaceous communities.

We have interpreted these objectives and associated guidelines to apply only to sites “biologically capable” of producing high structure vegetation. The SRT is supportive of this concept, but questions the definition of biologically capable as any site capable of producing at least 800 lbs of herbaceous material/acre. This is not the definition used by the DPG.

Throughout the SRT review process we defined biologically capable as any site classified as one of the following habitat types: western wheatgrass/green needlegrass, western

² Gallinaceous is of or relating to an order of (Galliformes) heavy-bodied largely terrestrial birds including the pheasants, turkeys, grouse, and the common domestic fowl. The DPG has three such Management Indicator Species – the sharp-tailed grouse, the greater prairie-chicken, and the greater sage-grouse.

wheatgrass/needle-and-thread grass, needle-and-thread/sedge, silver sage/western wheatgrass, big sage/western wheatgrass or western snowberry. Sites dominated by crested wheatgrass were also considered biologically capable.

These habitat types, as well as crested wheatgrass sites, are generally capable of producing 1100 lbs of herbaceous material/acre, and most are capable of producing 1400 lbs or more. The exception is the western snowberry habitat type (which is rarely found on the DPG). Although the western snowberry habitat type produces relatively little herbaceous cover, it is nevertheless capable of producing high structure vegetation.

Over the last several years, monitoring shows the above habitat types (and crested wheatgrass sites) are all capable of producing high structure vegetation, and therefore are a reasonable definition of biologically capable. Based on the SRT's input, we will continue to monitor and evaluate this relationship as we update AMPs.

SRT Issue I - 4: The Floristic Quality Index (FQI) is not the proper tool for determining seral stage of rangeland/grassland plant communities.

SRT Recommendation I - 4: The SRT recommends the FS discard the FQI for determining seral stages and adopt a system such as the NRCS similarity index for seral state determinations.

DPG Response

The Floristic Quality Assessment (or Index) is a method that uses vegetation information to assess the ecological quality of a site (Northern Great Plains Floristic Quality Assessment Panel 2001). It is based on the concept that plant species display varying degrees of tolerance to disturbance. This concept is termed "species conservatism" and plant species are assigned coefficient values. These values are compared between areas or sites.

The system has been used to determine the similarity of existing vegetation on a site to the potential vegetation of a site. However, it was not used to determine seral stage of grassland communities in the Grasslands Plan, sample AMPs, nor is it proposed for use in future AMPs.

For the sample AMPs, methods to determine seral stage of grasslands differed between units, based on available data. For the Little Missouri National Grassland, the existing mapped vegetation (known as dominance type groups) was classified into seral stage categories based on similarity of the species composition of the dominance type groups to "reference" vegetation described in the Little Missouri National Grassland habitat classification (Jensen et al. 1992).

For the Cedar River National Grassland, seral stage was simply estimated across the allotments by the Forest Service. In addition, the existing vegetation on a small sample of sites was compared to "reference" vegetation.

For the Sheyenne National Grassland, the mapped existing vegetation polygons were compared to “reference” vegetation described in local vegetation classifications (primarily Hansen 1996) and the mapped polygons were placed into seral stage categories based on professional judgment of the range management specialists and botanist.

At this time, there is a national effort to standardize vegetation descriptions across agencies (see discussion DPG response I-1), by developing ecological site descriptions. As ecological site descriptions (ESD’s) become available for the Dakota Prairie Grasslands, we will utilize the best methodology to describe their present status. This may include, but not be limited to, sere, state and transition, and indicators of rangeland health.

We will continue to utilize the best available data as a starting point for actual on-the-ground data collection and interpretation.

Section II - Visual Obstruction Reading (VOR)

SRT Issue II - 1: Field methodology is neither well defined nor standardized.

SRT Recommendation II - 1: Standardized protocols should be adopted and training provided for consistency among years and observers using the Robel pole method.

DPG Response

Visual Obstruction Readings (VOR) are used to assess the amount and distribution of vegetative structure remaining after each grazing season. These readings are taken using a modified Robel pole.

In the past, we have used these data to answer various management questions, such as: “how much high structure vegetation is there on the Medora Ranger District?” or “do side hills provide a disproportionate amount of high structure vegetation?” Field methods have changed over the years in order to address different management questions. Methods have also differed due to observer variability.

In the future, our monitoring efforts will be focused to address the question: “are we meeting Grasslands Plan objectives for low, moderate, and high vegetative structure?” The protocols needed to answer this question have been developed and standardized in recent years with peer review. These protocols have been incorporated into the DPG’s “Monitoring Handbook”, which will be finalized in December 2006. That handbook, and associated field training, will be provided to all field observers collecting VOR data in the future.

SRT Issue II - 2: Current summarization of the Robel pole data is incomplete and to a large extent, inappropriate.

SRT Recommendation II - 2: Robel pole data should be summarized by frequencies of readings rather than by averaging readings.

DPG Response

We collect VOR data along a 0.25 mile-long transect. Four readings are taken at 20 stations along each transect. The resulting 80 measurements are averaged, and the transect is classified as “low” vegetative structure (when the transect average is less than 1.5 inches), “moderate” vegetative structure (when the transect average is 1.5-3.49 inches), or “high” vegetative structure (when the transect average is 3.5 inches or more). This approach is useful for identifying and monitoring relatively large (e.g. 100 acres or more), homogenous patches of vegetation.

Our approach is appropriate considering the scale of our management where our decisions are of the following type: “should we graze this 1,000 acre pasture early or late?” The vegetative patch characteristics measured by our current approach are likely important to nesting prairie grouse³ hens as they decide where to nest. Because of these factors, several grouse researchers use VOR transect averages (e.g. Kohn et al. 1982, Reece et al. 2001).

The SRT recommends that instead of reporting transect averages, we summarize the VOR data as station averages. Under this approach, a single VOR transect would yield 20 averages. The advantage of using station averages is that it would display intra-patch variability. The vegetative clump characteristics measured by this approach are likely very important to nesting prairie grouse hens as they select a specific nest site. Interpreting station averages would require different definitions of low, moderate, and high structure. In the SRT’s example, high structure would be better defined as a station average of 5.5” or more. Because reporting VOR data as a transect average and as a station average both have utility, we will provide the data to the public in both formats in the future. We will then explain each method’s advantages and disadvantages and the biological and administrative significance of the data.

³ Throughout this document the collective term prairie grouse refers to all three species on the Dakota Prairie Grasslands: sharp-tailed grouse, greater sage-grouse, and greater prairie-chicken.

SRT Issue II - 3: *The impacts of pre- and post-management activities and season of year on the presumed relationship between Robel pole readings and desired vegetation structure at a future point of time appear to be discounted.*

SRT Recommendation II - 3: *Associations between fall measurements and subsequent spring measurements should be determined in relation to vegetation type (e.g., Kentucky bluegrass (*Poa pratensis*) vs. green needlegrass (*Stipa viridula*)) (reference for plant scientific names is *Flora of the Great Plains. 1986*), winter precipitation, grazing after fall measurements, and other factors.*

DPG Response

We are interested in the amount of residual cover remaining after the grazing season for several reasons including the role of residual cover in reducing erosion; enhancing snow intercept; and providing nesting cover the following spring.

