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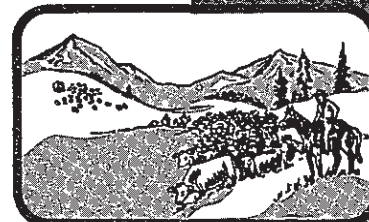
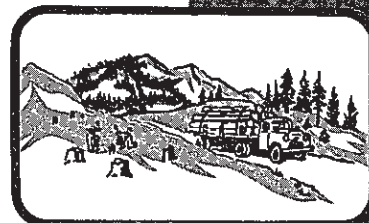
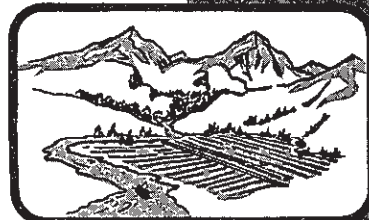
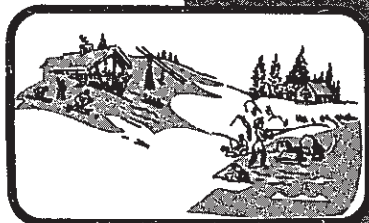
Forest Service

Pueblo, Colorado



# LAND AND RESOURCE MANAGEMENT PLAN

Pike and San Isabel  
National Forests;  
Comanche and  
Cimarron National  
Grasslands



THE PIKE AND SAN ISABEL NATIONAL FORESTS

LAND AND RESOURCE MANAGEMENT PLAN

Rocky Mountain Region

USDA Forest Service

# **PREFACE**

## PREFACE

### PURPOSE OF PLAN

This Land and Resource Management Plan (Forest Plan) was developed to direct management of the Pike and San Isabel National Forests and Comanche and Cimarron National Grasslands.

The purpose of the Forest Plan is to provide a management program reflecting a mix of management activities that allows use and protection of the Forest's resources, fulfills legislative requirements, and addresses local, regional, and national issues. To accomplish this, the Forest Plan:

- establishes management direction and associated long-range goals and objectives for the Forest for the next 50 years;
- specifies standards and guidelines, and the approximate timing and location of the practices necessary to achieve that direction;
- establishes monitoring and evaluation requirements needed to ensure that the direction is carried out and to determine how well outputs and effects were predicted;
- makes determinations on the suitability for Wilderness designation on four congressionally designated Wilderness Study Areas (Buffalo Peaks, Greenhorn Mountain, Spanish Peaks, Sangre de Cristo) and one administratively designated Further Planning Area (Lost Creek).
- displays recommended management direction and oil and gas leasing availability recommendations on the Pike & San Isabel National Forests and Comanche and Cimarron National Grasslands plus portions of the Sangre de Cristo Wilderness Study Area on the Rio Grande National Forest.

The major purpose of this Forest Plan is to create and maintain a vigorous and healthy forest. Physical, biological and economic resources are the basic requirements of a healthy forest environment. Diversity and permanence are the keys to healthy environments.

The permanence of healthy forest communities is dependent upon the diversity of plants and animals and their management. The permanence of a vigorous and healthy society is also dependent

upon the diversity of resources available and upon the options for their use. The actions set forth in this Plan are designed to create and maintain these conditions.

Creating and maintaining a healthy forest is a long term commitment. The commitment requires a knowledge of past and current conditions of the resources and the needs and desires of society. Following the management direction set forth in this plan, it will take more than 200 years (to the year 2200 or beyond) to achieve the desired goal.

By the year 2030, the end of the planning horizon covered by this Plan, less than 25 percent of the goal will have been achieved. But the condition of the National Forest and its diversity, from the natural settings found in Wilderness to the more intensely managed areas where treatment of the land and vegetation have occurred, will be maintained or improved over today's conditions.

The current management situation, described in Chapter II of this Plan and Chapter III of the accompanying Final Environmental Impact Statement, describes the various aspects of the physical, biological, social and economic environments associated with the Pike and San Isabel National Forests and the Comanche and Cimarron National Grasslands. They present needs and rationale for the kinds of treatments the land and vegetation will receive in order to make Forest resources more healthy and attuned to the needs of society.

