

C. Greater Sage-Grouse (GRSG) Disturbance Caps

In the USFWS's 2010 listing decision for sage-grouse, the USFWS identified 18 threats contributing to the destruction, modification, or curtailment of the sage-grouse's habitat or range (75 FR 13910 2010). The 18 threats have been aggregated into three measures:

- Sagebrush Availability (percent of sagebrush per unit area)
- Habitat Degradation (percent of human activity per unit area)
- Density of Energy and Mining (facilities and locations per unit area)

Habitat Degradation and Density of Energy and Mining will be evaluated under the Disturbance Cap and Density Cap respectively and are further described in this appendix. The three measures, in conjunction with other information, will be considered during the NEPA process for projects authorized or undertaken by the BLM.

C.1 Disturbance Cap:

This land use plan has incorporated a 3% anthropogenic disturbance cap within Greater Sage-Grouse (GRSG) Priority Habitat Management Areas (PHMAs) and the subsequent land use planning actions if the cap is met:

If the 3% anthropogenic disturbance cap is exceeded on lands (regardless of land ownership) within GRSG Priority Habitat Management Areas (PHMA) in any given Biologically Significant Unit (BSU), then no further discrete anthropogenic disturbances (subject to applicable laws and regulations, such as the 1872 hard rock mining law, valid existing rights, etc.) will be permitted by BLM within GRSG PHMAs in any given BSU until the disturbance has been reduced to less than the cap.

If the 3% disturbance cap is exceeded on all lands (regardless of land ownership) or if anthropogenic disturbance and habitat loss associated with conversion to agricultural tillage or fire exceed 5% within a proposed project analysis area in a Priority Habitat Management Areas, then no further anthropogenic disturbance will be permitted by BLM until disturbance in the proposed project analysis area has been reduced to maintain the area under the cap (subject to applicable laws and regulations, such as the 1872 hard rock Mining Law, valid existing rights, etc.). If the BLM determines that the State of Montana's GRSG Habitat Conservation Program contains comparable components to those found in the State of Wyoming's Density and Disturbance model (an all lands approach for calculating anthropogenic disturbances, a clear methodology for measuring the density of operations, and a fully operational Density Disturbance Calculation Tool), the 3% disturbance cap will be converted to a 5% cap.

The disturbance cap applies to the PHMA within both the Biologically Significant Units (BSU) and at the project authorization scale. For the BSUs, west-wide habitat degradation (disturbance)

data layers (Table C-1) will be used at a minimum to calculate the amount of disturbance and to determine if the disturbance cap has been exceeded as the land use plans (LUP) are being implemented. Locally collected disturbance data will be used to determine if the disturbance cap has been exceeded for project authorizations, and may also be used to calculate the amount of disturbance in the BSUs.

Although locatable mine sites are included in the degradation calculation, mining activities under the 1872 mining law may not be subject to the 3% disturbance cap. Details about locatable mining activities will be fully disclosed and analyzed in the NEPA process to assess impacts to sage-grouse and their habitat as well as to BLM goals and objectives, and other BLM programs and activities.

Formulas for calculations of the amount of disturbance in the PHMA in a BSU and or in a proposed project area are as follows:

- For the BSUs:
% Degradation Disturbance = (combined acres of the 12 degradation threats¹) ÷ (acres of all lands within the PHMAs in a BSU) x 100.

- For the Project Analysis Area:
% Degradation Disturbance = (combined acres of the 12 degradation threats¹ plus the 7 site scale threats² and acres of habitat loss¹) ÷ (acres of all lands within the PHMA in the project analysis area) x 100.

¹ see Table C-1. ² see Table C-2

The denominator in the disturbance calculation formula consists of all acres of lands classified as PHMA within the analysis area (BSU or project area). Areas that are not sage-grouse seasonal habitats, or are not currently supporting sagebrush cover (e.g., due to wildfire), are not excluded from the acres of PHMA in the denominator of the formula. Information regarding sage-grouse seasonal habitats, sagebrush availability, and areas with the potential to support sage-grouse populations will be considered along with other local conditions that may affect sage-grouse during the analysis of the proposed project area.