Residual cover is measured in the fall for three reasons: 1) residual cover levels are then largely reflective of recent livestock grazing patterns (i.e. the cover levels are still little impacted by snow packing or wind clipping), 2) there are fewer logistical constraints (such as flooded, muddy, or snowed-in roads) during the fall than during the following spring, and 3) VOR measurements are a measure of residual vegetation only (i.e. not a mix of residual vegetation and new spring growth).

As called for in the Grasslands Plan (p. 4-21), and detailed in the DPG's Monitoring Handbook, we will periodically remeasure VOR transects the following spring to assess overwinter loss. We will summarize these data by vegetation type in the subsequent Annual Monitoring Report.

SRT Issue II - 4: *The potential influences of various ecological sites on vegetation composition and subsequent structure are inadequately considered in Robel pole data interpretation.*

SRT Recommendation II - 4: *All Robel pole data should be collected, summarized, and interpreted with full consideration given to potential influences of ecological sites on plant species composition, and current and potential vegetation structure.*

DPG Response

Based on input received from SRT members in 2003, we revised our VOR monitoring protocol to not cross vegetative community boundaries. As recommended in the SRT report, we will continue to collect VOR data in this manner. We use habitat types as our basic vegetative mapping unit. Habitat types are delineated based on soils, landform type, aspect, and potential vegetative composition.

Section III - Management Indicator Species (MIS)

*SRT Issue III - 1: Monitoring sharp-tailed grouse and greater sage-grouse (*Centrocercus urophasianus*) only on “reference areas” of the LMNG, Cedar River National Grassland (CRNG), and Grand River National Grassland (GRNG) will be inadequate to guide management for each allotment and the interplay of all allotments towards a functioning grassland ecosystem.*

SRT Recommendation III - 1: Monitoring of habitat features considered key to the success of gallinaceous MIS populations should be intensified. Intensification should include both an increase in the sampling intensity using current methodology as well as using additional techniques as necessary (e.g., June infrared photograph showed well-established dancing grounds in northwestern North Dakota). Realizing that intensive monitoring each year is difficult on 1 million acres, monitoring 20 percent, as an example, of non-referenced areas each year over a five-year period will locate many lekking arenas on the entire DPGs. Over several years this should help detect any change in lekking arena numbers; thus management adjustments could be made accordingly, if necessary. Methodology for monitoring lekking arenas should be stringent, standardized across years and sites, and detailed in annual training workshops. In addition, a Geographic Information System driven data base system should be developed for permanent record-keeping of display grounds to evaluate changes in conditions affecting populations (e.g., number and location of arenas, and number of males on each display ground).

DPG Response

We conduct both extensive and intensive monitoring of sharp-tailed grouse each spring. The purpose of the DPG’s extensive sharp-tailed grouse monitoring is to find as many leks as possible in an area of interest. This information is needed because the Grasslands Plan provides special direction for livestock grazing and energy development near active leks. Data collected by these efforts will be used to guide management for individual grazing allotments and energy development projects. The locations covered by extensive lek surveys vary year-by-year in response to various project areas. For example, leks in the eastern third of Slope County were surveyed in 2003, whereas leks in eastern Billings County were surveyed in 2005. Overall, approximately half of the DPG will be censused every five years if current project levels and funding remain constant.

The purpose of intensive sharp-tailed grouse lek monitoring is to assess the landscape-level consequences of our land management. These data are not designed to guide management for each allotment, because not every allotment is monitored under this effort. Instead, a series of blocks (varying in size from 5,760- 10,240 acres) have been identified across the DPG. Intensive lek surveys will be conducted in each block every year. We developed this monitoring protocol in conjunction with researchers at North Dakota State University. It is similar to the protocol used statewide by North Dakota Game and Fish Department. Based on findings in the SRT report, we will periodically provide extensive and intensive sharp-tailed grouse population monitoring data in our Annual Monitoring Report.

All survey data, both intensive and extensive, will be archived in Forest Service databases and will be available to the public.

Note that the North Dakota Game and Fish Department monitors all greater sage-grouse leks in the state each spring and shares the data with the DPG and the public at large. Note too that the DPG monitors all greater prairie-chicken leks on the Sheyenne National Grassland each spring (this species does not occur on any other DPG unit).

SRT Issue III - 2: Annual monitoring of gallinaceous MIS's lekking arenas will not detect woody habitat changes soon enough to prevent population crashes.

SRT Recommendation III - 2: Monitoring protocols must include assessment of rate and extent of change of woody plant communities.

DPG Response

We monitor three species of prairie grouse (sharp-tailed grouse, greater sage-grouse, and greater prairie-chicken) at dancing grounds each spring to assess the effect of our management decisions. Prairie grouse are most responsive to management decisions that impact the availability of residual herbaceous vegetation, which can vary widely, year-to-year.

In general, the more residual cover left on the national grasslands, the more prairie grouse benefit (the actual relationship is more complicated due to the interaction of weather and landscape patterns). Management decisions that affect the extent of woody habitat changes are much less likely to be reflected in prairie grouse population trends, as habitat changes occur over a much wider span of time (i.e. decades).

The SRT report points out that prairie grouse reaction to woody vegetation is driven by a threshold tolerance level (i.e. a few more trees, or a few less trees are unlikely to be reflected in grouse population changes unless the area in question is near the threshold tolerance level). Because we are concerned that portions of the Sheyenne National Grassland may be approaching this threshold level, we have removed approximately 400 trees over the last three years. This has enhanced hundreds of acres of greater prairie-chicken habitat by removing potential raptor perches.

We agree our prairie grouse population monitoring will not effectively detect woody habitat changes, nor was it designed to measure that aspect. We have and will continue to monitor woody plant changes using methods such as satellite imagery, aerial photography, and ground truthing. Also see DPG Responses VI-1 and VI-2.

SRT Issue III - 3: Considering structural attributes of western snowberry (*Symphoricarpos occidentalis*) as the equivalent to those of herbaceous vegetation is inappropriate.

SRT Recommendation III - 3: VOR field sampling and subsequent summarization and interpretation of data should be appropriately stratified in accordance with vegetation type (i.e., herbaceous vs. half-shrubs vs. shrubs, etc.). A maximum number of high-structure readings obtained from snowberry should be established.

DPG Response

Western snowberry (commonly called “buckbrush”) is found across the DPG. It occurs in a variety of habitats including woody draws and badland arroyos. On mixed-grass prairie, it is often present in small, scattered patches. These patches are often intermixed with patches of lightly grazed mid-height grasses and provide important nesting sites for species such as sharp-tailed grouse.

Under our standardized monitoring protocols, we monitor VOR along a transect randomly placed in a single vegetative community “biologically capable of producing high structure herbaceous vegetation” (see discussion in I-3 above). This definition includes much of the mixed-grass prairie habitats but excludes woody draws and badland arroyos.