These management options, and the consequences of several alternative approaches to managing the Forest are displayed in Chapters II and IV of the Final Environmental Impact Statement. The results of not managing the Forest vegetation is also discussed. For example, when vast acreages of forest cover are uniformly mature, diversity of wildlife is limited to relatively few species dependent on mature forests. Burning, harvesting, or otherwise designing the treatment of the vegetation over portions of these areas will increase the diversity of vegetation species and age classes which in turn provide habitat for a greater diversity of wildlife species. Also, mature or overmature forests are more susceptible to epidemic insect and disease attack which can spread over large acreages of uniform forests creating undesirable effects similar to large burns or large clearcuts. If diversity of age classes and/or species is achieved by designed vegetation treatment, the risk of widespread epidemics is reduced. Water yield increases are also primarily dependent upon the treatment of vegetation. Other outputs and effects as diverse as maintaining visual quality and fuelwood availability are closely related to the amount of management provided.

Costs associated with vegetation treatment and other activities necessary to achieve the goals stated in this Forest Plan are significant. In this area it is often difficult to justify the management of vegetation singly for visual quality maintenance or wildlife habitat improvement or insect and disease prevention or water yield improvement or commercial timber harvest purposes.

Doing so may maximize the use of some resources but reduce the total outputs and long-term potential of other resource uses. Individually the costs are too great and the long-term benefits too small. However, by applying an integrated approach to management which aggregates individual costs and benefits, it is possible to design management activities which achieve the overall goals and are cost-efficient. Goals and objectives associated with vegetation management can in certain situations be achieved by commercial timber harvest. This approach has the added benefit of returning revenue to the Treasury and maintaining or providing employment. In other cases, use of prescribed fire, or fuelwood removal, or cutting by Forest Service crews or volunteers may be the most efficient way to manage vegetation.

Many of these activities require construction of roads. Both the use and construction of roads cause impacts on other resources. This Plan provides direction for construction and managing the use of existing and future roads. Management activities include obliteration, total or seasonal closures, and controlled use (use for specified purposes). Because of impacts on wildlife, increased road maintenance cost, impacts on non-motorized dispersed recreation, increased fire risk, and management of users in areas accessed by roads, the amount of road system open to unrestricted public use should not be allowed to grow much beyond the current level.

The Forest Plan will be reviewed and revised every 15 years. Necessary revisions will be made, however, any time that evaluation and monitoring indicate the need for change.

Preparation of the Forest Plan is required by the Forest and Rangeland Renewable Resources Planning Act (RPA), as amended by the National Forest Management Act (NFMA). Assessment of its environmental impacts is required by the National Environmental Policy Act (NEPA) and the implementing regulations of NFMA (36 CFR 219). The Forest Plan replaces all previous resource management plans prepared for the Forest and serves as the overall management plan. Upon approval of the Forest Plan, all subsequent activities affecting the Forest, including budget proposals, must be in compliance with the Forest Plan (36 CFR 219.11(d)). In addition, all permits, contracts, and other instruments for the use and occupancy of National Forest System lands must be in conformance with the Forest Plan (16 USC 1604 (1)).



## LEGISLATIVE BACKGROUND AND EVOLUTION OF NATIONAL FOREST SYSTEM PLANNING

There are numerous legal bases for management of National Forest System lands. Following are some of the more significant laws which must be considered in planning uses for the National Forests. These and other laws are included in the Department of Agriculture Handbook entitled "The Principal Laws Relating to Forest Service Activities."

Creative Act of March 3, 1891 (26 Stat. 1103, 16 USC 471; repealed by 704(a) of FLPMA, 90 Stat. 2792). Allows the President to set apart and reserve National Forests from the public domain.

Organic Act of June 4, 1897 (30 Stat. 35). States "No National Forest shall be established, except to improve and protect the Forest within the boundaries, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States," (16 USC 475).

The Secretary (Interior) "shall make provision for the protection against destruction by fire and depredations upon public forests and National Forests ... and he may make such rules and regulations and establish such service and will insure the objects of such reservations, namely, to regulate their occupancy and use and to preserve the Forests thereon from destruction," (16 USC 551).

Transfer Act of 1905 (33 Stat. 628.16 USC 472). Transferred the Administration of the National Forests to the Secretary of Agriculture.

Bankhead-Jones Farm Tenant Act of July 22, 1937. (50 Stat. 525), as amended (7 USC 1010-1012). Provides direction for management of the National Grasslands.

Multiple Use-Sustained Yield Act of 1960. States the "National Forests are established and administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes," (16 USC 528).

The Secretary of Agriculture is authorized and directed to develop and administer renewable surface resources of the National Forests for multiple use and sustained yield of the several products and services obtained therefrom. In the administration of the National Forests due consideration shall be given to the relative values of the various resources in particular cases. The establishment and maintenance of areas of wilderness are consistent with the purposes and provisions of sections 528 to 531 of this title, (16 USC 529).

The Secretary is also authorized to cooperate with State and local governmental agencies in management of National Forests (16 USC 530).