C.2 Density Cap:

This land use plan has also incorporated a cap on the density of energy and mining facilities at an average of one facility per 640 acres in the PHMA in a project authorization area. If the disturbance density in the PHMA in a proposed project area is on average less than 1 facility per 640 acres, the analysis will proceed through the NEPA process incorporating mitigation measures into an alternative. If the disturbance density is greater than an average of 1 facility per 640 acres, the proposed project will either be deferred until the density of energy and mining facilities is less than the cap or co-located it into existing disturbed area (subject to applicable laws and regulations, such as the 1872 Mining Law, valid existing rights, etc.). Facilities included in the density calculation (Table 3) are:

- Energy (oil and gas wells and development facilities)
- Energy (coal mines)

- Energy (wind towers)
- Energy (solar fields)
- Energy (geothermal)
- Mining (active locatable, leasable, and saleable developments)

Project Analysis Area Method for Permitting Surface Disturbance Activities:

- Determine potentially affected occupied leks by placing a four mile boundary around the proposed area of physical disturbance related to the project. All occupied leks located within the four mile project boundary and within PHMA will be considered affected by the project.
- Next, place a four mile boundary around each of the affected occupied leks.
- The PHMA within the four mile lek boundary and the four mile project boundary creates the project analysis area for each individual project. If there are no occupied leks within the four-mile project boundary, the project analysis area will be that portion of the four-mile project boundary within the PHMA.
- Digitize all existing anthropogenic disturbances identified in Table C-1, the 7 additional features that are considered threats to sage-grouse (Table C-2), and areas of sagebrush loss. Using 1 meter resolution NAIP imagery is recommended. Use existing local data if available.
- Calculate percent existing disturbance using the formula above. If existing disturbance is less than 3% anthropogenic disturbance or 5% total disturbance, proceed to next step. If existing disturbance is greater than 3% anthropogenic disturbance or 5% total disturbance, defer the project.
- Add proposed project disturbance footprint area and recalculate the percent disturbance. If disturbance is less than 3% anthropogenic disturbance or 5% total disturbance, proceed to next step. If disturbance is greater than 3% anthropogenic disturbance or 5% total disturbance, defer project.
- Calculate the disturbance density of energy and mining facilities (listed above). If the disturbance density is less than 1 facility per 640 acres, averaged across project analysis area, proceed to the NEPA analysis incorporating mitigation measures into an alternative. If the disturbance density is greater than 1 facility per 640 acres, averaged across the project analysis area, either defer the proposed project or co-locate it into existing disturbed area.
- If a project that would exceed the degradation cap or density cap cannot be deferred due to valid existing rights or other existing laws and regulations, fully disclose the local and regional impacts of the proposed action in the associated NEPA.

Table C-1: Anthropogenic disturbance types for disturbance calculations. Data sources are described for the west-wide habitat degradation estimates (Table copied from the GRSG Monitoring Framework)