The sampled vegetative communities are delineated by habitat type (which considers soil, landform, aspect, and potential natural vegetative community) and existing vegetation. Any inclusion of western snowberry encountered along a VOR transect is measured. Inclusions of other shrubs, such as buffaloberry or chokecherry (which provide much different vegetative structure), are excluded.

Western snowberry was the dominant or co-dominant vegetation in about four percent of the VOR transects sampled in autumn 2004. To display this information more clearly to the public, we will modify our sampling and reporting protocols to specify how often western snowberry is a dominant or co-dominant species at sampled sites.

Section IV - Monitoring

SRT Issue IV - 1: The absence of historical pasture-specific grazing records limits evaluation of the past effects of grazing strategies.

SRT Recommendation IV - 1: All parties should agree to share detailed (i.e., number and size of grazers, on and off dates, etc.) pasture-specific records on an annual basis.

DPG Response

We completely agree. The grazing agreements, our partnerships, and our cooperative investment in the resource are all based on good, pertinent, and timely information. The trust fostered by openly and accurately sharing those facts between cooperators is imperative to good management and future planning. The different grazing agreements speak clearly to the

issue: "...furnish data and reports/summaries as requested..." or "...make all applicable records of the Association available and open to inspection by the USFS..." We will continue to work with the grazing associations to improve the collection of pasture specific grazing records.

***SRT Issue IV - 2:** Inadequate data is available to determine the capacity of both past or present management strategies and tactics to meet stated goals and objectives.*

***SRT Recommendation IV - 2:** The FS should collect, on a periodic basis, information that will permit them to determine the effectiveness of management actions (see specific recommendations related to monitoring below).*

DPG Response

Both the Forest Service and the SRT recognize the vital role that monitoring plays in land management. As noted in the SRT's report, some monitoring should be focused on Grassland-wide questions, and some monitoring should be focused on site-specific monitoring.

To provide budgeting, scheduling, and protocol direction, the DPG is currently developing a "Monitoring Handbook". This document will be finalized in December 2006. Many of these monitoring techniques were presented to the SRT for review during the Sample AMP review process.

As in past years, we will present our monitoring results to the public through publication of our "Annual Monitoring Report". The most recent version is on-line at <http://www.fs.fed.us/r1/dakotaprairie/> (reports are published one year out – the report covering October 1, 2003 through September 30, 2004 will be completed by September 30, 2005).

The DPG has placed a much greater emphasis on monitoring in recent years. At the SRT's urging, we will continue to do so in the future, dependent on available funding. Many of our current and upcoming efforts pertain to grazing allotments scheduled for AMP revision. For example, we collected belt transect data on approximately 120 grazing allotments in McKenzie and Billings Counties during summer 2004. In the summer of 2005, we expanded these efforts to include monitoring of key species, basal cover readings and re-reading of historical Parker three-step transects.

Section V - Grazing Management Issues

***SRT Issue V - 1:** The absence of historical pasture-specific grazing records creates serious challenges for managers to assess past, present, and future consequences of specific grazing tactics or strategies such as kind and number of animals and time and length of each grazing event. This information is critical for assessing the consequences of any grazing strategy or tactic. The allotment-level animal data provided were of limited value in a historic assessment of stocking rates and grazing intensities, because the information did not include estimates of the size or weight of the grazing animals, accurate herd size estimates, or the timing and length of grazing events.*

***SRT Recommendation V - 1:** Maintain and share detailed, pasture-specific grazing records by Grazing Association and FS personnel.*

DPG Response

We completely agree. See DPG Response IV-1.

***SRT Issue V - 2:** The current management plan fails to adequately account for changes in animal unit forage demands with changes in cow/calf size.*

***SRT Recommendation V - 2:** Redefine the Animal Unit to reflect current cow size along with older, larger calves and recalculate the corresponding authorized livestock numbers on allotments.*

DPG Response

The Forest Service issues grazing permits based on the number and kind of livestock for a specified period of time. These permits are based on historic use, estimates of the amount of forage being produced on suitable rangelands and the amount of forage that is allowed to be removed by livestock while still meeting other multiple use and resource objectives. Although the permit numbers have historically been fairly constant, the amount of forage available for use varies on an annual basis.

The widely accepted unit of measurement for grazing livestock is an “Animal Unit Month” (AUM). An AUM is the amount of forage (approximately 780 pounds) that a 1,000 pound cow consumes in a 30 day period. This definition of an AUM is the one used by the Society for Range Management, Forest Service, Bureau of Land Management and NRCS.

There is an advantage to using a standardized unit of measure to compare different grazing areas. Because cattle of different sizes (from 900 to over 1800 pounds per cow) are currently being grazed on the grasslands the standard AUM is not reflective of actual forage being removed by livestock.

As explained in Appendix C of the Grasslands Plan, adjustments for different cattle size is done by calculating “animal unit equivalents”. The DPG can display forage utilized on each allotment by using either the University of Nebraska’s “A Guide for Planning and Analyzing A Year-Round Forage Program”, or North Dakota State University’s “Animal Unit Equivalent for Beef Cattle” formulas (see the Grasslands Plan Appendix C for details).

In response to the SRT’s concerns, we will calculate grazing levels based on animal unit equivalents as described above to display the amount of forage consumed by livestock. We will work with the Grazing Associations and permittees to assess cow size for individual allotments. We will consider these data, along with data on current livestock numbers, and local forage production. Decisions on whether or not permitted numbers need to be revised will be made based on an assessment of whether or not existing conditions are meeting or moving toward meeting the Grasslands Plan goals and objectives.

***SRT Issue V - 3:** Redistributing animals over time and space in contrast to reducing animal numbers has been inadequately considered.*

***SRT Recommendation V - 3:** Increase the use of management tools such as temporary electric fencing, herding, combining allotments, prescribed fire and water developments (wells, pipelines and tanks) in order to achieve specific ecological improvement and restoration goals.*

DPG Response

We agree with the SRT that managing livestock distribution over time and space will be a critical factor in achieving grazing-related Grasslands Plan goals and objectives. We also agree a variety of tools should be considered to accomplish this task.

The Grasslands Plan does emphasize using nonstructural techniques over structural ones. This does not exclude or prevent the use of structural techniques. For example, during development of the sample AMPs, we proposed using herding, prescribed fire treatments, and combining allotments (all nonstructural techniques) to achieve Grasslands Plan goals and objectives. However, we also proposed adding approximately 5 miles of temporary fence, 18 miles of permanent fence, and 15 new water developments (all structural techniques) in the 69 sample grazing allotments. We will continue to evaluate and use all of the management tools and techniques listed above during revision of actual AMPs.

*SRT Issue V - 4: Early-season grazing of crested wheatgrass/native range mix as a strategy to manage crested wheatgrass (*Agropyron cristatum*) is inappropriate.*

SRT Recommendation V - 4: Where possible, crested wheatgrass in native grasslands should be fenced separately, prescribed burned, or fertilized. Where this is not possible, grazing primarily native grassland should not occur before the 3.5 leaf stage of the management plant species or June 1.