Wilderness Act of 1964 (16 USC 1131-1136). Provided for establishment and administration of National Wilderness Preservation System to be administered for the use and enjoyment of the American people in such a manner as will leave the system unimpaired for future use and enjoyment as wilderness.

Wild and Scenic Rivers Act of 1968 (16 USC 1271 (note), 1271-1287). Provides for designation as "Wild", "Scenic" or "Recreational" and preserves portions of designated rivers from development. Management of rivers within the System is directed toward preserving the scenic, recreational, geologic, historic, or other value that justified its inclusion in the System.

National Environmental Policy Act (NEPA) of 1969 (42 USC 4321-4335). Declares a National policy of "productive and enjoyable harmony between man and his environment," (42 USC 4321).

The detailed statement requirement of NEPA was designed to disclose to the public, President, Congress and agency decision-maker the environmental consequences of implementation of a proposed action and alternatives to it.

It applies to major federal actions significantly affecting the quality of the human environment.

Federal Land Policy and Management Act of 1976 (90 Stat. 2743). Range management and rights-of-way were dealt with for both National Forest System and public domain lands. For the most part the statute is directed at lands managed by Bureau of Land Management, Department of Interior.

Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974, as amended by National Forest Management Act (NFMA) of 1976 (16 USC 1600-1614). This is a comprehensive framework and primary source of direction to the Forest Service to fulfill its mandate to manage the National Forest System (NFS). The central element of the Act is the institution of land and resource management planning as a basic means to achieve effective use and production of renewable resources and a proper balance of the use of NFS lands.

Section 6 of the Act requires the Secretary of Agriculture to prescribe NFS land and resource management planning regulations. The standards and guidelines in these regulations must be incorporated into NFS land and resource management plans.



During the early 1900's most National Forest System lands were inaccessible, public demands for goods and services were low, and conflicts among resource users were minor. Priority was given to protecting these public lands from fires, damaging insects and diseases, and unauthorized use. Resource production and use served local rather than regional or national needs. Most Forest Service planning in that era centered on specific work plans for forest land rehabilitation, protection, and reforestation.

By the late 1930's however, there existed a general public awareness that more intensive management of the National Forests and the use of various renewable resources on a sustained-yield basis should also serve the national interest. This prevalent philosophy, coupled with a need for vital timber during World War II, spawned a dramatic expansion of National Forest resource management and utilization in the 1940's and 1950's.

Although early laws governing the establishment and administration of the National Forests referred only to timber and water resources, the other resources, wildlife, forage, and outdoor recreation have always been protected and managed. By 1939, the Forest Service had made clear its policy to administer the National Forests on multiple-use principles.

Recognizing the lack of specific statutory direction to manage all the resources of the National Forests under multiple-use principles, the Forest Service proposed a multiple-use act in the late 1950's. Passage of the Multiple Use-Sustained Yield Act of 1960 provided Congressional endorsement of the Forest Service policy and practice of equal consideration of all National Forest renewable resources.

Land management planning was formalized into a distinct process upon passage of the Multiple Use-Sustained Yield Act. Until shortly after passage of the National Environmental Policy Act of 1969, this process was commonly referred to as "multiple-use plans." Separate plans were made for each National Forest Ranger District.

These multiple-use plans usually zoned National Forest System land and included specific coordinating requirements to insure compatibility of resource uses. They did not set resource development goals. Such goals were established by separate resource development plans prepared for each National Forest. Ranger District multiple-use plans were used to coordinate the actions taken to achieve the objectives of the National Forest System resource development plans.

In the early 1960's, another factor had also entered the resource picture, intensified public concern for environmental policy. The Nation realized that clean air, clean water, and natural beauty were just as important to its standard of living as industrial products. Increased concern for the Nation's forest lands were part of this awakening environmental consciousness. Many Americans became aware of the National Forest System and realized that, although these public lands contained substantial amounts of the Nation's remaining natural resources, there were limits to their uses.

The desire for a quality environment, however, did not lessen the need for forest products and services from the National Forests. On the contrary, while concern for the environment reached new heights, so did the demand for products and services. One result of this was the passage of the 1964 Wilderness Act. This Act created the National Wilderness Preservation System and provided for the designation of Federal lands to be preserved in their natural state.

By the mid-1960's conflicting demands for forest resources were increasing rapidly; while the renewable resource base was perceived as shrinking with the implementation of the Wilderness Act. Some critics claimed that management of the National Forest System was out of balance, that some uses were being increased at the expense of others, that the Forest Service was ignoring its mandate to manage the National Forest System for multiple uses and that the public wasn't being given a chance to effectively influence the Forest Service decision making process. The Forest Service land management planning process changed in response to these public concerns and to the National Environmental Policy Act (NEPA) of 1969.