Degradation Type	Subcategory	Data Source	Direct Area of Influence	Area Source
Energy (oil & gas)	Wells	IHS; BLM (AFMSS)	5.0ac (2.0ha)	BLM WO-300
	Power Plants	Platts (power plants)	5.0ac (2.0ha)	BLM WO-300
Energy (coal)	Mines	BLM; USFS; Office of Surface Mining Reclamation and Enforcement; USGS Mineral Resources Data System	Polygon area (digitized)	Esri/Google Imagery
	Power Plants	Platts (power plants)	Polygon area (digitized)	Esri Imagery
Energy (wind)	Wind Turbines	Federal Aviation Administration	3.0ac (1.2ha)	BLM WO-300
	Power Plants	Platts (power plants)	3.0ac (1.2ha)	BLM WO-300
Energy (solar)	Fields/Power Plants	Platts (power plants)	7.3ac (3.0ha)/MW	NREL
Energy (geothermal)	Wells	IHS	3.0ac (1.2ha)	BLM WO-300
	Power Plants	Platts (power plants)	Polygon area (digitized)	Esri Imagery
Mining	Locatable Developments	InfoMine	Polygon area (digitized)	Esri Imagery
Infrastructure (roads)	Surface Streets (Minor Roads)	Esri StreetMap Premium	40.7ft (12.4m)	USGS
	Major Roads	Esri StreetMap Premium	84.0ft (25.6m)	USGS
	Interstate Highways	Esri StreetMap Premium	240.2ft (73.2m)	USGS
Infrastructure (railroads)	Active Lines	Federal Railroad Administration	30.8ft (9.4m)	USGS
Infrastructure (power lines)	1-199kV Lines	Platts (transmission lines)	100ft (30.5m)	BLM WO-300
	200-399 kV Lines	Platts (transmission lines)	150ft (45.7m)	BLM WO-300
	400-699kV Lines	Platts (transmission lines)	200ft (61.0m)	BLM WO-300
	700+kV Lines	Platts (transmission lines)	250ft (76.2m)	BLM WO-300
Infrastructure (communication)	Towers	Federal Communications Commission	2.5ac (1.0ha)	BLM WO-300

Table C-2: The seven site scale features considered threats to sage-grouse included in the disturbance calculation for project authorizations.

1. Coalbed Methane Ponds
2. Meteorological Towers
3. Nuclear Energy Facilities
4. Airport Facilities and Infrastructure
5. Military Range Facilities & Infrastructure
6. Hydroelectric Plants
7. Recreation Areas Facilities and Infrastructure

Definitions:

- 1. Coalbed Methane and other Energy-related Retention Ponds** – The footprint boundary will follow the fenceline and includes the area within the fenceline surrounding the impoundment. If the pond is not fenced, the impoundment itself is the footprint. Other infrastructure associated with the containment ponds (roads, well pads, etc.) will be captured in other disturbance categories.
- 2. Meteorological Towers** – This feature includes long-term weather monitoring and temporary meteorological towers associated with short-term wind testing. The footprint boundary includes the area underneath the guy wires.
- 3. Nuclear Energy Facilities** – The footprint boundary includes visible facilities (fence, road, etc.) and undisturbed areas within the facility’s perimeter.
- 4. Airport Facilities and Infrastructure (public and private)** –The footprint boundary of will follow the boundary of the airport or heliport and includes mowed areas, parking lots, hangers, taxiways, driveways, terminals, maintenance facilities, beacons and related features. Indicators of the boundary, such as distinct land cover changes, fences and perimeter roads, will be used to encompass the entire airport or heliport.
- 5. Military Range Facilities & Infrastructure** – The footprint boundary will follow the outer edge of the disturbed areas around buildings and includes undisturbed areas within the facility’s perimeter.
- 6. Hydroelectric Plants** – The footprint boundary includes visible facilities (fence, road, etc.) and undisturbed areas within the facility’s perimeter.
- 7. Recreation Areas & Facilities** – This feature includes all sites/facilities larger than 0.25 acres in size. The footprint boundary will include any undisturbed areas within the site/facility.

Table C-3: Relationship between the 18 threats and the three habitat disturbance measures for monitoring and disturbance calculations.

USFWS Listing Decision Threat	Sagebrush Availability	Habitat Degradation	Energy and Mining Density
Agriculture	X		
Urbanization	X		
Wildfire	X		
Conifer encroachment	X		
Treatments	X		
Invasive Species	X		
Energy (oil and gas wells and development facilities)		X	X
Energy (coal mines)		X	X
Energy (wind towers)		X	X
Energy (solar fields)		X	X
Energy (geothermal)		X	X
Mining (active locatable, leasable, and saleable developments)		X	X
Infrastructure (roads)		X	
Infrastructure (railroads)		X	
Infrastructure (power lines)		X	
Infrastructure (communication towers)		X	
Infrastructure (other vertical structures)		X	
Other developed rights-of-way		X	