DPG Response

Crested wheatgrass is an exotic, tame grass species that was widely planted in the 1930s and 1940s on previously farmed ground. These plantings were of considerable value in slowing water and wind erosion of the soils on sites that eventually became the national grasslands. However, these planted sites now create special challenges for land managers, particularly in areas where blocks of crested wheatgrass are intermixed with blocks of native prairie. This is largely because crested wheatgrass tends to start growing earlier in the season than does native grass species.

If livestock turn-in is delayed until the native grasses are able to tolerate grazing pressure, then much of the forage value of the crested wheatgrass is lost (because the crested wheatgrass has already matured and is then much less palatable). Conversely, if livestock are turned on a pasture early to utilize the forage provided by crested wheatgrass, then neighboring patches of native prairie are grazed too soon resulting in decreased vigor and productivity of native grasses.

The SRT recommends fencing crested wheatgrass separately when practical. We agree. However, this leaves unresolved those situations when fencing out crested wheatgrass is not practical. The SRT recommends deferring early season grazing on units that are “primarily” native grasses, but does not define “primarily”. The Grasslands Plan directs that pastures with 70 percent or more crested wheatgrass be managed as a crested wheatgrass unit. Other pastures should be managed as native grass units. Our approach seems consistent with SRT recommendations.

We agree with the SRT that range readiness and the management of crested wheatgrass should be addressed in the development of allotment management plans. The June 1 grazing date will be evaluated along with crested wheatgrass management and resource conditions in determining annual initial grazing dates.

***SRT Issue V - 5:** Erroneous assumptions are made in estimating livestock carrying capacities by equating grazing/harvest efficiency to high, medium, and low structure without considering the production potential of the ecological site.*

***SRT Recommendation V - 5:** Efforts should be expanded to define relationships among production, grazing/harvest efficiency, and post-grazing structure within ecological sites.*

DPG Response

During development of the Grasslands Plan and associated Environmental Impact Statement, we displayed the likely effects of managing for the proposed increase in vegetative diversity. Of particular interest to the public were projected changes in allowable grazing levels.

The logical question was “how much forage can be removed from sites managed to produce low, moderate or high vegetative structure?” We displayed the methods and assumptions used to answer this question in both the Grasslands Plan (Appendix I) and in the Environmental Impact Statement. We recognize that these assumptions need to be tested. In fact, we require such testing be done (see Grasslands Plan p. 4-20 “Stocking Rate Guideline”).

We will continue to look at the various methods available to determine how best to reach desired future conditions, while estimating the allowable livestock grazing levels.

Section VI - Woody and Riparian Communities

***SRT Issue VI - 1:** Inadequate records are used to document historical trends in woody communities.*

***SRT Recommendation VI - 1:** Use historical black-and-white aerial photographs and current Dragon data to document trends. Document historical woody trends using specific woody community types such as:*

<i>green ash (Fraxinus pennsylvanica) draws</i>	<i>willow (Salix spp.)</i>
<i>quaking aspen groves</i>	<i>cottonwood (Populus spp.)</i>
<i>creeping juniper (Juniperus horizontalis)</i>	<i>juniper (Juniperus spp.)</i>
<i>ponderosa pine (Pinus ponderosa) savanna</i>	<i>sagebrush (Artemisia spp.)</i>
<i>bur oak (Quercus macrocarpa) savanna</i>	<i>low-shrub</i>
<i>tall-shrub</i>	

DPG Response

The Little Missouri National Grasslands Rangeland Assessment (USFS 2002, pp. 3-34 to 3-54) provided an extensive evaluation of the historical and current extent of woodlands, although it did not use historical aerial photographs to quantify the change. The document concludes that the extent of woodlands first decreased after settlement due to changes in fire frequency, livestock grazing, and other land uses, but began to increase appreciably beginning in the early twentieth century (1920s to 1930s). Therefore, the earliest historical

aerial photographs, which date back to the 1930s, only record a period of woodland expansion and are limited in depicting the prehistoric extent of woodlands.

Expansion of woodlands has not been uniform. Rocky Mountain Juniper and Ponderosa Pine types in the Little Missouri National Grassland appear to be expanding at greater rates, whereas green ash draws and riparian cottonwood stands appear to be negatively impacted by livestock grazing and/or fire-management practices.

The issue of woodland management will be considered during site-specific analysis. Historic and current aerial photographs will be used to help provide information on vegetation changes. We will use any available tools such as surveyor records, explorers' and settlers' records, satellite imagery, dendrochronology and stand demographics, soil data (i.e. NRCS ecological-site potentials and USFS habitat-type potentials) and ground truthing to assess local trends and define desired conditions in woody plant communities.

***SRT Issue VI - 2:** The LRMP has a lack of stated quantitative objectives for woody community types.*

***SRT Recommendation VI - 2:** Develop quantitative objectives for each woody community type, and identify a range of patch sizes and distribution across the landscape for each type (see Recommendation VI - 1 of Woody and Riparian Communities for possible types).*

DPG Response

The SRT is correct in stating that the Grasslands Plan lacks quantitative objectives for woody community types. The Grasslands Plan does have a few, generalized qualitative vegetation objectives. These include the following:

Move at least 80 percent of riparian areas and woody draws toward self-perpetuating plant and water communities that have desired diversity and density of understory and overstory vegetation within site capability.

Within 10 years, implement management practices, including prescribed fire, that will move landscapes toward desired vegetation composition and structure as described in Geographic Area direction.

Within 15 years, move forested landscapes toward desired conditions described in Geographic Area direction.

Furthermore, the Grasslands Plan contains a verbal description of target woody community types (see "Desired Conditions" on Grasslands Plan pp. 2-2 to 2-3, 2-10, 2-17 to 2-18, and 2-25). The lack of more detailed quantitative objectives for woody community types in the Grasslands Plan is because these management issues were not raised during plan development.

The Grasslands Plan was never intended to provide an exhaustive discussion of specific quantitative objectives. Instead, specific quantitative objects and desired conditions for woody draw communities are articulated in the monitoring protocols of Uresk⁴ (1990, undated). Also, quantitative objectives have been developed for the ponderosa pine community in Slope County (Sand⁵, 2005).

Based on the SRT's recommendation we will consider woody plant community type objectives in all upcoming site-specific NEPA that deal primarily with vegetative management (i.e. livestock grazing and prescribed burning projects). We will also continue to collect and review monitoring data on these communities. An amendment to the Grasslands Plan may be considered to add grasslands-wide quantitative objectives based on the information gathered through monitoring and site-specific project analysis.

***SRT Issue VI - 3:** The Proper Functioning Condition (PFC) assessment of riparian areas is potentially inadequate.*

***SRT Recommendation VI - 3:** Determine if PFC rating is applicable to North Dakota, use multidisciplinary team to conduct PFC ratings, and develop a training manual and process.*

DPG Response

The SRT raises concerns about PFC: (1) Is the PFC methodology applicable to North Dakota? (2) Does the DPG use multi-disciplinary teams? (3) Will the DPG develop a training manual and process?