In August 1974, Congress enacted the Forest and Rangeland Renewable Resources Planning Act (RPA). Although it did not significantly change existing Forest Service land management planning procedures, it made the development and maintenance of National Forest System land and resource management plans statutory requirements. It re-emphasized that an interdisciplinary approach set forth in NEPA be used in the development and maintenance of land management plans. It required that periodic comprehensive National programs be developed that would integrate all Forest Service activities. And it more directly involved Congress in evaluating Forest Service programs and in assigning priorities. The RPA also provided for a periodic assessment of the Nation's renewable resources, including those of the National Forest System. This assessment provides the basic information for resource management planning at national, regional, and local levels.

The National Forest Management Act of 1976 amended RPA to provide additional statutory direction on the preparation and revision of National Forest System land and resource management plans.

Major highlights of NFMA are land management planning, timber management actions, and public participation in Forest Service decision making. Also featured are requirements for coordination with planning processes of State and local governments and other Federal agencies and Indian Tribes, and an interdisciplinary approach to plan development, implementation and maintenance. Specific direction in the act (16 U.S.C. 1604) provided:

- (b) In the development and maintenance of land management plans for use on units of the National Forest System, the Secretary shall use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic, and other sciences.
- (e) In developing, maintaining, and revising plans for units of the National Forest System, the Secretary shall assure that such plans --
  - (1) provide for multiple-use and sustained yield of the products and services obtained therefrom in accordance with the Multiple-Use Sustained Yield Act of 1960, and, in particular, include coordination of outdoor recreation, range, timber, watershed, wildlife and fish, and wilderness; and
  - (2) determine forest management systems, harvesting levels, and procedures in the light of all of the uses set forth in subsection (c)(1), the definition of the terms 'multiple-use' and 'sustained yield' as provided in the Multiple-Use Sustained Yield Act of 1960, and the availability of lands and their suitability for resource management.

Land management planning direction is the core of the Act. Regulations promulgated in 1979 and revised in 1982 prescribe the process for development and revision of land management plans.

In addition, the discussion below describes some of the philosophy on National Forest Management.

The U.S. Court of Claims in Rupley v. United States, 124 Ct. Cl. 59, 64 (1953) stated:

The Forest Service has a national conservation policy. That policy is well known throughout the country. It

has been developed after long years of controversy and has become the well-established policy of the country--in fact, the policy of conservation of our natural resources is known and appreciated in every hamlet within our borders. It is one of the true sources of our Nation's strength.

The above quote from the Court of Claims reflects 62 years of Forest management controversy and 48 years of Forest Service grappling with the subject of management of the National Forests. Beginning with reservation of the Forest Reserves from the public domain, management has produced controversy and conflict. The controversy and conflict among competing values (wilderness v. development, mining v. other uses, recreation v. development, timber v. other uses) continues today and will continue in the future. The historical background and context needs to be reviewed to understand the evolution of resource planning and management of the National Forest System.

The Forest and Rangeland Renewable Resources Planning Act of 1974 (88 Stat. 476) as amended by the National Forest Management Act of 1976 (90 Stat. 2949), did not repeal any prior law. To evaluate what has been done in compliance with the 1974 and 1976 statutes cited above, one must consider the other statutes with which the Forest Service must comply. These recent statutes simply build upon the long legislative history of the National Forests and their statutory purposes.

The history was summarized in 1979 in the Final Environmental Impact Statement on the "Final Regulations of National Forest System Planning, 1920 Land Management Planning, Forest Service USDA (44 FR 53933-53937).

RPA did not mandate that the National Forest suddenly be oriented for profit, i.e., that economic considerations would control. It is clear that economic considerations are but one of many other pertinent factors to be considered in planning and decisionmaking.

Accordingly, the Forest Service in preparing the Pike and San Isabel National Forests Plan considered economic aspects without assuming that these economic aspects were dominant.

As one looks at the purposes of the National Forest System, it is apparent that most are not profit-making activities. They are long-term management activities which allow immediate use while maintaining the condition of the Forest so that the National Forest System will currently, and over the long run, achieve the statutory purposes for which they have been established.

Over the years, Congress has recognized the purposes of the National Forest System by appropriating funds to support necessary management activities. The Forest Service budget and

financial management systems are designed and used to accomplish the agency mission of management of the National Forests for all the citizens of the United States. These budget and financial management systems are not the same type of information systems one would find in a large profit-making enterprise, because the purposes of the National Forest System are fundamentally different. In recent years there has been an increase in the required amount of economic information assembled and disclosed in the planning processes. However, at no time has the requirement been established to have a profit-loss record-keeping system and financial statement typical of a large enterprise operated for profit.