(1) Is the PFC methodology applicable to North Dakota? Yes, PFC is applicable to North Dakota. The PFC methodology is a widely accepted, interagency protocol used to assess riparian conditions. It was developed in the American West by federal land-management agencies and has been used extensively for more than a decade. The DPGs' climatic, geologic, and fluvial conditions are highly representative of many watersheds where the PFC methodology was developed and refined. Wayne Elmore, a former director of the National Riparian Service Team (NRST), visited the Little Missouri National Grassland in 1999 and found the methodology well suited for use in North Dakota. Elmore and three other members of the NRST visited the nearby Sioux Ranger District of the Custer National Forest in South Dakota in 2005 and again concluded the methodology was well suited for the region. The methodology is universally applicable because all assessments are made with respect to potential condition.

⁴ Uresk, D.W., (undated) (unpublished report). Green Ash: Seral Stage Determination Methodology. On file at the Medora Ranger District, Dickinson, ND.

Uresk, D.W., 1990 (unpublished report). Green Ash Sampling Manual: Rocky Mountain Forest and Range Experimental Station, Ft. Collins, Colorado, 127 p.

⁵ Sand, M., 2005. Ponderosa Pine Fuels Reduction Project. On file at the Supervisor's Office, Bismarck, ND, 2 p.

(2) *Does the DPG use multi-disciplinary teams?* Yes, the DPG uses a team of resource specialists to conduct PFC surveys. The team walks along a stream and evaluates a variety of attributes of the riparian area as well as the upland environment, such as the degree of bank sloughing and erosion, the amount and condition of streambank vegetation, and ability of the stream to handle flood events, etc. On the DPG, team members provide experience and knowledge of soils, hydrology, geomorphology, botany, ecology, geology, biology, and range management. [NOTE: PFC field work completed in southern Billings County in 1997 did not employ an interdisciplinary team due to a temporary shortage of qualified staff. This was an undesirable and anomalous practice.]

(3) *Will the DPG develop a training manual and process?* Yes, the DPG will develop site-specific training materials; however, the DPG will use the established protocol that is outlined in a series of BLM technical manuals (available online at http://www.or.blm.gov/nrst/Tech_References). Two DPG employees, Mark Gonzalez and Kurt Hansen, are members of the Montana Cadre, a group of land-management specialists who perform PFC surveys and conduct training programs throughout Montana, North Dakota, and parts of South Dakota and Wyoming. The Grasslands' Monitoring Handbook will include a description of standardized direction for local use of the PFC protocol. The site-specific training materials will include a photo library of potential conditions for streams in various geographic areas of the DPG, a specialized list, description, and photo library of riparian plants found in the Northern Great Plains and Red River Valley, and a discussion of relatively unique aspects of streams in our region, for example the plant assemblages, relative bank stability, and geomorphic characteristics of channels traversing highly sodic/alkaline soils and geologic deposits. Finally, annual PFC training courses will be conducted for DPG employees, and new practitioners will be teamed in the field with experienced ones to facilitate the training process.

It should be stressed that the PFC methodology is designed to be a “first-look.” It is not intended to be the sole way of describing riparian areas. The value of the PFC protocol is that it provides a standardized, robust method to focus and prioritize land-management efforts. The PFC methodology performs a triage to differentiate riparian areas that are in outstanding condition from those in moderate or poor condition.

SRT Issue VI - 4: The grazing tactics in riparian areas are inappropriate.

SRT Recommendation VI - 4: Tailor grazing tactics to meet site-specific goals and objectives of riparian habitats.

DPG Response

Riparian areas are the terrestrial habitats adjacent to streams, rivers, springs and lakes. Riparian areas are strongly influenced by the adjacent water bodies. Although riparian areas occupy only a small percentage of the landscape, they are particularly important for maintaining water quality and quantity, wildlife habitat, and overall aesthetics. Riparian

areas are particularly sensitive to livestock, due to their heavy use as favored watering, grazing and loafing sites.

We share the SRT's concern with the present health of many riparian reaches. We also agree that grazing management strategies should include: (1) attractants and herding, (2) fencing, and (3) rotation grazing systems that use proper timing, duration and intensity. In fact, we proposed using these same strategies in several of the sample AMPs.

For example, of the 69 grazing allotments examined, we identified riparian issues in 19 of them. In the other sample AMPs, riparian habitat either was not present, or it was rated at PFC based on a recent inspections (see protocol in VI-3). To address riparian issues, we proposed using attractants in nine allotments; herding in three allotments; fencing in nine allotments; changes in rotation grazing systems using proper timing, duration and intensity in eleven allotments; and reductions in herd size in combination with a strategy listed above in two allotments.

The DPG is committed to improving riparian health as reflected in the goals and objectives for riparian habitat articulated in the Grasslands Plan. As recommended by the SRT, we will consider all of the riparian management strategies listed above during project implementation at the site-specific level.

***SRT Issue VI - 5:** The LRMP does not include provisions to address timely responses for short-term circumstances that could lead to cottonwood regeneration.*

***SRT Recommendation VI - 5:** Develop specific guidelines for quick response by the Grazing Association members and FS to exclude livestock when suitable flooding event(s) occur.*

DPG Response

Cottonwood trees are a key provider of woody habitat along many streams on the DPG. Both the SRT and DPG have expressed concern about ensuring additional recruitment of cottonwood seedlings. The general lack of recruitment was discussed in the Little Missouri National Grasslands Rangeland Assessment (USFS 2002, pp. 3-37, 3-53). Establishment of cottonwood seedlings is largely dependent on a series of closely timed events, including the deposition of flood sediment on a point bar or natural levee to prepare a seedbed concomitant with the dispersal of cottonwood seeds.

The SRT recommendation to provide opportunities for cottonwood recruitment is consistent with the Grasslands Plan, which contains numerous standards, goals, and objectives for riparian communities. These include but are not limited to:

- Move at least 80 percent of riparian areas and woody draws toward self-perpetuating plant and water communities that have desired diversity and density of understory and overstory vegetation within site capability.

- Design and implement livestock grazing strategies to provide for thick and brushy understories and multi-age structure in riparian habitats, wooded draws, and woody thickets, contingent on local site potential.
- Manage livestock grazing to maintain or improve riparian/woody draw areas. Implement the following practices:
 - Control the timing, duration, and intensity of grazing in riparian area to promote establishment and development of riparian species.

This direction would be implemented in site-specific projects, such as those updating AMPs. As recommended by the SRT, project design would include evaluation of the necessity for and practicality of either excluding or deferring livestock grazing in seedling areas.

Finally, initial results of experimental exclosures in the Little Missouri River Research Natural Area indicate that cottonwood seedlings will germinate and establish on suitable riparian areas even without an overbank event. Although floods can promote establishment of large, even-age cohorts of seedlings, exclosures can protect even those seedlings that germinate in smaller numbers during non-flood years. We believe the objectives can be met with pre-established exclosures that are located on suitable fluvial landforms and are not dependent on fencing performed after flood events.

Section VII – Black-Tailed Prairie Dog Management

*SRT Issue VII - 1: The ability to use rodenticides as an effective tool for limiting black-tailed prairie dog (*Cynomys ludovicianus*) colonies to desired area(s) is uncertain.*

SRT Recommendation VII - 1: Aggressively monitor colony expansion and proactively develop rapid response control procedures that limit expansion to desired area(s) in a timely manner (see Appendix C for greater detail on prairie dog control).