To focus after some ninety years on one aspect (profitability) of National Forest management would distort the historical intent of Congress. The decisionmaking process required by RPA and NFMA would produce an unsound decision if it were dominated by economic considerations. If timber management must be a profit-making activity, then grazing, wildlife, recreation, wilderness, and other National Forest management activities should be profit-making also. In given situations it may be required that appraised value or market value be charged; however, this is fundamentally different than a requirement to produce a profit or take action only when the quantified benefits exceed the costs.

It must be kept in mind that in managing the National Forests, the Forest Service acts as a public trustee and that the lands are held in trust for the whole country. (Light v. U.S. 220 U.S. 523, 526 (1911). Congress has the power under the U.S. Constitution Article IV, Section 3, Clause 3 to make the rules and regulations regarding the National Forests. As part of the statutory scheme of RPA the Congress receives annual reports from the Forest Service and decides what programs of the Forest Service to fund. Over the years, Congress has funded Forest Service programs not as money-making ventures of the Federal Government but rather with the public trust reserved status of the National Forests in mind.

The preceding discussion illustrates the evolution that has occurred in the laws, regulations, and policies directing National Forest System planning. A similar evolution has occurred in planning technology. Recent advances in inventory and analysis techniques have greatly expanded the ability of Forest Service planners to incorporate much broader considerations into Forest planning.

Changes in planning policies and procedures have accelerated during the past few years and will continue into the future. These policies and procedures are evolving so rapidly that significant changes often occur between the start and finish of individual Forest Plans. Succeeding Forest Plans are much improved over those prepared just a few months earlier.



It is unrealistic to expect the rapid evolution in planning policies and technologies to stop. Furthermore, it is inappropriate to consider stopping or slowing the Forest Planning process pending a solidification of these policies and procedures. In addition, considerations such as the National Forest Management Act, Forest Service policies and public demands require Forest Plans to be completed as rapidly as possible.

For these reasons, it is important to proceed with the Forest Plan preparation.

The 1982 Planning Regulations provide a "Transition Period" (36 CFR 219.29). It states that "Planning process steps already completed need not be repeated" [36 CFR 219.29(b)]. The Final documents are consistent with the 1982 regulations.

The Plan will comply with existing laws and, to the fullest extent possible, with current policies and regulations. Forest Plans will be modified to incorporate any new requirements during future revisions.

The 1982 regulations changed the name of the Regional Plan to Regional Guide. The Proposed Rocky Mountain Regional Plan referenced in the Draft EIS is now referred to as the Rocky Mountain Regional Guide. The Regional Guide and Final EIS were filed with the Environmental Protection Agency on June 1, 1983.

#### RELATIONSHIP TO OTHER PLANNING LEVELS AND STUDIES

Development of a Forest Plan occurs within the framework of Forest Service Regional and National planning. The RPA program sets the National direction and output levels for National Forest System lands based on suitability and capability information from each Forest Service Region. Each Region disaggregates its share of the National production levels to the Forests of that Region. This distribution is made in the Regional Guide and is based on the detailed site-specific information gathered at the Forest level.

Each Forest Plan, in turn, validates or provides a basis for changing the production levels assigned by the Region. Activities and/or projects are planned and implemented by a Forest to carry out the direction developed in the Forest Plan. Information from the Forest Plans of all the National Forests in the Region will be used in revising the Regional Guide.



The relationship of this Forest Plan to the Roadless Area Review and Evaluation (RARE II) process was resolved by Public Law 96-560, enacted December 22, 1980. This Act, also called the Colorado Wilderness Act, designated the Sangre de Cristo (218,000 acres), the Buffalo Peaks (56,900 acres), the Greenhorn Mountain (22,300 acres), and the Spanish Peaks (19,600 acres) as Wilderness Study Areas to be studied and a recommendation made as to their suitability or unsuitability for wilderness designation. Recommendations for these areas are made in this Plan.

Legislative Final EIS's are being prepared for each Wilderness Study Area (WSA). These Final EIS's and recommendations will receive further review and possible modification in the offices of the Chief of the Forest Service, the Secretary of Agriculture, and the President of the United States. After the President transmits the Administration's final recommendations to Congress, the Legislative Final EIS's will be filed with the Environmental Protection Agency and distributed to the public. Final decisions on wilderness designation have been reserved by Congress.