DPG Response

Prairie dogs remain a very controversial topic among landowners, land managers and conservationists. Currently, prairie dogs occupy less than 2 percent of the DPG. The Grasslands Plan and agency leadership direct that prairie dogs be increased over the next 10-15 years, but that this increase be done in a manner reflecting our “good neighbor” policy. This policy states that we will intensively manage prairie dog colonies that expand from the National Grassland onto neighboring private land.

Management tools include land purchase, land exchange, conservation easements, translocation, rodenticide (poison) and use of vegetative buffers. As noted in the SRT’s Appendix C, vegetative buffers can be a very useful tool for slowing or redirecting expansion of prairie dog colonies.

No one technique, however, is effective in all situations. Therefore, the Grasslands Plan specifically allows use of rodenticide to control prairie dogs on the National Grassland. Rodenticides are and will be an important tool for effective prairie dog management.

To assess which management tools are appropriate at different sites, we assembled Interdisciplinary Teams to visit each prairie dog colony on the DPG, and recommend how each colony should be managed (i.e. eradicated, allowed to fluctuate naturally or encouraged to expand). These recommendations are summarized in a report that will be used to develop proposed actions presented to the public for comment under a National Environmental Policy Act (NEPA) process.

The reports for the Grand River National Grassland and the Medora Ranger District were completed in 2004 and 2006 respectively. The McKenzie Ranger District report is in progress (as of October 2006). Regardless of when these reports are completed, any complaint of encroaching prairie dogs will be investigated immediately. If poisoning is appropriate, we will initiate the NEPA process for that site. If the NEPA process results in a decision to use rodenticides, poisonings will proceed the following autumn⁶ as funding allows.

To that end, the Medora Ranger District has one approved project to use rodenticides; the Grand River Ranger District has completed a decision that would also allow its use in conjunction with other management tools. The McKenzie Ranger District is also analyzing the use of rodenticides in certain areas (as of October 2006).

In regards to monitoring colony expansion, we will continue to map all prairie dog towns every three years, as has been done since the 1980s on the Grand River National Grassland, and the 1990s on the Little Missouri National Grassland.

Section VIII - Drought Management Strategies

SRT Issue VIII - 1: There is no clear, proactive, destocking or grazing management plan for dealing with the detrimental effects of drought on livestock and wildlife carrying capacities.

SRT Recommendation VIII - 1: Develop viable, proactive drought management strategies and tactics that, when followed, reduce economic risks, minimize ecological risks, and enhance the long-term sustainability of both the responsible management enterprise and the grassland resource (see Appendix D for details regarding Drought Strategies).

DPG Response

We agree that drought strategies need to continue to be implemented and improved. The responses have been, and need to be, site-specific.

Roughly 69 percent of the perennial grass production is completed by June 1 and is based on precipitation in April and May (see Appendix D in the SRT report). Weather conditions need

⁶ Label use restrictions limit the use of rodenticides to the fall season.

to be monitored each spring to determine what the conditions are going to be and grazing adjusted accordingly.

The development of swing pastures and/or grassbank opportunities to allow for flexibility in management is worth pursuing. For the longer term, making adjustments for cattle size (see DPG Response V-2) may also help better prepare allotments to deal with drought in the future.

Effective drought communication with grazing associations should also be part of implementing the strategy. Early recognition of dry conditions and plans to deal with them should be developed to give individual members as much time to adjust their operations as possible.

Unit-wide guidelines to implement drought management have not been developed yet. The DPG staff will be developing guidelines for dealing with drought based on guidance provided in Appendix D of the SRT report.

Section IX - Sheyenne National Grassland

SRT Issue IX - 1: Historical, pasture-specific grazing records were not used in developing the LRMP.

SRT Recommendation IX - 1: Maintain and share detailed, pasture-specific grazing records between the FS and the Grazing Association.

DPG Response

Historical, pasture-specific grazing records were not used in the development of the Grasslands Plan. That process was based on large landscapes and used models with defined parameters. Site-specific grazing records are used in the development of AMPs.

Presently, detailed annual operating instructions (AOIs) are developed for each allotment. Each AOI includes the map of the allotment, association member, class of livestock, numbers and the grazing rotation for each pasture. Changes in rotation are recorded in the administration notes each year and filed in the permanent allotment folder. This information was not provided in the sample AMPs, only the actual use for the allotment.

It is worth noting the Sheyenne Valley Grazing Association has shared, and continues to share records and information they have with the Forest Service, especially related to the kinds of records listed in Recommendation IX-1. However, the Grazing Association and Forest Service have not collected some data such as cattle size and specific rotation dates, nor has it been requested of permittees in the past. We will continue to work with the grazing association to improve the collection of pasture specific grazing records.

***SRT Issue IX - 2:** The frequency and intensity of livestock grazing over time and space was inadequately distributed.*

***SRT Recommendation IX - 2a:** The SRT urges greater use of temporary electric fencing in the SNG to address specific ecological improvement and restoration goals.*

***SRT Recommendation IX - 2b:** The SRT recommends that water development be positively considered as a tool to aid livestock grazing distribution in the SNG. The SRT does not recommend that additional water sources be constructed for the purpose of increasing livestock numbers. Rather, they should be used to modify livestock grazing distribution and reduce the frequency and intensity of use of individual plants and plant communities.*

DPG Response

The tools identified by the SRT are allowed as needed under the Grasslands Plan to achieve desired vegetative conditions (see Grasslands Plan page 2-25 and 2-30). The sample AMPs for the Shenyenne National Grassland did have electric fences proposed for some allotments.

Additional improvements may allow more flexibility to meet desired conditions (orchids, nesting, structure, composition). These recommendations will be considered in the AMP development. Also see DPG Response V-3.

***SRT Recommendation IX - 2c:** The SRT recommends combining grazing allotments and rotating two or more herds together through the combined pastures (preferably 10-12), or using temporary electric fencing to subdivide current pastures to obtain more grazing units. Given the need for ecological restoration in the SNG, adoption of rotation grazing systems by combining allotments, as well as stocking rate adjustments, are highly recommended strategies to achieve the stated goals of improving the ecological health in plant communities.*

DPG Response

We agree that both of these strategies are valid and important strategies for improving ecological health in plant communities. This recommendation will be considered in the development of the allotment management plans. Also see DPG Response V-2 and IX-3.

SRT Issue IX - 3: *Uncertainty exists regarding the “proper” rates of stocking to achieve desired ecological restoration in the SNG.*

SRT Recommendation IX - 3: *Proposed stocking rates should be implemented as necessary to achieve the desired resource management goals and objectives. However, clearly documenting the effects that changes in stocking rates have toward meeting resource management goals and objectives must be done in concert with reducing the stocking rates. It is also imperative that future increases or decreases in stocking rates be made based on documented changes in the resource.*

DPG Response

We agree. The Grasslands Plan in Appendix I – Stocking Rate Guidelines states: “Monitoring will be conducted to validate that the stocking rate guidelines are meeting or making measurable progress in meeting the desired vegetation objectives (see Chapter 4). If they are not, adjustment in the stocking rate guideline will be made. Stocking rate guidelines may be adjusted through site-specific analysis if monitoring information available for an allotment or pasture supports the need for adjustment. The monitoring information must have been collected using standard methods determining production, composition, structure or utilization. Photographs and videography are also useful in supplementing monitoring information and evaluating guidelines.”

This recommendation of stocking rates to meet resource objectives would be implemented at the time of AMP development. Monitoring would be conducted after the AMP is implemented. Also see DPG Response V-2.

SRT Issue IX - 4: *Insufficient research information is available to develop sound management plans to sustain and enhance the western prairie fringed orchid (*Platanthera praeclara*) (WPFO).*

SRT Recommendation IX – 4a: *Core WPFO should be actively managed by rotational grazing and prescribed burning to prevent litter buildup, decrease competition, and increase suitable germination sites.*

SRT Recommendation IX - 4b: *Core WPFO populations should be managed to minimize potential grazing disturbance to flowering orchids. The SRT suggests adopting improved rotational grazing systems that allow deferment of core WPFO populations during flowering. (See Section IX - SNGs, grazing management issues one, two and three.)*

DPG Response

The Grasslands Plan (see Appendix N) and associated FEIS (see Appendix H, page H-19) recognized that there is limited research data available on the orchid response to various management regimes. Despite these research limitations, a United States Fish and Wildlife Service (USFWS) approved management plan for the orchid is required under the Recovery

Plan (USFWS 1996). Such a plan was developed in consultation with the USFWS during the Grasslands Plan revision process. The Forest Service will continue to consult with the USFWS on grazing, fire, and other management activities in orchid habitat. We will encourage additional research and will use best available research and monitoring data to determine the appropriate management regime.

***SRT Issue IX - 5:** Switchgrass (*Panicum virgatum*) is an inappropriate MIS for the WPFO.*

***SRT Recommendation IX - 5:** If a MIS is necessary to the recovery of the WPFO, slimstem reedgrass would serve as the best indicator of the orchid habitat.*

DPG Response

Management Indicator Species (MIS) is a plant or animal species selected because their status is believed: 1) to be indicators of the status of a larger functional group of species, 2) to be reflective of the status of the key habitat types or 3) to act as an early warning of an anticipated stressor to ecological integrity. The key characteristic of a MIS species is that its status and trend provide insights to the integrity of the larger ecological system to which it belongs.

Switchgrass is not identified as a MIS in the Grasslands Plan. Five MIS were identified during the planning effort. These include sharp-tailed grouse, the greater prairie-chicken, the greater sage-grouse, black-tailed prairie dog, and the western prairie fringed orchid. On the Sheyenne National Grassland, identified MIS are the greater prairie-chicken, sharp-tailed grouse and western prairie fringed orchid.

Switchgrass is referred in the draft monitoring handbook as an associated species for monitoring. It is sensitive to land management and is found in the wet prairie zones of the temporary and seasonal wetland habitat where the orchid is found. It is unknown if slimstem reedgrass (*Calamagrostis stricta*) is sensitive to land management. This will be evaluated and this species will be considered for monitoring.

SRT Issue IX - 6: *Increases in invasive and native woody species threaten the integrity of plant communities.*

SRT Recommendation IX - 6a: *Determine which plant communities and sites have crossed ecological thresholds. Identify ecological strengths and weaknesses of “undesirable” (invasive and undesirable natives) and “desirable” (e.g., big bluestem (*Andropogon gerardii*), Indian grass (*Sorghastrum nutans*), porcupine grass (*Stipa spartea*)) species and develop ecologically sound, integrated management strategies for each species.*

DPG Response

The Forest Service is in the process of developing the Vegetation Classification for the Sheyenne National Grasslands. The Vegetation Classification will mesh Forest Service and NRCS protocols in developing state and transitional pathways and identifying ecological thresholds.

The Forest Service is also planning to develop a Restoration Strategy for the Sheyenne National Grassland. The Restoration Strategy is to be developed collaboratively with interested individuals, grazing associations, university researchers and resource specialists.

SRT Recommendation IX - 6b: *Develop and implement simple but effective monitoring protocols to be able to evaluate whether applied management is achieving the desired results.*

DPG Response

We agree. The Forest Service is currently developing monitoring protocols working with university researchers and Rocky Mountain Research Station.

SRT Recommendation IX - 6c: *Apply management tools (prescribed fire, prescribed grazing, rest, herbicides, etc.) in a manner that is responsive to changing environmental conditions yet consistent in application. For example, if prescribed fire is to be applied to reduce Kentucky bluegrass or a woody plant component, ensure proper timing of burns and continued annual application across the same location(s) to ensure desired outcome.*

DPG Response

We agree. The Restoration Strategy that is to be developed will be evaluating all the tools and the application of those tools for ecological restoration.

SRT Issue IX - 7: The effectiveness of proposed ecological restoration on the SNG is questionable.

SRT Recommendation IX - 7a: Initiate ecological restoration projects on a small scale (few acres) and monitor to refine techniques before applying the techniques at larger scales.

SRT Recommendation IX - 7b: Seek expertise in other agencies and private industry that have experience in ecological restoration. If funding permits, contract out restoration efforts.

DPG Response

We agree. The Forest Service is currently working with universities, Agricultural Research Service and United States Geological Survey on small-scale restoration research projects to develop restoration techniques, such as prescribed fire, herbicide treatments, and seeding on the Shyenenne National Grassland.

We will continue to work with all of our partners and interested publics in both the development of the Restoration Strategy and in the implementation of proposed projects.

Response – Supplemental SRT report

McKenzie Grazing Association/HAND Questions

Question 1: What relevance do the above statements (Note: this referred to a list of quotes from the SRT report listed in the HAND letter to the SRT) have on interpreting the new grasslands Plan status of carrying capacity, plant community descriptions and seral stages? What are the implications of the SRT’s findings on our position that the FEIS should be rewritten on the basis of inadequate data?

SRT Response: The SRT report identifies an array of shortcomings relative to the ecological data needed to clearly define what management tactics would most likely be required to meet landscape-level goals and objectives. The report also provides numerous recommendations to address these shortcomings. In addition, the report identifies other data shortcomings such as: 1) “The absence of historical pasture specific grazing records creates serious challenges for managers to assess past, present, and future consequences of specific grazing tactics or strategies ...” (Page 18); and 2) “The current management plan fails to adequately account for changes in animal unit forage demands with changes in cow/calf size” (Page 18). Thus, when these inadequacies are considered in concert with the ecological data inadequacies specifically identified in the report and highlighted in the full text of this question (see attachment to August 11, 2005 letter from MCGA to the Honorable Mark Rey), the SRT found it difficult and imprecise to fully define relationships between the new Grassland’s Land and Resource Management Plan (LRMP) and carrying capacity, plant community descriptions, and seral stages. However, it is the SRT’s position that an FEIS revision is not warranted because it would not significantly diminish any misgivings about the current FEIS or LRMP. It is the opinion of the SRT that the perceived problems associated with the

current FEIS and LRMP stem largely from differences among affected parties in value systems rather than scientific shortcomings.