The Colorado Wilderness Act also specifies that areas of the Forest reviewed in the RARE II Final Environmental Impact Statement and not designated as either wilderness or needing further study, no longer must be managed for the purpose of protecting their wilderness characteristics. This law has eliminated any need to evaluate additional areas for wilderness until the first revision of this Forest Plan.

In the National Materials and Minerals Policy Research and Development Act of 1980 and the Energy Security Act of 1980, Congress has directed the Forest Service to encourage private investors in developing domestic mineral resources and to proceed in making recommendations to the Bureau of Land Management regarding leasing proposals on National Forest System lands. Minerals management direction is contained in the Forest Direction Management Requirements of this Plan.

Management prescriptions are displayed for 130,700 acres of the Rio Grande National Forest (Sangre de Cristo Wilderness Study Area), and 40,274 acres of the Arapaho National Forest (Mount Evans Wilderness)

Management direction for portions of the San Isabel National Forest that are part of the Collegiate Peaks and Holy Cross Wilderness will be displayed in the Environmental Impact Statement and Forest Plan for the White River National Forest.

This direction, as well as the management direction for the Sangre de Cristo Wilderness Study Area and the Mount Evans Wilderness, is incorporated in one document in order to present information for uniform management on areas that overlay Forest boundaries and is a result of cooperative efforts between Forests.

Since December 31, 1983 in accordance with provisions of the Wilderness Act of 1964, wilderness areas were withdrawn from mineral entry and location under the 1872 Mining Laws and leasing under the 1920 Mineral Leasing Act, except where valid rights existed prior to January 1, 1984. A determination of wilderness suitability for Wilderness Study Areas on the Pike and San Isabel National Forests and a portion of the Sangre de Cristo Wilderness Study Area lying within the Rio Grande National Forest, will withdraw those areas from mineral entry and leasing. A nonwilderness determination of lands will result with the mineral resources existing on currently classified Wilderness Study Area lands being managed the same as on other nonclassified National Forest System lands.

Budget proposals for fiscal year 1985 have been submitted to Congress before this Forest Plan can be implemented in fiscal year 1985. Included in these proposals are operation, maintenance, and investment projects costs for the continued management of the Pike and San Isabel National Forests.

Investment projects, because of their size and complexity, are phased in over a period of three to five years. For example, timber sales to be sold in 1986 are normally inventoried in 1984, marked and cruised in 1985, and appraised and sold in 1986. Roads, campgrounds, wildlife habitat projects and grazing systems are phased in the same way. The number and type of disciplines (e.g. foresters, wildlife biologists, engineers) needed in the organization are also tied directly to these projects. In addition, there are many existing contracts or permits for timber sales, special uses and grazing. Duration of these contracts are from several months to several years as in the example of a special use road.

When the Forest Plan is implemented, the time needed to bring activities into compliance with the Forest Plan will vary depending on the type of project. Most operation and maintenance activities, projects in the first year of development, new special use proposals and transfers of existing permits can be brought into compliance with the Forest Plan within the first year of implementation. Projects in the second to fifth year of implementation as well as many contractual obligations will continue as originally scheduled.

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I. Mineral Investigations of the Sangre de Cristo Wilderness Study Area; Lost Creek Wilderness; Greenhorn Mountain Wilderness Study Area; Spanish Peaks Wilderness Study Area; and Buffalo Peaks Wilderness Study Area -----	I-1
VII. MANAGEMENT AREA MAP ----- (envelope attached)	

# **INTRODUCTION**

## CHAPTER I

### INTRODUCTION

#### ORGANIZATION OF THE FOREST PLAN DOCUMENT

This National Forest Land and Resource Management Plan establishes the long term direction for managing the Pike and San Isabel National Forests and Comanche and Cimarron National Grasslands. It also serves to inform prospective users as well as other interested publics that any occupancy or use of National Forest System lands must be consistent with the management requirements listed in the Forest and Management Area Direction Sections of the Forest Plan.

The Forest Plan consists of this document and a management area map. A map illustrating the location of management areas is in an envelope inside the back cover of this document. The Forest Plan contains the overall management direction and describes the activities necessary to achieve the desired future condition of the Forest. The management area map indicates specific areas of the Forest where activities are scheduled.

This chapter of the Forest Plan describes the organization of the document and the location of the Forest.

Chapter II describes the present condition of the Forest's land and resources. This chapter also contains a description of expected future conditions on the Forest as well as where changes in management direction are necessary to achieve the Plan's goals and objectives.

Chapter III contains management direction and is divided into three sections. The first section explains how the Forest Plan is to be implemented. Section Two specifies the goals and objectives for managing the National Forest System lands and resources. This section also contains Forest Direction which details overall management requirements that must be maintained during implementation of the Plan. Section Three includes management area direction (prescriptions) detailing the management requirements for specific land areas of the Forest called Management Areas. The management requirements listed in Forest Direction are applied in addition to the management requirements for individual management areas. Individual management areas are identified on the Management Area Map located inside the back cover of this Plan.

Chapter IV lists and describes the activities and techniques to be used to monitor the effects of implementing the Forest Plan. Chapter V of this Plan is an index. A list of people who prepared the Plan appears in Chapter V of the Final Environmental Impact Statement (FEIS).

The predicted environmental consequences of implementing the Forest Plan and the various alternatives are contained in the accompanying Final Environmental Impact Statement. The Forest Plan and the FEIS are companion documents; neither is complete in itself. The Environmental Impact Statement describes the alternatives considered in arriving at the Forest Plan and discloses the environmental consequences of implementing the Plan and the Alternatives considered. A Glossary and Reference List to aid in interpreting the Forest Plan are included in the Appendices to the Environmental Impact Statement.

The Environmental Impact Statement prepared for the Forest Plan will be used in tiering (40 CFR 1502.20 and 1508.28) future Environmental Assessments and Environmental Impact Statements. Tiering means that environmental documents prepared for projects arising from the Forest Plan will incorporate the Forest Plan Environmental Impact Statement and associated documents by reference rather than repeating information. Environmental analyses carried out for specific projects implemented under direction of this Forest Plan will therefore be site specific only; however, when several similar projects may arise, a multi-project environmental analysis may be used.

This document displays management direction for the following Wildernesses, Wilderness Study Areas, and a Further Planning Area:

Name	Net National Forest Acres	National Forest
Collegiate Peaks Wilderness	81,450 <u>78,450</u> 159,900	Pike and San Isabel White River
Holy Cross Wilderness	9,020 <u>116,980</u> 126,000	Pike and San Isabel White River
Lost Creek Wilderness	106,000	Pike and San Isabel
Mount Evans Wilderness	34,950 <u>40,274</u> 75,224	Pike and San Isabel Arapaho/Roosevelt
Mount Massive Wilderness	26,000	Pike and San Isabel
Buffalo Peaks Wilderness Study Area	56,950	Pike and San Isabel
Greenhorn Mountain Wilderness Study Area	22,300	Pike and San Isabel
Spanish Peaks Wilderness Study Area	19,570	Pike and San Isabel
Sangre de Cristo Wilderness Study Area	87,300 <u>130,700</u> 218,000	Pike and San Isabel Rio Grande
Lost Creek Further Planning Area	20,723	Pike and San Isabel

Management direction for the above areas was established as a cooperative effort between Forests to insure uniform management decisions within each Wilderness and Wilderness Study Area. Each Forest will continue to administer those portions of Wildernesses and Wilderness Study Areas within their respective boundaries. Management area direction for wildernesses is displayed in the Forest Direction and in prescriptions for Management Areas 8B and 8C in Chapter III. The accompanying Management Area Map also displays management area direction for the wildernesses. Alternative management direction for the wildernesses along with environmental effects are disclosed in the accompanying Final EIS.

The Record of Decision for the Final EIS will include the management decisions for Wilderness, Wilderness Study Areas and the Further Planning Area on the Pike and San Isabel National Forests, that portion of the Sangre de Cristo Wilderness Study Area on the Rio Grande National Forest and four U.S. Department of Interior, Bureau of Land Management Wilderness Study Areas (Black Canyon, South Piney Creek, Papa Keal and Zapata Creek) that total 4,910 acres. These lands are contiguous to the western boundary of the Sangre de Cristo study area and have been included with the Forest Service study.

#### LOCATION OF THE FOREST

The Forest is located in central and southeastern Colorado, and southwestern Kansas. (Figure I-1) There are 2,643,559 acres in Colorado and 108,177 acres in Kansas, totalling 2,751,736 acres, all of which are administered by the U.S. Department of Agriculture, Forest Service. All the acreage in Kansas is National Grassland; 418,870 acres of the Colorado portion is National Grassland and the remainder is National Forest. National Forest System lands are intermingled with and adjacent to over 19 million acres of public and privately-owned land. The management of portions of two wildernesses located partially on the San Isabel National Forest in Colorado totaling 90,470 acres will be displayed in the White River National Forest Environmental Impact Statement and Forest Plan. This includes 81,450 acres of the Collegiate Peaks Wilderness located on the Leadville and Salida Ranger Districts, and 9,020 acres of the Holy Cross Wilderness located on the Leadville Ranger District.