DPG Response

The DPG agrees that a Supplemental Environmental Impact Statement (SEIS) is not warranted. In regards to the SRT comments on lack of data, we recognize the concerns. Please see the responses on pages 14 and 15 to items IV-1, V-1, and V-2.

Question 2: In general, what were the SRT’s conclusions regarding the functional status of ecological processes (nutrient cycle, water cycle, and energy flow) within the Little Missouri National Grassland (LMNG)? More specifically, how do you classify (in your professional opinion) the ecological status and trends on the LMNG?

SRT Response: As noted in the MCGA’s (Ed. Note: McKenzie County Grazing Association) original question, the SRT was not charged with determining the ecological status and trend of the LMNG, and thus, our answer is strictly our combined professional opinions. As to the functional status of ecological processes, that is an impossible question to answer and of little if any relevance unless ecological conditions are poor, which is not the general case for the LMNG. The SRT simply did not find evidence that the general ecological condition and health of the LMNG was being seriously damaged or compromised, as few if any areas appeared to be approaching an ecological threshold that would alter ecological processes substantially and permanently. A notable exception to this generalization would be the expansion of woody plants (i.e. cedar, juniper, and western snowberry), the cause of which is attributed more to a general absence of fire as opposed to improper grazing management.

As to ecological trend, no data were provided to the SRT that would lead us to scientifically conclude ecological conditions were either dramatically increasing or decreasing. Our sense was that overall ecological conditions were relatively stable and sustainable, but significant management changes on some areas are warranted to meet established goals and objectives.

DPG Response

We believe the SRT’s response speaks for itself.

Question 3: The SRT did not comment on the resource management goals, objectives, standards and guidelines in the Dakota Prairie Grassland Plan (except briefly on page 33). Were these resource management criteria outside the scope and directions from the Forest Service and do the baseline data and analysis procedures (i.e. good science) adequately support the resource management goals in the FEIS?

SRT Response: Yes. The evaluation of the resource management goals, objectives, standards and guidelines was outside the scope of the SRT's charter. In terms of the second part of the question, we encourage members of the MCGA to re-read our report Conclusion section (Pages 32 -34) as we do not believe we can clarify our conclusions and thoughts any better today than we did when we completed the report.

DPG Response

We believe the SRT's response speaks for itself.

Question 4: In general what is the scientific explanation for the apparent contradiction between SRT's official response that data was inadequate to evaluate grazing strategies, yet the Forest Service was able to utilize past monitoring data to justify the transformation of the 1987 Forest Plan into the 2001 LRMP? Specifically, in your professional opinion, are monitoring data available to justify the proposed changes in resource use?

SRT Response: In the opinion of the SRT, the monitoring data available neither justify nor refute the need for the proposed management changes in LMNG resource use. This opinion emphasizes the continual need for ecological monitoring data to provide critical information concerning changes in and appropriateness of management strategies on the rangeland resources of the LMNG. It is also critical that all affected parties understand that proposed changes in resource use cannot be solely driven by available ecological monitoring data. Rather, public land management goals and objectives must include, by law, public driven, multiple use goals and objectives, many of which are driven by factors other than ecological condition. Livestock production is still the dominant feature of the new Plan, but the Plan must and does include other goals and objectives that reflect public land use desires.

DPG Response

Livestock production is an important feature of the new Grasslands Plan, similar to other grasslands' uses such as oil and gas production, wildlife, recreation and watershed protection. The SRT's response speaks for itself.

Sheyenne Valley Grazing Association Questions

Question 1: The SVGA provides and maintains fairly detailed stocking rate and rotational information with the US Forest Service (USFS) on an annual basis. Did this information not get to the SRT?

SRT Response: As far as we know, the SRT was provided copies of all available SVGA historical stocking rate data, etc. However, the data provided were of marginal value to the SRT in their attempt to understand the potential impacts of previous grazing regimens on the current ecological conditions of the SNG. This is because the records lacked details relative to the long-term (i.e., >1-2 years) management scheme applied to each and every pasture, including both size and number of grazing animals and grazing dates (i.e., how many animals were in pasture, what was their average weight, when did they go in and when did they come out of the pasture, etc.). The SRT does not know if better, more detailed, records were available.

DPG Response

We do not disagree. See our response on page 26 to item IX-1 for additional details.

Question 2: Water developments and cross-fencing are listed as tools to aid livestock distribution. Will the aggressive use of these and other tools adequately address the issue of ecological restoration and eliminate some herd reductions?

SRT Response: No. Although water development, etc. may provide significant opportunities to retain more animal units (i.e. forage demand) than currently proposed, the SRT believes SNG stocking rates will still have to be reduced substantially if any appreciable ecological recovery of these grasslands is to occur. This is largely because we believe the majority of the SNG is substantially over-stocked because of insufficient number of pastures to optimize graze/rest rotational schedules, extended grazing seasons, and too many and/or too large of animals. Utilizing tools such as combining allotments, cross fencing, water developments, prescribed burning, etc. will be required to lessen, but not eliminate, the need for stocking rate reductions on the SNG. Likewise, stocking rate reductions alone will not accomplish ecological restoration.

DPG Response

We concur with the SRT's assessment.

Question 3: Does Recommendation IX-4b in the SRT’s final report contradict findings in a study by Sieg and King (1995) concluding that precipitation is the primary influence on growing and flowering habits of the western prairie fringed orchid (WPFO)?

SRT Response: The recommendation statements concerning the WPFO in the final SRT report are not contradictory. In addition to favorable precipitation conditions, the WPFO requires: 1) suitable germination sites, and 2) maximized flowering and seed set opportunities for recovery efforts. Since the WPFO occurs both in small groupings (non-core areas) over thousands of acres, and also in concentrated populations (core areas) of 100 acres or less, management strategies are needed for both population distributions to maintain or enhance the WPFO. The Team recommended rotational grazing and prescribed burning in late spring and/or fall throughout the orchid habitat (core and non-core areas) to prevent litter buildup and decrease competition for germination sites from species such as Kentucky bluegrass or other increaser/exotic species. In core orchid areas, more intensive management is warranted. Core orchid areas should be deferred from grazing in summer/early fall between the flowering through seed set phenological stages of the orchid in most if not all years. The SRT recommends a combination of deferment of a grazing unit containing a core orchid population by implementing a rotation grazing system, and/or temporary exclusion of the core orchid area using electric fencing.

DPG Response

The SRT recommendations are consistent with DPG management, especially Appendix N of the LRMP. See response on page 28 to IX-4 for more details.

Question 4: Are recommendations IX-2b and 2c feasible when it appears that the DPG management team finds new water development undesirable?

SRT Response: We are unable to answer this question based upon the information provided. The SRT is confident that these issues can be resolved at the AMP level by the Forest Service and permittees working together.

DPG Response

The SRT response is consistent with our response. See our response on page 17 to V-4, which illustrates range improvements are valuable tools in the right circumstances.