The Forest lies in parts of eighteen counties, sixteen in Colorado (Baca, Chaffee, Clear Creek, Custer, Douglas, El Paso, Fremont, Huerfano, Jefferson, Lake, Las Animas, Otero, Park, Pueblo, Teller, and Saguache), and two in Kansas (Morton and Stevens).

The Forest consists of the Forest Supervisor's Headquarters located in Pueblo, Colorado and eight administrative field units (Ranger Districts). Ranger Districts are located in Canon City, Colorado Springs, Fairplay, Lakewood, Leadville, Salida,

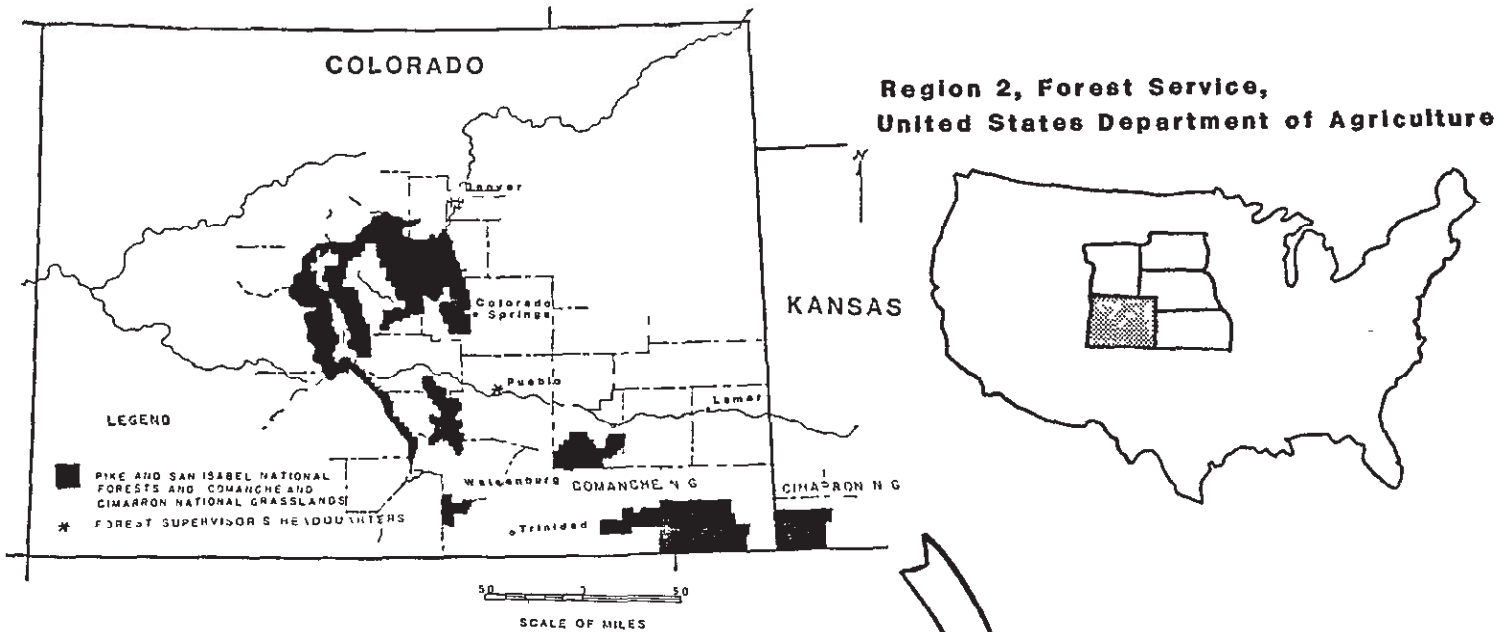
and Springfield, Colorado, and Elkhart, Kansas. The Cimarron National Grassland is administered by the Ranger District Office in Elkhart, Kansas. The Comanche National Grassland is administered by the Ranger District Office in Springfield, Colorado. The San Isabel National Forest is administered by Ranger District Offices located in Canon City, Leadville, and Salida, Colorado. The Pike National Forest is administered by Ranger District Offices located in Colorado Springs, Fairplay and Lakewood, Colorado.

The Rio Grande National Forest portion of the Sangre de Cristo Wilderness Study Area lies in parts of Saguache and Alamosa Counties, and the Forest Headquarters is located in Monte Vista, Colorado. The Arapaho National Forest portion of the Mount Evans Wilderness lies in Clear Creek County and the Forest Headquarters is located in Fort Collins, Colorado.



# VICINITY MAP

FIGURE I-1



## GENERAL LOCATION MAP PLANNING UNIT I

